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**Melbourne Water and the
Department of Energy,
Environment and Climate Action**

Integrated Place Management Framework and Report

30 January 2023



Energy,
Environment
and Climate Action

Document history

Revision:

Revision no.: Final
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Checked: Anne Cleary
Approved: Dom Blackham

Distribution:

Revision no.: Final
Issue date: 30 January 2023
Issued to: Melbourne Water and Department of Energy, Environment and Climate Action (formerly Department of Environment, Land, Water and Planning)

Description: This report was commissioned by Melbourne Water and Department of Energy, Environment and Climate Action (formerly Department of Environment, Land, Water and Planning) and presents the Integrated Place Management Framework for the co-planning, co-governance and co-management processes involved in the activation of open space across multiple land managers and stakeholders.

Citation:

Cleary, A., Nielsen, J., Blackham, D., Integrated Place Management Framework and Report, Mosaic Insights, Melbourne Water and Department of Energy, Environment and Climate Action (2023)

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1 Introduction

1.1 Document purpose

This document presents the Integrated Place Management Framework. The purpose of this framework is to provide ‘thinking guidance’ that sets out the different concepts and approaches to integrated place management. As such, this framework aims to support the reader to:

- assess the appropriateness of applying an integrated place management approach to their project, and
- identify different tools and strategies to delivering co-governance, co-planning and co-management of projects.

The framework presents a set of supporting principles, tools and strategies for the reader to consider and apply when implementing integrated place management approaches in the context of their project.

This document presents the Integrated Place Management Framework which has been developed in collaboration with Melbourne Water and the Department of Energy, Environment and Climate Action (DEECA).

1.2 Background

In 2022, Melbourne Water, in collaboration with the Department of Energy, Environment and Climate Action (DEECA), commissioned [Mosaic Insights](#) to deliver the *Integrated Place Management Models* project. The project is a research piece that investigates options for integrated place management that could support the activation and management of water utility land to deliver environmental, economic, social and cultural outcomes.

This work was undertaken as an exploratory research piece drawing insights from multiple lines of enquiry. Four key data collection and analytical approaches were conducted:

- Synthesis of evidence from a literature review of research articles
- Summary of barriers and enablers based on a policy review
- Qualitative analysis of interviews with co-governance experts
- Case study analysis of five integrated place management projects.

The findings across these four data collection tasks have been synthesised and translated into the Integrated Place Management Framework that is presented in this document.

1. What is integrated place management?

Not all projects or land management require integrated place management. However, in cases where the land involves multiple land/asset managers, stakeholders, land tenures or where the site aims to deliver multiple connected outcomes across diverse stakeholders, then integrated place management can be a useful approach for the land management. Time and resources are needed to implement integrated place management approaches and it may not be an efficient use of resources to apply integrated place management in contexts that don’t require it.

Integrated place management has two key elements to it, it is:

- **place-based:**
A place-based approach frames challenges and opportunities relative to a specific place. In doing so, a diverse set of stakeholders and government organisations can coalesce around the development of a specific place and work collaboratively towards shared outcomes.

- focused on **collaborative processes**:

Collaborative processes are at the heart of integrated place management. Key to the success of collaborative processes are enduring and trusted relationships between stakeholders.

The definition of 'integrated place management' can vary and carry different meanings for different people. When asking a group of experts 'what integrated place management meant?', we received varying responses to describe this concept. However, consistent across all definitions were the principles of trusted partnerships and relationships working collaboratively and authentically towards achieving shared visions and objectives:

"it's about a particular place, a range of parties trying to achieve a range of objectives, some of which are common and some which are not...and acknowledging that while different groups might have different institutional arrangements, legislative frameworks and regulatory environments, the collaboration enables those common objectives [to be achieved]" (expert interviewee 5)

"in its purest sense, co-governance is the devolution of power so that each party that sits around that table has equal decision making authority - I don't think you can pull too much further away from that if you're talking about co-governance" (expert interviewee 3)

"when we think about co-governance we are thinking about the involvement of diverse partners with different interests coming together to collectively govern, that is to steer towards public outcomes" (expert interviewee 4).

These interpretations from the expert interviewees also aligned with case study interviewees' understanding of integrated place management:

"it's a form of co-governance where we each keep our own independence for the things we do well already, but we come together when we need to so when we need to have one voice...can only do this when you spend the time building the relationships and developing a common understanding on what the issues and aspirations are" (case study interviewee 5).

These perspectives point to a range of important qualities within integrated place management that can inform the development of a shared understanding of integrated place management.

Our definition of integrated place management

A review of the literature found that definitions can often range across a spectrum of both *governance* and *management* - moving from the 'higher level' arrangements between organisations to establish governance structures, down to the practical measures required to manage a particular place. A case study of natural resource management between the Crown and Māori in New Zealand summarises the collaborative processes of integrated place management as occurring across three distinct stages (Harmsworth et al., 2015¹):

- **Co-governance**: formal arrangements to share decision-making. This includes the institutional and organisational arrangements and usually results in a formal agreement between key parties.
- **Co-planning**: planning together under co-governance agreements. This represents a collaborative approach to project development whereby the interests and values of each of the stakeholders are incorporated into project plans.
- **Co-management**: actions and responsibilities implemented jointly by the parties. This can build on the previous two levels of collaboration and is a stage in which responsibilities and actions are clarified and establishes how the desired goals or outcomes will be carried out and achieved.

For the purposes of this framework, integrated place management is considered to encompass the collaborative processes that occur across these three stages: co-governance, co-planning and co-management.

¹ Harmsworth, G., Awatere, S., & Robb, M. (2016). Indigenous Māori values and perspectives to inform freshwater management in Aotearoa-New Zealand. *Ecology and society*, 21(4).

When not to use integrated place management

Integrated place management isn't a silver bullet and there may be projects where the sorts of devolution of power and shared decision-making outlined within this document (particularly within the co-governance stage) are not appropriate. In these instances, other approaches should be utilised, with the option to draw on the lessons from integrated place management. It is important to clearly communicate with stakeholders whether integrated place management is occurring, or whether only elements or principles of it are being applied (for example, applying just the co-planning or co-management aspects while the ultimate governance and decision making remains with the primary land manager). This clear communication is important to ensure that stakeholder expectations are managed and that stakeholders don't enter a collaboration thinking they have equal decision-making rights when in reality they don't. Such mis-communication could erode trust and cause stakeholder relationships to break down.

2. Why use integrated place management?

When integrated place management is implemented well it can lead to enhanced and more holistic outcomes for the site. For example, multiple stakeholders working together to achieve a shared vision for the site can result in the following outcomes:

- **Efficient and effective management:** Integrated place management can promote resource efficiencies where the management effort is shared and coordinated across multiple stakeholders and reduces the risk of duplicated effort or non-compatible management approaches.
- **Longevity and responsiveness:** The time and effort put in to establishing the relationships and collaborations required for integrated place management can have long-term outcomes where relationships are sustained beyond the timeframes of a specific project. These relationships between stakeholders can enable the quick mobilisation of collaborations to respond to funding or other opportunities as well as identify other opportunities for collaboration outside of the initial project.
- **Resolution of issues:** For certain projects there may be competing objectives for a specific site or local contention points or complexities. Bringing together the multiple perspectives of diverse stakeholders will help with the identification of balanced solutions that are locally informed and evidence-based.
- **Sense of community and place attachment:** Involving community stakeholders in the governance, planning and management of the site can increase place attachment and sense of ownership and belonging to the site.
- **Community health and wellbeing:** Integrated place management that helps activate a site allowing safe and inclusive access to a site can promote health and wellbeing outcomes for community through providing spaces for relaxation and restoration, for recreation and physical activity and for social connection and interaction.
- **Cultural and heritage:** Integrated place management that involves Traditional Owner groups can lead to greater cultural and heritage outcomes for the site and the Traditional Owner groups.
- **Climate change resilience and biodiversity:** Integrated place management helps situate the specific site within the broader context and landscape allowing for opportunities to connect with broader green infrastructure and open space networks, enhancing the potential for biodiversity corridors, contributing to urban forestry and cooling objectives and improving climate change resilience.

2 Methods

2.1 Evidence review

A rapid and focused desktop evidence review of place management models was conducted in April 2022. The review included peer reviewed research literature and grey literature that considered the evidence base and provided information on best practice approaches to and models of integrated place management for open and green spaces. The review included an investigation of both Australian and overseas literature on governance models, institutional arrangements and approaches to support place-based, integrated land management and community participation in planning, management and decision-making. The review considered evidence on funding and financing models that are appropriate for supporting integrated management models of open space.

For documents reviewed as part of the evidence review, we extracted information on the governance models discussed, the context, types of activation, management structures employed, funding/financing models, land ownership models, the public/community role and government organisation's role. We also carried out a high-level SWOT analysis of the examples found within the review. A summary of the extracted information is provided in Appendix A.

We reviewed 15 documents in total, predominately peer-reviewed journal articles. These documents ranged from those covering conceptual frameworks of governance and management models to more practical examples of integrated place management. The documents included examples from Australia, North America and Europe, with the majority of examples coming from northern European countries.

A high-level search was conducted on Indigenous/Traditional Owner models of place-management, however the results were predominately focused on natural resource management (e.g. Māori co-governance agreements for creeks and rivers). The gaps in the evidence and literature on Indigenous place-management models was supplemented through the expert interviews and case study analysis complement of the data collection methods.

2.2 Policy review

DEECA is currently working on modernising Victoria's outdated public land legislation to better accommodate approaches such as integrated place management. To support this effort and avoid duplication, we conducted a high-level review of current legislation and policy to identify the challenges and opportunities for supporting the implementation of integrated place management models. We also focused on drawing out insights that could help inform the enabling action 'Modernise legislation, standards and guidelines' (Table 3, page 45 Open Space for Everyone Strategy).

For documents reviewed as part of the policy review we extracted information on how place management is considered within the policy, barriers and enablers to place management, and legislative Acts that the policy interacts with. We reviewed a mix of the legislation, standards and policies relevant to integrated place management, for example:

- Planting Near Sewers, Drains and Water Mains Guide (Melbourne Water)
- AM GUI Hazardous Trees (Safety) (Melbourne Water)
- Enjoying nature and recreation through our Capital projects (Melbourne Water)
- Victorian Crown Land (Reserves) Act 1978
- Victorian Water (Recreational Area) Regulations 2022 (Draft)
- Victorian Forests Act 1958

- Guidelines for Vegetation Management throughout Pipe Reserves (Melbourne Water)
- Melbourne Water Shared Pathways Guidelines (Melbourne Water)
- Pipe track tree management procedure (Draft) (Melbourne Water)
- Plan Melbourne 2017-2050
- Te Waihora Co-Governance Agreement
- Victoria Infrastructure Plan 2021

A summary of the policy review findings is presented in Appendix B.

2.3 Expert interviews

In May 2022, we conducted five interviews and one focus group with international and Australian experts and practitioners in integrated place management and co-governance (Table 1). Each interview or focus group was 30-60 minutes and conducted online. Interviews were semi-structured with the questions structured loosely around the following themes: barriers and enablers to integrated place management, risks and benefits of integrated place management, funding and finance mechanisms and policy implications. Interviews were recorded, transcribed and analysed by Dr Anne Cleary and Dr Josh Nielsen to draw out the key insights on integrated place management.

Table 1: Expert interview participants

	Name	Position	Date
Interview	Sheridan Blunt	Project Lead Co-managed Parks, DEECA	02 May 2022
Interview	David Cochrane	Economist consultant	03 May 2022
Interview	Marcus Waata Bishop	MWB Strategy Limited	05 May 2022
Interview	Professor Harriet Buckeley	Professor, Durham University	06 May 2022
Focus group	Nikki L Gemmill Simone Wilkie Abby Farmer	Director Resilient Cities and Towns, DEECA Project Lead Waterways of the West, DEECA Manager Integrated Water Management, DEECA	11 May 2022
Interview	Chris Sands	Creator of Totally Locally	20 May 2022

Expert interview findings are presented in Appendix C.

2.4 Case study analysis

Five case studies showcasing distinct place management and governance models were assessed to determine what type of governance structures were in place, what worked well in each case, what could be improved, and the funding model for co-governance. The case study analysis utilised a mixed methods approach that included document analysis and case study interviews (Table 2). The locations of the five case studies were confirmed through consultation with Melbourne Water and DEECA. The participants of the case study interviews were identified by Melbourne Water. Case study interviews were conducted online using MS Teams for 30-60 minutes. Interviews were recorded, transcribed and analysed using thematic coding to draw out the key insights across case studies. Interviews were semi-structured. Case study findings are presented in Appendix D.

Table 2: Overview of data collected across each case study

Case study	Documents analysed	Interviews conducted
Lower Werribee Waterway Amenity Action Plan	<ul style="list-style-type: none"> • Melbourne Water Project Plan 2021-22 • Lower Werribee Waterway Amenity Action Plan 	<ul style="list-style-type: none"> • Jo Bush, Senior Strategic Land and Waterways Planner, Integrated Planning, Melbourne Water, 12 May 2022 • Sue Neale, Coastal Planner and Projects Officer, Wyndham City, 23 May 2022

Hope Community Garden	<ul style="list-style-type: none"> • Our Space, Your Place: Opening water utility land for liveability (E-journal) • Gardens for Hope, Melbourne Water Case Study • MELBOURNE WATER License agreement • Design documents 	<ul style="list-style-type: none"> • Dan Green, Senior Land and Waterways Planner (Social Outcomes), Melbourne Water, 11 May 2022
Moonee Ponds Creek	<ul style="list-style-type: none"> • Chain of Ponds Prospectus 2022 • Chain of Ponds Memorandum of Understanding 2022 • Chain of Ponds Terms of Reference 2022 • Sustaining collaborative governance (Melbourne University review) 	<ul style="list-style-type: none"> • Geraldine Plas, Principal, Waterways Collaboration, Melbourne Water, 11 May 2022 • Rachel Lopes, Chain of Ponds Coordinator, Greater Western Water, 18 May 2022 • Alex English, Open Space Planner, Merri-Bek City Council, 13 May 2022
Yarra Junction Loop	<ul style="list-style-type: none"> • Community engagement report • Concept design report (Alluvium) • Overall plan • Detailed concept plan 	<ul style="list-style-type: none"> • Dan Robertson, Project Initiator, Melbourne Water, 13 May 2022 • Steve Hosking, Team Leader, Melbourne Water, 13 May 2022 • Victoria Purdue, Senior Manager, Parks Victoria, 01 June 2022
Greening the Pipeline	<ul style="list-style-type: none"> • Expression of Interest Advisory Panel • Greening the Pipeline infographic • Greening the Pipeline Map • Greening the Pipeline CRC WSC presentation • Greening The Pipeline Project Lead Group Governance Model • Greening the West Strategic Plan 2020-2025 • Melbourne Water Greening the Pipeline Project Plan • Greening the Pipeline Project Lead Group Terms of Reference 2016 • Water Environment Federation Pilot Park article 2020 	<ul style="list-style-type: none"> • Darren Coughlan, IWM & Liveability Project Officer, Greater Western Water, 13 May 2022 • Emma Pryse, Coordinator Greening the Pipeline, Wyndham City, 23 May 2022 • Nino Polon, Area Manager, Statutory Developer Services, Melbourne Water, 06 June 2022

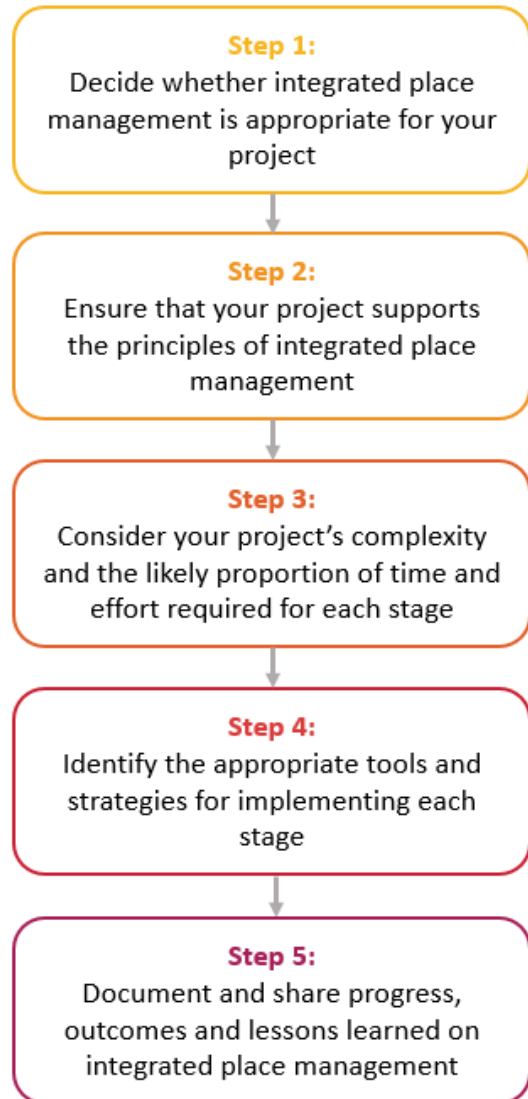
3 The Framework

3.1 Overview

This framework presents the thinking guidance and key considerations for applying integrated place management to projects.

This framework sets out a five-step process to guide the application of integrated place management:

- **Step 1:** First decide whether integrated place management is appropriate for your project. Section 3.2 sets out guiding questions to help the reader discern if integrated place management is appropriate for their project.
- **Step 2:** Ensure that your project supports the principles of integrated place management. Section 3.3 identifies the underpinning principles that should guide all aspects of implementing integrated place management. If your project does not support these principles, then integrated place management is unlikely to be effective and deliver its intended outcomes.
- **Step 3:** Consider your project’s complexity and the likely proportion of time and effort required across the stages of co-governance, co-planning and co-management. Section 3.4 describes the three iterative stages of implementing integrated place management.
- **Step 4:** Identify the appropriate tools and strategies for implementing each stage. Section 3.5 presents an overview of key tools and strategies and the strengths and weaknesses of each.
- **Step 5:** Document and share progress, outcomes and lessons learned on integrated place management. Section 3.6 provides case studies to demonstrate how integrated place management has been implemented in practice and some of the key lessons learned.



There is no one-size-fits-all approach to implementing integrated place management. It is the responsibility of the practitioner to decide whether integrated place management is an appropriate approach for their project and the appropriate level of effort and supporting tools and strategies to be applied across each of the three stages.

3.2 Step 1 - Decide whether integrated place management is appropriate for your project

The implementation of integrated management is shaped by the context and characteristics of the project. The types of settings and contexts in which integrated place management is implemented can be diverse ranging from community gardens, woodlands, and schoolyards to nature-based solutions more broadly. The case studies that informed this piece of work ranged from small-scale community garden projects through to the management of entire waterway corridors.

When assessing the appropriateness of integrated place management for your project it is important to consider:

- The **number of stakeholders** involved and the degree to which this leads to multiple outcomes for the project. This is also related to project scale and timeframes. A smaller project may have multiple stakeholders but be limited in scope to a specific outcome and deliverable in the near future. Others may be much more forward looking.
- The **stage of the project**, is the project in the early phases of scoping and visioning, or has it progressed to planning and delivery, or even through to management of the finished project?
- Is the project predominately **private vs public**? A project that involves the private use of Melbourne Water land may require some co-management arrangements to be developed however is unlikely to necessitate an integrated place management approach in its entirety.

Put simply, a project for public use of space that has numerous stakeholders involved is more likely to benefit from an integrated approach to governance, planning and management to assist a broad range of project outcomes being delivered.

Integrated place management may not be appropriate for all projects. For example, in cases where there is not sufficient resources (e.g., time and staff) to invest in establishing the relationships and partnerships required for the co-governance stage, then applying integrated place management for that site may not be appropriate.

Table 3 sets out some guiding questions to help the reader discern if integrated place management is appropriate for their project.

Table 3: Key questions to ask when considering the appropriateness of integrated place management for your project

Guiding Questions	Responses
<p>Readiness of stakeholders to collaborate Do the relevant stakeholders have the capacity and willingness for sustained collaboration on integrated place management?</p>	<p>No - Applying a full integrated place management approach may not be appropriate. However, efforts should be made to continue to work with stakeholders to build relationships, capacity and willingness so that integrated place management may be possible in the future.</p> <p>Unsure – Conduct initial conversations with stakeholder to gauge interest and capacity to collaborate in integrated place management.</p> <p>Yes – Continue to foster the readiness of stakeholders and proceed with implementing integrated place management.</p>
<p>Organisational culture and risk appetite Do the stakeholder organisations have the right risk appetite and mindset to try new ideas and to allow for shared decision-making among stakeholders?</p>	<p>No – Applying a full integrated place management approach may not be appropriate. While certain elements/principles of integrated place management may be appropriate to apply, there will need to clear communication with stakeholders about decision making authority.</p> <p>Unsure – Hold conversations with both internal and external stakeholders to gain a better understanding of organisational cultures and risk appetites. With internal stakeholders gain the perspectives from senior management about the perceived risks of integrated place management and the potential barriers and opportunities to working this way.</p> <p>Yes – Proceed with implementing integrated place management. To ensure the organisational cultural and risk appetite remains supportive of integrated place management, ensure that the outcomes and lessons learned from trying new ideas are reported back to internal (particularly senior management) and external stakeholders.</p>
<p>Project scale, complexity, and strategic priority Are the resourcing and timing requirements for implementing integrated place management appropriate to the scale, complexity, and strategic priority of the project?</p>	<p>No – Simpler approaches to the management of the site may be more appropriate and cost effective.</p> <p>Unsure – Investigate the site to understand the site characteristics, values and strategic objectives.</p> <p>Yes - Proceed with implementing integrated place management and be sure to collect indicators on the progress, outputs, and outcomes to provide justification for the time and resources spent implementing integrated place management.</p>

3.3 Step 2 - Ensure that your project supports the principles of integrated place management

Implementing integrated place management approaches can lead to diverse stakeholders working together to improve site management and deliver broader environmental, social and economic outcomes. The successful implementation of integrated place management approaches needs to be supported by a number of underpinning factors. Here we describe these factors as principles. These principles should be applied whenever integrated place management is being considered. These principles have been developed based on the findings of the case study analysis, literature review as well as a stakeholder workshop held on 02 September 2022.

If the below principles are not supported by a project for which integrated place management is being considered, then applying an integrated place management approach may not be appropriate for that particular project. Implementing integrated place management without having the below supporting principles in place could lead to adverse outcomes such as relationships between stakeholders being damaged or breaking down.

- **Trusted relationships:** The relationships between stakeholders are fundamental to implementing integrated place management and these relationships need to be based on mutual trust. Trusted relationships can be built through authentic engagement, collaboration and commitment. Sufficient time and resourcing needs to be allowed for when building trusted relationships, particularly in cases where there is no prior existing relationship or where relationships have been strained and require repair before trust can be built. Often taking the time to meet with stakeholders in person is required as well as being flexible and open in how engagements occur, for example, having more informal meetings, walking the catchment/project site with stakeholders or using more visual or creative ways of engaging that best suit the stakeholder's needs. It is also important to recognise that each stakeholder brings their own unique experience and expertise and to respectfully manage these differences in expertise. Once trusted relationships are established, due processes (e.g., regular and transparent reporting and communication) need to be put in place to ensure that trust is maintained and not eroded over time. Communication which is presented as a stand alone principle, will be critical to supporting the principle of trusted relationships.
- **Shared vision:** Integrated place management requires a shared vision and purpose among all stakeholders. There needs to be shared understanding of this shared vision among all stakeholders. Stakeholders may have their own institutional arrangements, legislative frameworks and regulatory environments, but coming together as part of integrated place management allows for common objectives to be achieved, which would otherwise be difficult to achieve as an individual organisation. The shared vision for a place should be co-developed with all stakeholders. Processes should be set in place to track progress towards achieving the shared vision and opportunities to evolve the vision as needed.
- **Shared decision making:** Integrated place management should be based on governance arrangements that support each stakeholder to have equal decision-making authority. While stakeholders will represent organisations of different sizes, resourcing and regulatory environments, when it comes to working towards the shared vision of the site each stakeholder should have an equal say.
- **Support and commitment:** Participation of stakeholders in integrated place management requires support and commitment from each stakeholder. This support and commitment needs to extend beyond the individual representing the stakeholder organisation, to also encompass support and commitment from the senior management of that stakeholder organisation. Processes to embed that commitment within stakeholder organisations should be pursued so that the stakeholder organisation remains committed, even if committed individuals move on due to staff turn overs. For stakeholders with few resources (e.g., volunteer community groups) opportunities should be sought (e.g. grants or funding) to support these stakeholders to participate in integrated place management.
- **Flexibility:** Integrated place management requires flexibility and openness to the emergence of new approaches and ways of working. This means that the policy context of projects should be applied in a way that is not too rigid or restrictive and that allows for experimentation, trials and piloting of new approaches. Failures should also be embraced as opportunities for learning and for adapting approaches. In addition to there being a policy context that

supports flexibility, the organisational cultures and individual mindsets of stakeholders should also be open to flexibility, adaptability to change and willingness to experiment and try new approaches. Flexibility should also allow for responsiveness and mobility where opportunities can be quickly acted upon. This may require a culture shift, particularly in cases where individuals or organisations are risk adverse and perceive new ways of doing things, like integrated place management, as high risk. In these cases, the risks of not doing integrated place management (e.g., poorer outcomes and lost opportunities to build stakeholder relationships) should be considered.

- **Demonstrate impact:** Integrated place management aims to build trusted relationships among stakeholders to work together towards achieving a shared vision. As implementation of the integrated place management approach progresses and matures there needs to be an accountability process that tracks progress towards achieving the vision and provides transparent reporting back to stakeholders on how and why the vision objectives have or haven't been progressed. This will allow for the identification of where things may need to be adapted or improved. In addition, implementing integrated place management approaches requires time and resources. It will be important to demonstrate the impacts of integrated place management approaches in order to secure ongoing support and funding for these approaches. Implementing monitoring and evaluation plans can be a useful tool for ensuring accountability and measuring and demonstrating the impacts and outcomes of integrated place management approaches. The positive impacts and success stories of integrated place management approaches should be celebrated and shared.
- **Traditional Owners:** Integrated place management approaches must consider the role of Traditional Owners as a key partner. The right of self-determination must be applied when engaging with Traditional Owners as a partner in integrated place management. Other stakeholders have a role to play and responsibility in supporting Traditional Owners to realise their self-determined objectives for participating in integrated place management. The Pupangarli Marnmarnepu 'Owning Our Future' Aboriginal Self-Determination Reform Strategy 2020-2025 provides useful guidance on engaging with and supporting Traditional Owner groups.
- **Communication:** Communication is a cross-cutting principle that supports many of the other principles. Effective communication is critical to integrated place management. When communicating across multiple diverse stakeholders, it is important to recognise that different people and stakeholders communicate in different ways and that traditional forms of reporting may not always be the most effective form of communication. While the mode of communication may vary, for example from in-person conversations, formal emails or reports, or more visual or creative means, it is important that all communication is clear, honest and transparent.

3.4 Step 3 - Consider your project’s complexity and the likely proportion of time and effort required for each stage

Co-governance, co-planning and co-management are three necessary and iterative stages of integrated place management:

- **Stage 1: Co-governance** - Formal arrangements among stakeholders to share decision making.
- **Stage 2: Co-planning** – All stakeholders planning together under co-governance agreements.
- **Stage 3: Co-management** – Actions and responsibilities implemented jointly by the stakeholders.

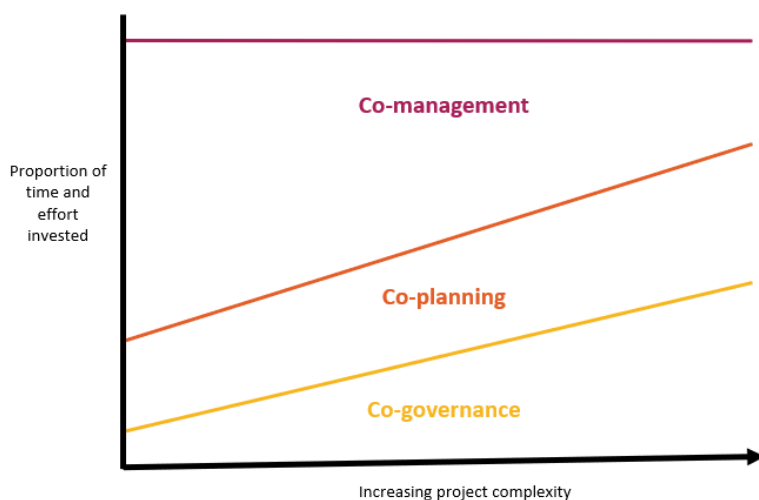
The principles and collaborative process of integrated place management are realised in different ways across each of the three implementation stages. Rather than the three stages occurring sequentially and independently, the stages should be considered as occurring iteratively where the progress and outcomes of the co-planning and co-management stages can be used to revise and evolve the co-governance stage as needed. For example, as the project matures within the co-management stage, opportunities to collaborate with other stakeholders may be identified and hence the co-governance stage can be revisited.

While all three stages are necessary for integrated place management, the scale and scope of each stage can vary depending on the context, complexity and maturity of the project.



The beginning of larger and more complex projects and collaborations (such as Greening the Pipeline) require extensive time and effort within the co-governance stage, whilst individual, smaller scale projects may require minimal effort in the co-governance stage, with more effort placed in the co-planning and co-management stages.

Figure 1 visually demonstrates the likely proportion of effort required across each stage of integrated place management for different projects where more complex projects (e.g. those with many stakeholders or high strategic importance for the site) require more time and effort needed in the co-governance and co-planning stage in comparison to less complex projects (e.g. those with a small number of stakeholders or simple site objectives) which



may require less time in the establishment of co-governance and co-planning and quicker transition to the co-management phase.

The implementation of each stage of integrated place management will take different shapes based on the requirements and complexity of the project.

Figure 1: Proportion of effort across the three stages of integrated place management based on project complexity

3.5 Step 4 - Identify the appropriate tools and strategies for implementing each stage

There are a range of tools and strategies available for supporting the collaborative processes across each stage of co-governance, co-planning or co-management. The co-governance stage can be supported by tools and strategies that support the establishment of relationships and collaborations, for example, developing Memorandums of Understanding, Steering Committee Terms of Reference, Network Charters and co-funding agreements. It is important that the tool used to support co-governance is appropriate for all stakeholders, even smaller stakeholders (e.g., community groups) who may have limited administrative support and capacity. The co-planning stage can be supported by tools and strategies that help set shared understanding on the plans, priorities and objectives for the site, for examples creating vision statements, strategies, frameworks, project plans, prospectus and site action plans. The co-management stage can be supported by tools and strategies that help set the key management roles and responsibilities for the project, for example licensing agreements and arranging action specific working or management groups. The below table presents examples of different tools and strategies that may be useful for supporting the different stages of integrated place management (Table 4). This is not an exhaustive list of tools and strategies and certain tools and strategies may be applicable to more than one stage of integrated place management.

Table 4: The tools and strategies that support the different stages of integrated place management

Stage	Tool/strategy	Strengths	Limitations
Stage 1: Co-governance	Memorandum of Understanding (MOU), Letters of Intent, Heads of Agreement, Term Sheets	Simple and flexible to establish. Demonstrates trust and goodwill. Good for a starting point of agreement/ partnership before transition to more binding arrangements	Not explicitly binding - temporary in nature; generic agreement rather than a contract; not a fully comprehensive vehicle for end-to-end project management and governance. Can be legally binding to an extent without having the usual contractual protections seen in other contractual arrangements, which may make more risk adverse stakeholders reluctant to use these tools.
	Incorporated Association (Body Corporate) /Corporation	Simple to establish and operate; can engage broad membership; supports community stewardship and Business to Business engagement	Reliant on sustained community leadership commitment & resource investment; higher level of risk for Government funding; tendency to focus on administration and detailed operations over holistic strategic action
	Community Cooperative	Allows community and business buy in to give public and commercial benefits. Strength as funding mechanism with strong governance processes. Supported by Cooperatives Australia and other Cooperatives with a complementary purpose (Network support)	Limited use or testing of legislation to use this model of management; little awareness about mechanism and its advantages for public/private joint ventures. Does come with reasonable administration cost and responsibility.
Stage 2: Co-planning	Vision statements and objectives	A shared vision and understanding of the objectives of the project are critical to integrated place management. Authentic co-design processes should be used when creating a shared vision and objectives for the project.	
	Project strategies, frameworks, and plans	Developing strategies, frameworks and plans can set the high-level directions, priorities, and timeframes for achieving the shared vision. Authentic co-design processes should be used when creating these.	Strategies, frameworks and plans can sometimes be too high level and if not supported by detailed action plans can fail to be implemented.

Stage	Tool/strategy	Strengths	Limitations
	Project prospectus, road maps, action plans	Developing more detailed action plans and road maps that identify specific tasks/actions, timeframes, budgets, and responsible agents help clarify the roles and responsibilities of stakeholders and the body of work required to achieve the shared vision. Authentic co-design processes should be used when creating these.	
	Monitoring and evaluation plans	Developing program logics for mapping theories and understanding for how integrated place management will help achieve the project's intended outcomes and assessing indicators to track progress towards these intended outcomes, can help demonstrate for all stakeholders the project's impact and identify what is and isn't working well. Authentic co-design processes should be used when creating these.	Monitoring and evaluation plans can be costly to implement, particularly if the data collection is complex.
Stage 3: Co-management	Land Management Agreement	Tested and legally easy to establish; reduces landowner risk; good option to trial co-management arrangement. Security of recreational access - right of way that is legally binding. Greater security for end-to-end project management and service operation. Can delineate clear management zones, roles and responsibilities. They can also be supported by Funding Agreements.	Not a fully comprehensive vehicle for end-to-end project management and does not guarantee permanency for investment. Difficult to establish over private land (timely/ expensive); Limited scope for place management for complex situations or to support community agency.
	Land Management Authority (Set up under legislation)	Representative Authority gives status and power to make significant change with some autonomy from Govt. Ability to attract knowledge and expertise to deliver greater professionalism in strategy and administration.	Potential to become cumbersome with regulation, administration time-costs and limited ability to 'flex' quickly to market change. Potential to exclude participants reducing local stewardship.
	Trust/Foundation	Establishing a Trust or Foundation allows for tax deductible status for donations.	Establishing a Trust or Foundation and applying to the ATO to be endorsed as a deductible gift recipient (DGR) requires substantial effort.
	Licence agreements/ maintenance agreements	Legally recognised, approved templates already exist and are the preferred tool for government organisations to use. They can be relatively quick and easy to populate initially, but can be cumbersome/time consuming to get agency agreement/sign-off.	Can be narrow in scope and restrictive of innovative approaches.
	Catchment/project working groups, Committees of Management	Can be established and expanded to respond to and deliver specific programs of work. Can set tailored Terms of Reference for individual working groups setting out clear roles and responsibilities for working group members.	There needs to be clear communication and line of sight between individual working groups and with broader governance arrangements.

3.6 Step 5 - Document and share progress, outcomes and lessons learned on integrated place management

Using case studies to document your project and the process you used to implement integrated place management is a useful way to share lessons learned and demonstrate the impact and outcomes of your project. Being able to demonstrate the progress and impact of your integrated place management project can have the following benefits:

- Continue to build commitment and collaboration among stakeholders who can see the tangible benefits of working in partnership as part of integrated place management.
- Opportunities to leverage further funding (from both within and outside the partnership) through being able to demonstrate the impact and outcomes of your integrated place management project.
- Build understanding and capacity on how to deliver integrated place management projects leading to greater uptake of these approaches across other projects.

The case studies examined in the development of this framework provide practical examples of how the stages of place management come together. Whilst none of the case studies were explicitly designed to follow an integrated place management approach, varying degrees of co-governance, co-planning and co-management were utilised.

Moonee ponds creek chain of ponds: The Moonee ponds creek chain of ponds case study demonstrated each stage of the integrated place management framework. Firstly, a co-governance arrangement was established between the partner organisations (this began informally through individual relationships and was then formalised through a Memorandum of Understanding, Terms of Reference, and Prospectus). The co-governance arrangement covered the entire area of Moonee ponds creek chain of ponds and coalesced around a shared vision for the creek. However, the strong relationship built up between the participants allowed for quick decision making and the ability to move quickly on project planning requirements.

As individual projects were identified, co-planning between the most *relevant* stakeholders took place to establish a course of action on the planning and delivery of these strategic initiatives. This process helped ideas to emerge that were outside what might be considered ‘normal’ engineering or delivery solutions.

Following the development of individual projects, co-management arrangements were developed between necessary partner groups. An example of this is the delivery of the Reimagining Your Creek (Moonee Ponds section), whereby a co-management arrangement was developed between Melbourne Water and the local council.

Stage	Description	Supporting tools
Co-governance	Began with a loose form of collaboration between several of the main stakeholders who had a vision for Moonee Ponds Creek and began having regular meetings to consider pathways forward. As clarity formed, more formal governance structures emerged to clearly articulate the group’s vision, aspirations, commitments, and strategic priorities.	Memorandum of Understanding, Terms of Reference.
Co-planning	Separate working groups were formed to co-plan the delivery of specific strategic priorities.	Project Prospectus
Co-management	Co-management of outcomes taking place on a case-by-case basis, involving partner groups where necessary, e.g., Reimagining Your Creek project	Agreements put in place that clearly demarcate management zones and responsibilities.
Funding model	Funding of Collaboration lead position is co-funded by partner organisations who contribute (split between 4 Councils and 3 water utilities). This requires \$15-\$20k/year from each of these organisations and the position is hosted within an agency (rotating every 3-4 years).	

Greening the Pipeline: Similar to Moonee Ponds, Greening the Pipeline showcased elements of each stage of integrated place management. Building on an informal network of individuals across a variety of organisations, the project began with the formalisation of a co-governance arrangement. This helped to clarify the vision/intent of the project and the roles and responsibilities of each organisation in a governance capacity.

Co-planning took place in a similar vein, with organisations breaking out into smaller groups as required for individual projects.

Having established and delivered projects, co-management involved the development of Deed of Agreement between organisations and clear management plans outlining responsibilities. This took place in tandem with the delivery of projects as management decisions can have an impact on the final built outcomes.

Stage	Description	Supporting tools
Co-Governance	Clear governance model at beginning of the project consisting of a project directors' group (one from each partner organisation), a project lead group, and a project co-ordinator (co-funded by partners).	A Terms of Reference document, which outlines purpose and role of the project lead group, the members of the group and their responsibilities in meetings.
Co-planning	Co-planning took place for each of the Zones as part of the project lead group's role.	Individual project working groups.
Co-management	Co-management of spaces is taking place on a case-by-case basis as the site gets developed.	Deed of Agreement between Melbourne Water and DoT, management plans being worked out between Melbourne Water, Department of Transport, Greater Western Water, Wyndham City Council and Brimbank City Council.
Funding model	Coordinator role co-funded by 75% by Melbourne Water and 25% by Greater Western Water (GWW) and is currently hosted within Wyndham City Council. Funding for specific projects within the pipeline has been funded from a variety of sources ranging from individual organisations (Melbourne Water, local councils, to the Essential Services Commission).	

Lower Werribee Waterway Amenity Action Plan: The Lower Werribee Waterway Amenity Action Plan (LWWAAP) lacked a co-governance process, however, provides a good example of co-planning and co-management processes. Beginning with a clearly defined remit, the co-planning of the LWWAAP was facilitated by several rounds of informal co-design and co-planning workshops (largely led by Melbourne Water). This process helped to identify the individual actions to include in the plan and built strong relationships between individuals across the various organisations. Whilst actions are yet to be implemented, the foundation provided by the co-planning process has provided an avenue for relevant organisations to collaborate on the co-management of places in the implementation of actions.

Stage	Description	Supporting tools
Co-Governance	No clear governance model outlining roles and responsibilities.	
Co-planning	More likely defined as a co-planning project as it had a more closely defined remit (than Chain of Ponds for example) to develop an Action Plan.	This was supported by organisational 'buy-in' at high levels and facilitated by a working group and series of informal co-design/co-planning workshops.
Co-management	Participants from the co-design working group are now working together to consider how to deliver on the actions. Delivery of the plan will likely include additional sub-working groups for individual actions with a core group overseeing implementation.	
Funding model	No funding earmarked for implementation. Funding for development of the LWWAAP as in-kind contributions.	

Lessons learned on integrated place management

In this section we present lessons learned on some of the potential pitfalls to avoid when implementing integrated place management approaches. This is not an exhaustive list but rather just a selection of key insights derived from the interviews. In integrated place management it is important to document and share lessons learned and apply a 'learning by doing' and adaptive management philosophy.

Time

Establishing effective co-governance at the beginning of the integrated place management process requires time, particularly for complex projects. Time is needed to build the trusted relationships that underpin integrated place management. Not allowing enough time at the beginning of the integrated place management process can lead to disingenuous engagement with stakeholders and potentially even the breakdown of relationships with stakeholders, which will ultimately lead to the breakdown of the integrated place management process. It is also important to engage with stakeholders at the right time. Integrated place management shouldn't be about asking stakeholders for feedback on a plan that has been developed without genuine involvement from the stakeholder. Engagement with stakeholders needs to be from inception or as early as possible in the integrated place management process. It is also important to understand that different stakeholders may require different timeframes when it comes to building relationships. For example, building authentic relationships with Traditional Owner groups can take a long time.

Moving to action and impact

Establishing the co-governance arrangements is just the first step in the integrated place management process. While this step is critical and requires sufficient time and effort, it is also important to know when and how to progress the governance arrangement towards implementing actions for the co-planning and co-management of the site. Sustaining the governance arrangement is not an effective outcome if the governance arrangement is not serving as the vehicle for driving the co-planning and co-management.

Power dynamics

Integrated place management requires stakeholders going on a journey together to achieve a shared vision. Certain organisations who have the resources to act independently may feel frustrated by the longer timeframes taken to work collaboratively in an integrated place management process and may feel the desire to 'push ahead' without the consensus of the co-governance arrangement. This can result in strained relationships or even in poorer outcomes for the site. Ideally co-governance arrangements should have a trusted administrator who can help facilitate and manage the relationships and potential power dynamics among stakeholders and ensure that shared decision making is upheld.

Beyond the champions

Relationships, for the most part, tend to be developed between individuals within organisations. Loss of these individuals due to staff turnover can also result in the loss of relationships. This is particularly the case when that individual is a 'champion' of integrated place management in their organisation. It is important that integrated place management is supported and owned by the whole stakeholder organisation, not just the individual representative. Ensuring that senior management are supportive, developing succession plans for when there is a change in the stakeholder representative and embedding support for integrated place management within organisational policies and strategies is key to managing the risk of loss of key individuals and ensuring the long-term support for integrated place management.

Responsiveness

Projects that get bogged down in bureaucratic processes can miss out on opportunities when these timeframes don't align with the interests of community groups. Ensuring that projects are outcome focused and responsive to the needs of the community is dependent on strong stakeholder ties and the ability to move quickly when necessary.

Appendices

Evidence Review Findings

A

The findings of the evidence review identified several key themes and insights on integrated place management. We discuss each of the evidence insights in further detail below.

Evidence Insight 1: The importance of clear terminology

The evidence review found articles across areas of both governance and management, however it was often not clear how the terms *governance* and *management* were defined, if they were being used interchangeably, or to what extent they differed. Harmsworth et al. (2015, p1.) highlight this in a policy brief discussing Māori collaboration within freshwater management and utilise the following definitions:

- **Co-governance:** formal arrangements to share decision-making.
- **Co-planning:** planning together under co-governance agreements.
- **Co-management:** actions and responsibilities implemented jointly by the parties.

This approach infers a hierarchy between governance and management. This perspective is shared by Jansson et al. (2018) who approach urban open space development as a governance and management challenge. They breakdown urban open space management into three levels (strategic/policy, tactical, and operational).

Insight 1: Consideration of how Melbourne Water and DEECA define both integrated governance and integrated management of open space may be a useful distinction to make when developing models and decision support frameworks.

Evidence Insight 2: Conceptual/theoretical framings

Several distinct governance and management concepts and models were explored in the literature, focused around themes of urban open space, green infrastructure and community participation. Here we outline some of the more established models for which there is a supportive evidence base.

- **Combined governance and management model (G&M model)**
The combined G&M model of urban open space (Jansson et al. 2018) frames combined governance and management as an approach that is adaptive across different land-use types and can be viewed as a continuum from hierarchical governance (BAU top-down approaches to public space) to self-governance. The G&M conceptual model seems to imply that in certain public areas hierarchical governance may be necessary, however as the ‘public’ user group becomes more specific different forms of shared governance arrangements can be adopted.
- **Cyclic process model**
The cyclic process model outlines an approach for long-term participation in the strategic management of urban green spaces (Fors et al. 2021). Moving through the project development phases of Analysis, Design, and Implementation, with evaluation taking place after each phase. Each of these phases is associated with approaches and tools that support long-term participation. The tools vary with each approach, moving from a focus on involvement and partnerships within the Design phase, through to partnerships and empowerment in the Implementation phase, and consulting and involving in the Analysis phase.
- **Mosaic governance**
In response to the socio-cultural diversity of cities, mosaic governance is proposed as a model to leverage active citizenship in the management of urban green infrastructure (Buijs et al. 2016, 2019). Mosaic governance advocates for a governance structure that integrates policy and the diversity of active citizen activities to enhance urban green infrastructure. Essentially discussing how authorities can complement and enrich top-down planning by supporting local initiatives. This support might be in the form of funding, data (e.g. GIS mapping), cooperation agreements, subsidised leases, or the provision of materials.
- **Collaborative governance**
Broader governance and management concepts such as collaborative governance (Malekpour et al. 2021), inclusive

governance (Frantzeskaki et al. 2022), and place-based development (Bentley et al. 2017, Grocke et al. 2021) describe collaborative approaches to open space governance and management. Malekpour et al. (2021, p.5) provide four building blocks for the design of collaborative governance:

- The ‘why’: Why collaborate? What are the drivers of collaboration? What benefits can be achieved through collaboration?
- The ‘what’: What is the context within which the collaboration will happen? What are the enablers of collaboration? What are the barriers?
- The ‘who’: Who should participate in the collaboration? What role should they play?
- The ‘how’: What level of collaboration is appropriate for facilitating intended outcomes? What is an appropriate structure? What strategies can be employed to steer the process towards success?

Place-based approaches

Underlying much of the above referenced governance and management work is the concept of place-based approaches. These approaches focus on “local needs, local solutions, and the unique attributes of a place” (QCOSS, 2021, p.10). These approaches respond to the unique physical, historical, cultural, social and environmental characteristics that shape individual and community attachment to place (Grocke et al. 2021). QCOSS (2021) identify six foundational features of place-based approaches.

- agreed place
- shared vision and commitment to outcomes
- working together
- community engagement
- local collaborative governance
- a cycle of integrated learnings.

However, in the processes of implementing place-based approaches, the presence of an engaged community can challenge the development of a place or result in a community no longer feeling the same attachment to a place. Grocke et al (2021, Table 3) outline seven place management strategies that can be used to mitigate negative impacts on community place attachment. In combination with the foundations of place-based approaches, these place management strategies can inform the steps and direction of Melbourne Water’s integrated place management model.

Insight 2: A number of models and approaches to collaborative open space governance and management exist. These models and evidence base should be drawn upon to help identify appropriate options for the activation, governance and management of water utility land in the Melbourne context.

Evidence Insight 3: Implementing integrated management in diverse types of open space

The evidence review demonstrated that the types of settings and contexts in which integrated place management is implemented can be diverse ranging from community gardens, woodlands, and schoolyards to nature-based solutions more broadly. The type of integrated management model that is implemented is shaped by the context and characteristics of the open space.

- Community gardens (Nikolaïdou et al. 2016, Fors et al. 2021, Buijs et al. 2019, Jansson et al. 2018, Gehl and Knight 2021).
 - Subsidised leases transfer a large portion of the responsibility for management to community groups. Funding is then directed to trusted community groups (rather than land management). Some government assistance through grants etc. for larger tasks.

- Nature-based solutions (including WSUD) (Zinggraff-Hamed et al. 2021, Frantzeskaki et al. 2022, Malekpour et al. 2021)
 - Collaboration within Australian waterway case studies was found to fall into five categories, from lowest to highest level of integration these were: coordination, informal connections, coordinated forums, temporary structures, ongoing structures.
 - The activation of waterways and blue infrastructure is a cross-sectoral endeavour and collaborative governance was found to be critical in supporting the exchange of resources, time, and knowledge between the diversity of stakeholders involved. However, the success collaborative governance was found to be dependent on the upfront design of governance structures prior to project development Malekpour et al. (2021).
- Woodlands (Buijs et al 2019, Jansson et al. 2018)
 - Co-management of woodlands by local government and private residential owners. Local Gov. provides guidelines and some compliance monitoring, local residents in properties abutting the woodlands are responsible for management of the land with the flexibility to influence the use and appearance of their co-management zone (within guidelines).
- Schoolyards (Jansson et al. 2018)
 - School yard greening as a community driven project (as opposed to solely the school as the dominant decision-making actor).

Insight 3: Understanding the context and social and environmental characteristics of the open space will be key to informing which type of integrated place management model is most appropriate.

Evidence Insight 4: Financing/funding

Based on the papers assessed in the evidence review, financing of co-governed and co-managed open space activation projects was primarily through direct funding from government organisations or through other support mechanisms. For example, Danish law requires municipalities to support, cooperate and financially support (to a degree) the voluntary actions of social organisations (Molin and Konijnendijk van den Bosch, 2014). Other community garden projects were funded through local government grants for construction equipment and larger maintenance tasks (Fors et al. 2021), subsidised lease arrangements (Buijs et al. 2019), or community fundraising (Grocke et al 2021).

Buijs et al. 2019 make a case for investing in active citizen groups/projects as an opportunity to leverage non-monetary resources (e.g. volunteer work) to support community outcomes and local government goals. Across a collection of projects within the United States, seed investments in public space initiatives catalysed further funding from other private and public entities (Gehl and Knight, 2021). The long-term viability of projects relied on developing sustainable operating models through a co-creation/co-design process that fostered a long-term sense of ownership. The use of real-time data also allowed space managers to identify where and how to adapt to changing conditions.

Insight 4: The sustained financing of co-governed and co-managed open space activation projects is a challenge. However, evidence suggests that co-creation/co-design processes that foster a long-term sense of ownership are an effective way of developing sustainable financing and operating models.

Links with Open Space for Everyone Strategy

The Open Space for Everyone Strategy identifies the enabling actions of 'Clarify governance arrangements and the responsibilities of landowners and managers' and 'Update funding and financing models' (Table 3, Page 45-46, OSE Strategy). While this evidence and policy review does not aim to deliver these actions, there are some insights from the review findings that should be considered when implementing these enabling actions, namely:

- The development of a sliding scale of governance and management arrangements (based on Jansson et al. (2018)) may assist in clarifying new governance arrangements that respond to and are adaptable across different typologies of land-use.

- Integration of real-time data and sensing of place usage can support efficient on-going operations – allowing place-managers to be responsive and flexible to changes in usage.
- Funding of community organisations can leverage active citizens and provide resident-centred programming that utilises volunteer work and fundraising to support the management of public space.

Evidence review data extraction

Title	Author	Document Type	Year	Context	Governance models discussed	Type of activation	Governance/Management structures	Funding/financing models	How does it deal with multiple land tenure?	Public/community roles	Gov organisation roles	Strengths	Weaknesses	Opportunities	Threats	Key insights
Between Big Ideas and Daily Realities – The roles and perspectives of Danish municipal green space managers on public involvement in green space maintenance	Molin a and Konijnendijk-van den Bosch	Peer-review paper	2014	Denmark	Public involvement in green space maintenance	Public involvement in maintenance of green space.	- closed co-governance (i.e., co-governance with organised community groups)	- Danish law requires municipalities to support cooperate and financially support (to a degree) the voluntary actions of social organisations.	- not mentioned.	- gardeners and other maintenance workers employed by council are often the ones with direct contact with the residents - important to have lines of communication between these workers and 'decision-makers'.	- municipalities operate with 'use agreements' between themselves and a group of organised citizens. Involves the transfer of the main right to use a certain municipal site to the group involved, although the site remains publicly accessible. In return, maintenance has to be done according to an agreed standard. In most cases the citizen group needs to be an established association with legal status in order to sign such an agreement.	- interested and organised citizens can develop a proposal and co-manage municipal land. - The municipality can develop a 'use agreement' to transfer rights of use to a sight to a particular group in exchange for maintenance of that site.	- can be difficult to balance general public interest with that of a specific community group that may want to establish a 'use agreement'	- engaging public and transferring usage rights can help reduce abuse/vandalism of an area. - reduction of maintenance budgets and often an improvement in outcomes.	- potential gap between maintenance requirements and community work/effort.	"Use agreements" with specific community groups used to effectively manage public land - providing increased activation and better outcomes than what would be possible with existing municipal budgets.
Urban Gardening and Green Space Governance: Towards New Collaborative Planning Practices	Nilschidou et al.	Peer-review paper	2016	Geneva, Switzerland	- local partnership governance - urban gardening as a governance model	Urban community gardens	Informal processes mapped out within the research paper - largely citizen-led, put forward a proposal to the municipality that was aligned with an existing community gardens policy.	Not specified.	- Informal process (i.e., community groups approaching municipality to use land) to negotiate use of space.	- non-profits are a major channel for the development of participative urban gardening projects.	- provision of land/space, mediator between private landholders and project initiators. - leads the planning process (in collaboration with other actors) - support implementation	- creates flexible space in cities - use of previously unused greenspace - can be multi-functional - create economic value (could result in environmental gentrification) - Andres (2013) argues that the weaker the planning authorities due to political, financial, or economic crises, the greater the possibilities for non-state actors to—at least temporarily—access and control urban spaces.	- long-term viability of the projects and their integration in planning practices. Sometimes doesn't happen.	- increase spaces' accessibility for multiple users and actors, as well as present possibilities for alternative and diversified uses and activities	- local partnership governance - devolution of state responsibilities to citizens is often not accompanied by a parallel expansion in community organisations' power and influence, as a result private capital can dominant and lead to the reproduction of the status quo. - dense cities - i.e. finding space for green space to utilise.	Bottom up initiatives can lead to more formalised outcomes in which a 'collaborative planning practice' emerges. Requires consensus between civil actors & association, and the various municipal services involved. Civil actors provide the majority of management, municipal services provide legitimacy and contracts to certain actors (in this case, urban gardeners).
Governance models for nature-based solutions: Seventeen cases from Germany	Zingraff-Hamedt et al.	Peer-review paper	2021	Germany	- cooperation and incitation - co-design - citizen power - top down - Poly centric governance	Mixed, including: - river restoration - green roofs - GI corridors	Not specified	Mixed: - 100% regional funding - 100% EU or state funded - 70% private or municipality contributions - 100% Municipality funding.	- Found that across the 17 cases fragmented ownership was a challenge - overcoming this aided by linking on-the-ground actors with city government to develop co-ordinate and long-term approaches.	- varied roles, from planning and decision-making to monitoring.	- local authorities are critical stakeholders - especially as a key political actor mitigating natural hazards.	- co-design governance models engage the most actors from the most areas (public, private, NGO, citizen) - a high degree of cooperation between stakeholders improves outcomes	- implementation remains at the level of pilot areas or local government scales	- a history of environmental planning that has created decentralised decision centres seems to support more advanced landscape planning.	- Co-design is seen as supporting the success of nature-based solutions - this involves a broad range of stakeholders including public actors, NGOs, private actors, and civil society.	
Māori Values and Perspectives to Inform Collaborative Processes and Planning for Freshwater Management	Hairmworth et al.	Policy brief	2015	New Zealand	co-governance	- focused on water management/natural resource management	- Agreements between stakeholders - Joint management agreements (JMA) based on government legislation (e.g., Waikato-Tairāpiti Rauapu Claims Settlement Act 2010) - Committees - MoU	Not specified.	Not specified	Not specified	- building long-lasting relationships between Council and Māori.	- Collaboration and governance underpinned by the Treaty of Waitangi - provides a strong guiding mechanism for all activities.		- Can be uncertainty surrounding role of local Councils in relation to Treaties etc. that have been made between Māori and the Crown.	- Co-governance: Formal arrangement to share decision-making. - Co-planning: Planning together under co-governance agreements. - Co-management: Actions and responsibilities implemented jointly by the parties. Important to be clear and consistent about terminology for governance and management. - Governance arrangement development processes driven by frameworks with a strong focus on understanding and defining Māori values at the governance level and how these translate to actions at the management level.	

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A transformative mission for prioritising nature in Australian cities	Frantzeskaki et al	Peer-review paper	2022	Australia	- inclusive governance - collaborative planning	- Nature in cities	Not specified	Not specified.	Not specified	- inclusion of Aboriginal communities through the introduction of cultural burning to urban landscapes. - private citizens supporting nature on private property - complementing government work.	Not discussed in detail.	N/A	N/A	N/A	N/A	Advocates for the inclusion of Aboriginal communities in the management of urban green spaces and the need to be inclusive of 'more-than-humans' when developing inclusive governance models. Highlights the Yarra River Protection (Wilip-gin Birrarung murron) Act 2017 as an example of this.	
Designing collaborative governance for nature-based solutions	Malelgouar et al	Peer-review paper	2021	Australia	- collaborative governance	- nature-based solutions (mainly WSUD)	- basic coordination - informal connections - coordinated forums - temporary structures (e.g., cross agency collaborations, task force, working group) - ongoing structures (e.g. new statutory authority or department)	Not specified.	Not specified		- empowering under resourced stakeholders to effectively participate		- high transaction cost of collaborative governance	- aligning top-down policies and strategies with bottom-up demand. - greater understanding of the cost of BAU	- narrow KPI's for stakeholders involved in governance - over emphasis on efficiency at the expense of best-value to community		Emphasises the need for clarity at the start of a project around the nature and scope of the problem, objectives and intended outcomes, membership, roles and responsibilities, resource commitments, format and frequency of interactions, decision making rules (e.g. consensus or majority voting), and data access and information sharing protocols. This can be through formal or informal agreements, each with pros and cons - formal provides more certainty, but may lock-in trajectory on a certain path, informal allows more flexibility and the ability to adapt to changes required.
Striving for Inclusion—A Systematic Review of Long-Term Participation in Strategic Management of Urban Green Spaces	Fors et al.	Peer-review paper	2021	Global (review western countries)	- Cyclic process model for long-term participation in the strategic management of urban green	- community gardening stands out - must have been others within the review material but these aren't specified.	Participation approaches identified: - value mapping - collaborative planning - co-design - co-management of Urban Green Space - community gardening	- community gardens: local gov. grants for construction, equipment, and larger maintenance tasks.	Not specified	- co-design: public participation in the design of the space, but minimal in the on-going management. - co-management: public participation through partnerships or empowerment, transfer of some powers from local gov. to users.	- co-management: Gov takes on a supporting role, allowing users control to manage and maintain some aspects of UGS. - community gardens: Local gov. facilitates through leases on unused land, grants	N/A	community participation can sometimes not be representative of the entire local community. (Minorities, disabled, time-poor etc. may not be able to participate). - existing participation processes often don't follow the logic of urban green space development (only happens at certain stages and then dies off).	- outlines 14 reasons for initiating participation processes (maybe outside scope of MW project, but could be useful for any future rationale/justification needs): - improve UGS quality - streamline participation - involve community - gov. requirement - income (jobs creation) - Austerity measures (reduce maintenance costs) - food security - Environmental reasons - social reasons - political reasons - improve health - leverage interest - increase place attachment	N/A	Characterises urban projects as a cyclical process (versus linear where a project starts at planning and ends at construction/maintenance). Viewing it as a cyclical process can reframe how community engagement and co-management may take place. Figure 7. Has a potentially useful process model to inform MW activities - including different tools to use at various stages to include the community. However, it does seem to be overly focused on community-gardens, could be extended to deal with a wider variety of activation types. Critical to include continuous evaluation and compiling of lessons learnt to improve participation process and ensure it can be maintained over the long-term. Evaluation taking place after each stage in project development (analysis, design, implementation, maintenance).	
Developing a collective capacity for place management	Omholt	Peer-review paper	2013	Norway	Discusses collective capacity for action (not a governance model per se)	Town centre activation	- place performance evaluation - diagnosing place situation - choice of interventions - place branding - place marketing and promotion	Vision and branding can lead to investors putting forward project proposals for public space development.	Not specified	Not specified	Not specified, however highlights several interventions that can lead to place activation: - democratic dialogue conference - a strategic narrative presentation - strategic analysis of trade balances and customer behaviour, constituting system/environment differences	- leverages private investment to activate space.	- can be short term activation, for example festivals and events. No plan for continuing activation/engagement.	N/A	- places of 'consumption' (e.g., shopping, eating etc.) are very popular - and lead to decision making that is more political/economic than democratic.	Focus on place activation, versus open green space activation may not translate directly to MW cases. However, the importance of branding and vision to achieve buy-in may be useful.	

Title	Author	Document Type	Year	Context	Governance models discussed	Type of activation	Governance/Management structures	Funding/financing models	How does it deal with multiple land tenure?	Public/community roles	Gov organisation roles	Strengths	Weaknesses	Opportunities	Threats	Key insights
Leadership and systems of governance: the constraints on the scope for leadership of place-based development in sub-national territories	Bentley et al	Peer-review paper	2011	England	Governance of place-based development	N/A	-LEPs (local enterprise partnerships) are voluntary 'joint local authority-business bodies brought forward by local authorities themselves to promote local economic development'	- no clear funding mechanisms outside of grants. Which were problematic (in respect to local autonomy) as grants were ultimately approved based on the political will of the Central Gov.	Not specified	Not specified	LEPs aimed at devolving governance from Central Gov.	LEPs aim to provide a forum for collaborative governance between public and private sectors.	Some LEPs too heavily weighted towards private interested and became limited companies. - lack of statutory basis and unclear reason for existing. - no fiscal devolution from Central Gov.	N/A	- constraining actions from Central government.	Some possible lessons on what not to do. I think this is at a different scale to Melbourne Water's project, however things like ensuring any governance structure that is developed has the appropriate level of autonomy is important. This would include considering biases contained within funding mechanisms.
Adaptive public space	Gehl and Knight	Report	2021	USA	Adaptive public space	Varied	- ensure community representation after projects by placing community members on board seats, community outreach committees etc.		Not specified	- community participation early on in the project supports long-term use and engagement.	- targeted investment can catalyse funding for innovative ideas and lead to local capacity building. - support and elevate community champions	- ensuring quality design resonates with community - locally orientated projects - adaptation of existing infrastructure - integration of arts and creativity into design and programming - resident-centred projects were better able to adapt during the pandemic.			- barriers to physical connectivity on site can make it difficult to promote access - balancing commercial opportunities with public access	
The influence of place attachment on community leadership and place management	Groble et al	Peer-review paper	2021	Australia	Place attachment (not a governance model per se)	N/A	- investing in accessible places - investing in heritage and cultural practices - engage events and celebrations around the place - storytelling to celebrate history of place - engage community in co-creation of space - engage community in co-management of place and space.	Not specified in detail: - community fundraising	Not specified	- the protection of place, and the elements that are important to a community. - communities with a strong attachment to place more likely to engage in or lead place management.	- outlines several place management mitigation strategies that can be used to support resident place attachment.	N/A	N/A	N/A	N/A	Table 3 outlines 7 strategies that may be useful for the MW project to both better engage with community and develop a sense of ownership over a project, as well as to minimise potential pushback when changes are slated to occur.
Mosaic governance for urban green infrastructure: Upscaling active citizenship from a local government perspective	Buijs et al.	Peer-review paper	2019	Europe	Mosaic governance	Mixed: - green walks - urban landscape strategy - neighbourhood green plans - allotment gardens - App development (city forage) - Woodland management	- lease contracts and co-operation agreements that clarify the rights and obligations of all involved parties. - city-wide strategies for mobilising active citizenship - supported by lease subsidies and Urban Landscape Strategy (Berlin)	- active citizens require external funding or heavy subsidisation (of land, materials etc.) - can be greater return on investment as a result of volunteer labour	Not specified	Active citizens (self-organised as opposed to government led community participation)	- supporting expansion of local initiatives - provision of funding, subsidised leases, materials etc. - development of overarching strategy/vision and related visual material to link fragmented community actions.	- leverage non-monetary resources (volunteer work) to support local government goals - build legitimacy for local open space enhancements. -	- progressive formalisation of community developed innovative practices	- government engagement with active citizenship groups can have the unintended effects of neutralising the impact and motivation of citizens. - co-option.	- maintain flexible governance that can support pilot projects and adapt to new learnings. - development of pre-set rules for guiding open space co-development. - Gov. act as a facilitator for community action, providing financial resources, favourable lease conditions, knowledge sharing, visioning etc.	
Active citizenship for urban green infrastructure: fostering the diversity and dynamics of citizen contributions through mosaic governance	Buijs et al.	Peer-review paper	2016	Theoretical	Mosaic governance	N/A	Not specified	Not specified	Not specified	Active citizens (self-organised as opposed to government led community participation)		- context sensitive governance that is sensitive to the diversity and dynamics of active citizenship and which aligns with local informal networks and across scales.			The challenge of developing mosaic governance to enhance horizontal and vertical integration of policy and active citizenship (in order) to enhance urban green infrastructure.	

Title	Author	Document Type	Year	Context	Governance models discussed	Type of activation	Governance/Management structures	Funding/financing models	How does it deal with multiple land tenure?	Public/community roles	Gov organisation roles	Strengths	Weaknesses	Opportunities	Threats	Key insights
The governance of landscape management: new approaches to urban open space development	Jansson et al	Peer-review paper	2011	Scandinavia	urban open space (UOS) management, place-based governance, urban commons, co-management zones, combined governance and management model	Mixed: - urban commons for skating, street art, urban gardening, pop-up cafes, festivals - Co-management for residential woodlands - Schoolyard greening	- 'test bed'/experimentation site for co-development of an urban renewal project. Guided by a specifically developed contract. - co-management (woodlands) - formal arrangement evolved over time - now includes guidelines, government and self-monitoring. - co-management of schoolyards (greening) - led by municipal strategies and goals, as well as procurement contract details.	Mixed: - public investment, utilisation of requirements within procurement contracts to leverage outcomes.	- Co-management zones (woodlands) - agreement can transfer usage from municipality to private usage if owner agrees to maintenance.	- urban commons- the claiming of urban resources by local residents, or sustainable stewardship (akin to active citizens). - Sweden - actors as 'pikiators' (any interested individual or group pursuing non-commercial spatial development) can initiate, form, use and manage the space and its functions collectively. - co-management, woodlands - residents get amenity value from woodlands and contribute to its maintenance. Follow guidelines set by municipality.	- open co-governance arrangement between the local government as facilitator and different urban user groups. - co-management zones - municipality influence through guidelines and limited monitoring of compliance. Mainly resident self-monitoring.	- Urban commons, whereby the local gov. acts as facilitator, provides a lot of flexibility in community-led outcomes. - Co-management zones give local residents the possibility to use, develop and manage some spaces, while green space managers continue to control the main area and its characteristics and quality.	Unclear		Unclear	A combination of governance and management models for urban open space can provide flexibility across multiple different land-use types. More private focused land can be more management focused, whilst more public land can lend itself towards co-governance arrangements. With the caveat that some public land that engages with a broad user group may not be suited to co-governance (I interpret this as something that is highly programmed, public, like for instance Federation Square, may be better suited to hierarchical governance).

Policy review findings

B

Policy Review Findings

A rapid review of relevant policy documents was conducted. Results of this review reveal that there are several recurring barriers and enablers to integrated place management.

Whilst documents such as Plan Melbourne and Melbourne Water's own Strategic KPI for Recreational Use of Land outline the motivations for mixed-use land activation, perhaps unsurprisingly, risk reduction and vegetation management is a common thread across the reviewed policies that represents potential barriers to activation, including:

- Melbourne Water's guidelines for Hazardous Trees (2020) highlights the increased monitoring and inspection of trees required to manage the risk of falling tree branches following increased public access to Melbourne Water owned land.
- Melbourne Water's vegetation management and tree planting guides outline a process that restrains the planting of new vegetation along easements, pipelines etc. potentially impacting the amenity value that could be achieved from activation works.

It is unclear how much of a barrier vegetation management is to land activation, however the review highlights the complexities involved when previously closed areas are opened up for public use.

There was also a notable lack of focus on *green infrastructure* within the Victoria Infrastructure Plan. Consideration of green infrastructure within the Victoria Infrastructure Plan could support Melbourne Water's push for land activation and the multiple community benefits that green infrastructure can provide.

We identified the following policy enablers of integrated place management and land activation:

- Plan Melbourne's broad support for community gardens, productive streetscapes and the integration of place-making into road space management.
- Melbourne Water's Shared Pathways Guidelines highlight the activation opportunities that pathways can provide and support engagement with local councils or other stakeholder to assist in the development of these assets.
- Drawing insights from New Zealand policy, the Te Waihora Co-Governance Agreement highlights how a clear agreement across multiple stakeholders can provide a clear foundation for co-governance to take place. It outlines roles, responsibilities, and vision shared by all parties.

Links with Open Space for Everyone Strategy

The Open Space for Everyone Strategy identifies the enabling action of 'Modernise legislation, standards and guidelines' (Table 3, Page 45 OSE Strategy). While this review does not aim to deliver these actions, there are some insights from the review findings that should be considered when implementing these actions, namely:

- Guidelines for open space activation need to balance managing risks with realising the benefits associated with increased public access to water utility land.
- Guidelines and policy should help facilitate the governance arrangements for supporting authentic co-creation/co-design and co-management and co-ownership processes.

Expert interview findings



Expert interview findings

The terminology used when describing integrated place management can vary and carry different meanings for different people. When asked what integrated place management meant for them, each expert interviewee had different wording to describe this concept. However, consistent across all definitions were the principles of trusted partnerships and relationships working collaboratively and authentically towards achieving shared visions and objectives:

“in its purest sense, co-governance is the devolution of power so that each party that sits around that table has equal decision-making authority - I don't think you can pull too much further away from that if you're talking about co-governance” (expert interviewee 3)

“it's about for a particular place, a range of parties trying to achieve a range of objectives, some of which of are common and some which are not...and acknowledging that while different groups might have different institutional arrangements, legislative frameworks and regulatory environments, the collaboration enables those common objectives [to be achieved]” (expert interviewee 5)

“when we think about co-governance we are thinking about the involvement of diverse partners with different interests coming together to collectively govern, that is to steer towards public outcomes” (expert interviewee 4).

These interpretations from the expert interviewees also aligned with case study interviewees' understanding of integrated place management:

“it's a form of co-governance where we each keep our own independence for the things we do well already, but we come together when we need to so when we need to have one voice...can only do this when you spend the time building the relationships and developing a common understanding on what the issues and aspirations are” (case study interviewee 5).

Qualitative analyses of the expert interview data identified four key themes: mindsets and culture, experimentation and complex systems, Traditional Owners, and relationships. Each theme is discussed in further detail below.

Mindsets and culture

As part of the expert interviews there was a policy themed questions that sought to gather insights on the potential policy levers and barriers to integrated place management. In the context of Victorian policy, some interviewees identified particular policies that aim to be enabling for integrated place management (e.g., the Open Space Strategy) and others mentioned that some policies lacked specificity making it difficult for them to find something *“to hang our hat on”* when it came to advocating for land to be used for biodiversity conservation instead of constructing sports fields. Interestingly, some interviewees felt that the policy in itself was not the barrier but rather the mindsets and culture in how the policy is interpreted and implemented.

“A lot of things I have come across have been more barriers of culture rather than barriers of policy and it comes down to how people perceive the risk appetite of their organisation” (expert interviewee 5)

“instead of policy hurdles I would say that it is more of mindset hurdles” (case study interviewee 5).

Experimentation and complex systems

Across interviewees there was a common understanding that when working in the space of integrated place management it is important to recognise that you are operating within a complex system. According to interviewees, effective governance and management within complex systems requires flexibility and openness to the emergence of new approaches and ways of working, as well as allowing things to evolve organically:

“The way you lead in complex systems is a little bit different and you need to let things emerge as opposed to being very prescriptive” (case study interviewee 5)

“so I’d call and say ‘I’ve just started this project, can I come and have a discovery meeting?’...I met with people to find out what they knew and we weren’t putting an agenda out there...it was interesting to have these multiple discovery meetings and it all just shaped itself once you do that” (expert interviewee 1).

The role of experimentation, trials and piloting of new approaches was also seen as key to identifying effective governance approaches within complex systems.

“When trying to govern for sustainability we have to kind of govern through experimentation...if you want it to be something that continues over time it has to be something that is just at that edge of not quite permissible yet but something that is feasibly permissible in the future once people have come on board” (expert interviewee 4).

“I think you’ve got to be prepared to allow things to fail” (expert interviewee 4).

It was recognised that not all stakeholders are comfortable with uncertainty and complexity but that it is important to challenge this resistance or it could become a key barrier to integrated place management:

“we checked that with our Crown Land department to say ‘look here is where we are headed’ and they were quite focused on compliance and ‘the how’, and we had to push back and say ‘don’t talk about how, this is about what’, we need to state our commitment now because stating that gives us room to work through how over very many years, don’t stop at ‘how’ or nothing will happen” (expert interviewee 1).

Traditional Owners

Partnering with Traditional Owner groups as part of co-governance models and integrated place management models was discussed by most interviewees. Within the Victorian State Government context the principles of self-determination are applied when partnering with Traditional Owner groups with one interviewee describing how the Traditional Owners were supported in being identified as the land owners, as was the desire of the Traditional Owner group *“we are rightsholders, not stakeholders”* (expert interviewee 1). Some interviewees identified barriers to engaging with Traditional Owners such as current land management practices not being consistent with Traditional Owner values (e.g. fenced wildlife parks), varying views across different Traditional Owner groups, and lack of capacity and resources among Traditional Owner groups. However, other interviewees identified that collaborating with Traditional Owners requires an authentic understanding of Traditional Owner values and the barriers to engagement:

“it’s direct involvement of [Traditional Owner groups] in those forums and those entities as soon as you can in the process, you need to understand what sort of interest they [Traditional Owners] have in this space, current constraints or challenges that they have in interacting with it. And I guess desired outcomes or aspirations for what you’re wanting to achieve” (expert interviewee 3).

In addition to applying self-determination principles, interviewees also identified the role and responsibility of other stakeholders in supporting Traditional Owners to realise self-determined objectives:

“if you are looking to embody this partnership approach and really sort of provide for your Traditional Owners’ interests and responsibilities, you need to develop mechanisms to understand and protect those interests and responsibilities in lieu of them potentially not being able to actually be a physical part of the project” (expert interviewee 3)

“We laid very clearly in the parkland plan that the Traditional Owner group would be the future owner subject to them having the resources to support that...They know they don’t have the resources and capacity [to manage the land] now, but it [stating the commitment in the parkland plan] says what the vision is and it also sets up an advocacy platform that we as all partners have to say ‘hey what are we doing to give our Traditional Owners more capacity to step towards this’” (expert interviewee 1).

It was acknowledged that partnerships with Traditional Owner groups can be undermined when the feedback and contribution of Traditional Owners is not listened to or actioned on.

“not listening and not responding if you are getting instruction and direction [from Traditional Owners] and you simply dismiss it and there's no sort of action and response to it, then there's no point... there's a responsibility on you guys to hear and respond [to Traditional Owners]” (expert interviewee 3).

Relationships

All interviewees recognised that establishing effective co-governance approaches requires time to establish trusting relationships:

“You don't go in asking ‘what are your thoughts on this plan?’, you go in seeking a relationship, and that takes a lot of time” (expert interviewee 1).

Having a shared physical place with a shared vision was key for building relationships.

“place is about delivery and connections and relationships rather than legislation often, place is a really valuable anchor point for bringing people along” (expert interviewee 1).

Lack of long-term commitments beyond political cycles was identified as a challenge when seeking to build sustained and long-term relationships and partnerships:

“It's all about relationships and time, and that's always hard when you've got a four year cycle, mean how hard is it to write a plan? Four years sounds like plenty, but we spent a year working. We spent a year trying to find our feet” (expert interviewee 1).

A number of interviewees identified the importance of a trusted partner to serve as the mediator/coordinator/facilitator of the governance model to ensure sustained partnerships and delivery of the intended outcomes for the place:

“You've got to have an organization that's trusted that then is facilitating or mediating” (expert interviewee 5)

“Need to find a way to have an ongoing secretariat, so that someone is just there, people think there is a high science towards making sure that your plan doesn't sit on a shelf but there is no high science you just have to have a position, or part of a position assigned to it, it has to be someone's KPI, it's as simple as that” (expert interviewee 1).

Power dynamics and different resources and ‘paces’ among different stakeholders was identified as a potential risk to collaborative governance. Tracking and reporting on the progress of the governance arrangement and accountability was also identified as important, otherwise there is a risk that the focus becomes on just sustaining the governance model and not the actual achievement of outcomes from the governance model.

“ensuring that you're actually progressing and that you've got everyone coming with you...regardless of their resourcing or of the priority they're giving it...[you need] really clear reporting so that people can see when we're progressing and when things are held back and why and making sure that these collaborative groups are holding themselves to account” (expert interviewee 5).

Case study findings

D

Ranging from higher level co-governance arrangements (in the case of Chain of Ponds) to co-management of a small portion of Melbourne Water land (in the case of Hope Community Garden), the preliminary analysis of the case study findings provide further detail to many of the perspectives outlined by the expert Interviewees.

Lower Werribee Waterway Amenity Action Plan (LWWAAP)

<i>Co-governance</i>	<i>Co-planning</i>	<i>Co-management</i>
No clear governance model outlining roles and responsibilities.	More likely defined as a co-planning project as it had a more closely defined remit (than Chain of Ponds for example) to develop an Action Plan. This was supported by organisational ‘buy-in’ at high levels and facilitated by a working group and series of informal co-design/co-planning workshops.	Participants from the co-design working group are now working together to consider how to deliver on the actions. Delivery of the plan will likely include additional sub-working groups for individual actions with a core group overseeing implementation.

Funding model

Development of the plan was undertaken by the key stakeholder organisations and their representatives, with each stakeholder committing what they were able to fit within existing workloads. Melbourne Water obtained some funding from DEECA to support the attendance of the Werribee River Association at the workshops. A similar arrangement was provided for the Wadawurrung and Bunurong Traditional Owner Corporations, however it seems they were unable to attend due to due resourcing constraints.

During the development of the action plan there was no funding earmarked for implementation, however the development of the plan and the relationships that were built between organisations is seen to help facilitate implementation. Following the release of the LWWAAP, DEECA has developed a new grant program (Iconic Urban Waterways Grant) specifically for the Waterways of the West Action Plan and the Barwon River Action Plan, and the group were able to submit several applications for funding actions from the LWWAAP that aligned with DEECA’s grant program.

What worked well?

The in-person workshops were quite successful in bring people together and building relationships (further aided by post-lockdown excitement for human interaction). One key aspect in the structure of the project was the access between project focused individuals and senior management. These direct lines of communication allowed ‘red-tape’ to be minimised and a common understand to develop – both between organisations and within organisations.

“The governance structure and the conversations just gave me access to more senior people throughout my own organization and particularly in those state agencies to make change happen” (Interviewee 2).

Low levels of formalisation (e.g. no MoU or ToR) allowed the working group to adapt and this worked well for the development of the Draft Action Plan. Once endorsement was required, stakeholders became more detail-orientated around what it was they were going to be endorsing. Endorsement was ultimately successful (and a process that generally takes longer), however the relationships built through the in-person workshop and high-level support helped to navigate this period.

“they were genuinely challenging workshops... we went into really challenging places that made people defensive and a bit raw and whatever, and we just said “yeah, it’s difficult, but let’s keep going”, and I do think that that’s what’s required to make change happen” (Interviewee 2).

What could have been improved?

Whilst the low levels of formalisation were seen as a strength, there was a recognition that some clearer exploration and articulation of the scope of the LWWAAP and the role of implementation group after completion of the plan.

There were also difficulties in integrating Asset Management Services (AMS) into the planning process. This was seen to partially be due to constrained remit of AMS.

“The difficulty for them with this plan was kind of there were saying well there's not a program associated with it. There's not a funded program of work that we would take your plan and plan it out in the way that they do with their programming of work, and so they kind of weren't quite sure what to do with us” (Interviewee 1)

“I think that this kind of amenity focused work often just jumps from [Melbourne Water] integrated planning to regional services because they kind of they're the people on the ground who know how to do it” (Interviewee 1).

Moonee Ponds Creek Chain of Ponds

<i>Co-governance</i>	<i>Co-planning</i>	<i>Co-management</i>
<p>Began with a loose form of collaboration between several of the main stakeholders who had a vision for Moonee Ponds Creek and began having regular meetings to consider pathways forward. As clarity formed, more formal governance structures emerged. As more partners came onboard a Memorandum of Understanding, Terms of Reference, and Prospectus were developed to clearly articulate the groups vision, aspirations, commitments, and strategic priorities.</p>	<p>Separate working groups were formed to co-plan the delivery of specific strategic priorities.</p>	<p>Co-management of outcomes taking place on a case-by-case basis, involving partner groups where necessary, e.g. Reimagining Your Creek project.</p>

Funding model

The Collaboration Lead position is co-funded by partner organisations who contribute (split between 4 Councils and 3 water utilities). This requires \$15-\$20k/year from each of these organisations and the position is hosted within an agency (rotating every 3-4 years). However, there is currently no financial agreement that has been made explicit, instead relying on ‘good will’ and having budget managers involved in the group.

Funding for planning and projects is acquired through grants (both within the partnership organisations and to other State Government agencies). Through the relationships developed and the project planning that has taken place during workshops, the group has been able to respond rapidly to funding opportunities as they arise. These ‘shovel-ready’ projects meant that applications for funding could be delivered very quickly (in one example developed one night prior to the deadline) and successfully secure funding.

What worked well?

The initial informal processes that guided the governance of the group has established an understanding for the benefits of having a flexible and adaptive model that can respond to the complex nature of urban waterways.

“We were trying to manage waterways like you manage a big engineering problem...and waterways are a natural system that do not respond linearly to what you put into it...what we realized is that we had a complex system and the way you lead in complex systems needs to be a little bit different and to let things emerge rather than being very, very prescriptive” (Interviewee 5).

Whilst there was an established Terms of Reference and Memorandum of Understanding, which outlined the core visions and responsibilities across the group, the understanding for allowing a certain flexibility enabled the governance group to respond quickly to opportunities as they emerged. The development of a prospectus that outlined a shared set of strategic priorities was also found to be a key enabler to ‘moving quickly’ as group members could share opportunities that align with these priorities.

“Having that agreement of the whole group really makes a big difference because then if you get a little bit of a brief. I might hear about some money that doesn't align with what I've got, but it does with somebody else, and we flick them across” (Interviewee 7).

The success of this was underpinned by strong relationships between key individuals across each organisation. There was a significant amount of time invested upfront on relationship building between the organisations. Whilst this is a key component of the success of the governance model, it also represents a risk to the continuity, as disruptions have occurred when key personal move on, go on extended leave etc.

Key to maintaining continuity is the co-funded Lead Collaboration role. Having this hosted outside of Melbourne Water was seen as an enabling factor, as it allowed for greater autonomy.

What could be improved?

As mentioned above, this model is heavily reliant on relationships between individuals within each organisation. When someone leaves those relationships need to be redeveloped. Improving the outward sharing of knowledge could help to combat this, including things like:

- Consistent recording of minutes and uploading to a secure location.
- Connecting with the community more about what is going on and the future direction.
- Improving succession of the project within each partner organisation.

Whilst community organisations are part of the governance group, there has been minimal engagement with the broader community. Further steps could be taken to improve this and would also help to secure longer term involvement in the future of the creek.

Improved engagement with other stakeholders less interested in the creek (e.g., airport, port of Melbourne). This also includes better engagement with asset managers and the alignment of capital funding.

“They [the asset manager] were very focused on their assets and their capital works program... and I was like OK, but we want your involvement... and this is about probably alignment of capital funding, some of the spatial mapping, some of the data stuff, hydrological flood modelling. Now a lot of chain of ponds or equivalents out there. They focus on revegetation, they focus on art and the sort of tangible stuff that we can see. But ... you're dealing with asset managers who don't really care about that or see it” (Interviewee 7)

Greening the Pipeline

<i>Co-governance</i>	<i>Co-planning</i>	<i>Co-management</i>
Clear governance model at beginning of the project consisting of a project directors' group (one from each partner organisation), a project lead group, and a project co-ordinator (co-funded by partners). This included a Terms of Reference document, which outlines purpose and role of the project lead group, the members of the group and their responsibilities in meetings.	Co-planning took place for each of the Zones as part of the project lead groups role.	Co-management of spaces is taking place on a case-by-case basis as the site gets developed. E.g. Deed of Agreement between Melbourne Water and DoT, management plans being worked out between Melbourne Water, DoT, GWW, Wyndham and Brimbank.

Funding model

Similar to the Moonee Ponds Creek Chain of Ponds, the Greening the Pipeline (GtP) project has a co-ordinator role that is co-funded by 75% by Melbourne Water and 25% by Greater Western Water (GWW) and is currently hosted within Wyndham City Council.

Melbourne Water has obtained funding from Essential Services Commission specifically for this project. First time Melbourne Water has specific funding to put toward fencing and landscaping of this decommissioned asset. However, as Melbourne Water has limited ability to fund maintenance of a decommissioned asset for community activation, Melbourne Water is developing an agreement with Wyndham City Council who will maintain the asset, whilst Melbourne Water retains ownership (a requirement as part of the ESC funding).

In a similar way, the Stormwater Harvesting Partnership Fund is funding the stormwater harvesting works in 'Zone 5'. These will be owned by GWW and maintained and operated by Wyndham City Council. This is on a case-by-case basis, as Brimbank City Council is getting GWW to continue with the operation and maintenance of the stormwater harvesting assets within their locality.

Funding of the design and capital works is on-going; however, this is supported by key individuals within the project team who have been able to generate significant publicity for the GtP project and attract outside funding for various aspects of the project.

What worked well?

A single point of contact within each partner organisation helped to facilitate quick decision making. Much like what was reported within the Lower Werribee case study, this higher-level support also helped to cut through 'red-tape'.

"I was directly reporting to the manager of facilities and open space and that was a really big benefit. So, it needs that high level buy-in to support the officer role" (Interviewee 11).

Embedding the coordinator role within Council also supported the integration of the GtP project into Council (in this case Wyndham's) strategic documents such as the urban forest strategy, open space strategy, and resilience strategy.

Whilst it is not actively drawn upon in the current stage of the project, the ToR that was initially developed to guide the partnership group in 2016 was seen to provide a strong foundation for collaboration and has been useful as a means of reminding organisations of their responsibility and funding agreements.

"I think it is important to have a Terms of Reference in the background that people have agreed to. To be able to keep people accountable... and particularly accountable to a process that we've agreed to" (Interviewee 11).

The partnerships with other open space initiatives such as Greening the West (which also includes many of the same organisations) that aligned multiple community, sustainability and health benefits provided further momentum to support the development of GtP. These types of parallel partnerships seem to have played an important role in aligning strategies within the partner organisations and providing momentum that could be leveraged for further funding opportunities.

"We're saying how do we improve health and liveability through water and it was supporting councils to improve their open spaces. If you have quality open space with drinking water, connected paths, trees, amenities and cooler spaces. People feel inclined to get active in these open spaces. Therefore, when they're active they're improving their mental health. They're feeling more inclined to exercise. That's the simple philosophy of Greening the West and so projects like Greening the Pipeline are examples of it" (Interviewee 12)

What could be improved?

Despite the strong collaboration taking place, there were some perceived challenges in navigating the organisational structure of a large organisation such as Melbourne Water and clarifying responsibilities during the maintenance and operations phase of the project². One interviewee recommended that prior to project going through to detailed design

² One example is where the Wyndham City Council is responsible for looking after the irrigation of a park within the MOS, whilst Melbourne Water controls an electrical cabinet which houses the pumps and irrigation system. Each time Wyndham wants to access this cabinet they are required to go through a permission process with Melbourne Water. This can be a slow process and cause issues when there is a problem with the irrigation system.

an ‘operational philosophy’ should be developed and supporting policy put in place to allow the different partners (and their internal departments) to effectively allow the nominated party to maintain the asset (i.e. a simple process for accessing a required electrical cabinet or turning off a pump).

Successful collaboration is also reliant on individuals and many of the early successes within the project (especially with regard to winning funding) was the result of several key champions across the organisations. As these individuals move on there is a gap in the process and it can be difficult to continue the momentum. Consider exploring processes for governance continuity as champions leave.

“Choose the people [who are representing the organisations in the partnership groups] wisely, because you have got to have champions who drive these projects” (Interviewee 12).

It was noted that broadening collaboration to include Heritage Victoria at an earlier stage of the project would have helped in its delivery. There have been several challenges associated with how Heritage Victoria are applying the heritage overlay exemptions that limit the ability to revitalise and activate a decommissioned, heritage listed asset such as the MOS.

“[The negotiation processes currently is about] bringing them [Heritage Victoria] along on the journey of what Greening the Pipeline is about, what the vision for this project is about and what adaptive reuse of an artifact is” (Interviewee 11).

Hope Community Garden

<i>Co-governance</i>	<i>Co-planning</i>	<i>Co-management</i>
No co-governance.	Limited co-planning, Melbourne Water has very clear requirements for where use and construction is allowed within the easement and the Hope City Mission was seemingly grateful for any land that could be used and willing to follow Melbourne Water’s requirements.	A clear co-management agreement developed between Melbourne Water and Hope City Mission outlining who is responsible for maintain what sections of the project.

Funding model

Melbourne Water licensed a portion of the pipe easement land to Hope City Mission via a non-exclusive license and provided a grant for a security fence/rainwater tank (unable to provide a grant for more as the garden and activation was seen to be outside their remit). Prior to this project the set-up fee could be quite expensive (generally more commercially focused), annual fee in the range of tens of thousands of dollars per year – well outside the range of community groups. Developed a ‘peppercorn’ arrangement for Hope City Mission to lease the land. Helped to expand Melbourne Water’s property team to include 1-2 people focused on social licenses for usage of Melbourne Water land for community purposes.

What worked well?

The activation of land for Hope City Mission was part of a broader Melbourne Water project called “Our space, your place” aimed at providing an opportunity for community groups and local councils a portal for approaching Melbourne Water about land that could be activated. The biggest enabler for trying to activate Melbourne Water land was seen to be leadership within Melbourne Water to support these types of activities – both through policy and vision as well as internal team support.

“It wasn't just me. Kind of knocking on the door of the water supply operators and engineers saying hey, come on guys, let's work around this...at the start they were like ‘nah, this is gonna be too hard’ but...my [team] leader at the time, Pete Morrison was very instrumental in helping to push these through so we could have some conversations about it” (Interviewee 4).

Supported Hope City Missions in a co-design process to ensure that the garden design met all the conditions of Melbourne Water such as weight loading, accessibility to easement, and clear distance through easement.

Development of the lease included management aspects that outlined what Hope City Mission was responsible for and where Melbourne Water was maintaining – including clauses such as Melbourne Water not spraying to close to the vegetable patches.

What could be improved?

Although Melbourne Water was beginning to promote the use of their space through the “Our space, your place” platform, when Hope City Mission began its application in 2014 there was quite a bit of ‘red tape’ that made it a slow process. Whilst there may have been 40-60 applications to use Melbourne Water land, the Hope Community Garden was one of the few projects that was able to be delivered. This was seen to be largely due to resources of Hope City Mission and several “lucky” factors (such as access to a garden tap, community organisation with the patience to work with Melbourne Water through the red tape for the 1-3 years it took to get these types of projects approved).

“I know not much has happened in recent years...if you look at the numbers, it didn't really take off, you could say, but I think it was successful in that it did set a bit of a precedent and kind of relaxed a bit of the risk aversity of the organization” (Interviewee 4).

Whilst red-tape could be reduced to better enable long-term community use of Melbourne Water land, the interviewee felt that these types of projects are always going to be difficult – requiring high effort and resources. This includes someone writing a plan, discussing with Council, contacting water utilities to ensure services are connected and developing suitable access to the site.

Yarra Valley Loop Trail

A waterway restoration project that included increasing access to the waterway via a shared path. Co-planning and management became important when considering how this path could connect with the broader movement network and who would fund and manage the pathway.

<i>Co-governance</i>	<i>Co-planning</i>	<i>Co-management</i>
<i>Project initiated by Melbourne Water and Melbourne Water largely driving the process. No formal co-governance arrangement in place.</i>	Once it was established that there could be multiple outcomes from the creek revitalisation works in the form of a shared path other stakeholders were involved to co-plan the outcomes.	Co-management with Council and Parks Victoria (though Parks Victoria reluctant to get involved until formal handover of land).

Funding model

The pathway within Stage 1a (2km loop track adjacent to waterway) was seen to be within Melbourne Water remit and entirely funded by Melbourne Water. The detailed design of Stage 1b (extension of pathway to Yarra-Silvan Conduit Reserve) is being funded by Melbourne Water. Whilst it can be considered activation of Melbourne Water land, further Melbourne Water funding is difficult as it does not directly align with Healthy Water strategy as no access to the water is provided. Stage 1b is heavily reliant on Council or other funding agency to fund the pathway and activation Melbourne Water land. Stage 2 (extension of pathway along Yarra-Silvan Conduit Reserve to create a larger loop with the Warburton Rail Trail) is currently unfunded and would require funding from outside of Melbourne Water. Council have made several unsuccessful bids for State and Federal grants to fund Stage 2.

What worked well?

- Strong leadership from Melbourne Water Regional Services Team Leader to drive this as a pilot project.

What could be improved?

- Limitation on percentage of capital spend that can be directed to recreation.
- No formal agreement for on-going management of recreation assets.
- Challenge in ensuring funding arrangements align (especially when no formal agreement is in place). For example, Parks Victoria will be the eventual landowner, however until they are the official owner they are unable to sign on to undertake maintenance.
- Continued engagement with community. Community had been out of contact with Melbourne Water for a long time and one instance of a landowner who has built out fences and other infrastructure onto Melbourne Water land, restricting access and working outside of their license conditions.
 - *“They've been there so long and had that access that they almost consider it a right... so your negotiations and discussions are coming off that long run up to get them even back to neutral”* (Interviewee 9).