Engagement and Collaboration Report Healthy Waterways Strategy Refresh 2018



Acknowledgements

Acknowledgement of Country

We acknowledge and respect Traditional Owners and Aboriginal communities and organisations. We recognise the diversity of their cultures and the deep connections they have with the region's lands and waters. We value partnerships with them for the health of people and Country. We pay our respects to Elders past and present, and we acknowledge and recognise the primacy of Traditional Owners' obligations, rights and responsibilities to use and care for their traditional lands and waters.

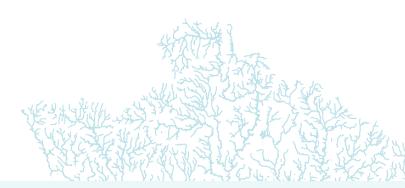
Contributors to the co-design process and this report

This Engagement and Collaboration Report has relied on significant inputs from many people. We would like to acknowledge those who were involved in developing, implementing and participating in the co-design approach used to develop the *Healthy Waterways Strategy* and those who contributed their knowledge and reflections to this report.

We also acknowledge the critical contribution of facilitators Geoff Brown and Joy Humphries, collaboration specialists Vivian Twyfords and Stuart Waters, our evaluation team Ross Colliver and Luisa Perez Mujica, and community members Tony Smith, Helen van Den Berg and Scott Seymour who played a key role in supporting and challenging the process along the way.

Also invaluable was the support and guidance of our Project Leadership Team, independently led by Professor Rob Vertessy and comprising representatives of the Port Phillip and Westernport Catchment Management Authority, the Department of Environment, Land, Water and Planning, the Municipal Association Victoria, Parks Victoria, the Environment Protection Authority Victoria and Melbourne Water.

The *Healthy Waterways Strategy* and Co-designed Catchment Programs are intended to be used by all those working on waterways and stormwater management across the Port Phillip and Westernport region including government agencies, local councils, developers, community groups and other interested community members.



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Executive Summary

In 2016, Melbourne Water embarked on a two-year process to refresh the Healthy Waterways Strategy. The resulting Healthy Waterways Strategy 2018 for the Port Phillip and Westernport Region provides a single framework for addressing community expectations and the obligations for waterway management in the Port Phillip and Westernport Region in Victoria. These are outlined in relevant State, national and international legislation, policy and agreements.

This Engagement and Collaboration Report is one of a suite of 2018 Strategy documents. It sits alongside the 2018 Strategy, five co-designed Catchment Programs, the Technical Resource Document and the Monitoring, Evaluation, Reporting and Improvement (MERI) Plan.

While the *Healthy Waterways Strategy* and its periodic refresh are requirements of the *Water Act 1989* (Vic), the approach to engaging customers and community for the refresh is not prescribed. The complex nature of waterway systems and their management, combined with Melbourne Water's commitment to genuine participation in our decision making (as expressed in our Next Generation Community Engagement Framework), led us to investigate and choose collaborative design (co-design) for the Strategy refresh.

Through co-design, we hoped to create an environment that would enable innovative ideas to emerge and be refined based on multiple and diverse perspectives. Importantly, co-design also had the potential to engender sustainable ways of working together with the large number of stakeholders involved in waterway management and presented a way of achieving a shared strategic intent for, and a real sense of co-ownership of, the Strategy.

As a first-time co-design lead, Melbourne Water called on specialist engagement advice on this still-developing approach. We started by co-designing the process that would be used to co-create the content of the Strategy. This process included a set of co-designed principles which then applied to all involved throughout the refresh. Central to these principles were a commitment to learn together as we went, acceptance that neither the lead nor the participants would have all the answers, and that participants would be empowered and work with the whole system in mind.

Through the invaluable direct commitment and contribution of 220 organisations and over 660 people between September 2016 and October 2018, including Traditional Owners, we were able to create a shared strategy across Melbourne Water, State and local government, water corporations, the community and others who have a role in waterway management.



This report describes why we chose a co-design approach to the Strategy refresh and what was involved in using that approach. It explains that co-design was used not only to reset goals and targets for the region's waterways but also to lay the foundation for more effective collaboration in waterway management.

It highlights positive outcomes of the approach, challenges Melbourne Water and partners faced as first time co-designers and learnings we are taking into co-delivery of the Strategy and other co-design projects. It also shows how we are sharing our learnings with other organisations who are embarking on co-design.

Through the evaluation of the co-design process, Melbourne Water identified several **key success factors for co-design**. They include openness, empathy, commitment to the collaborative mindset, taking the time to build relationships and trust, senior level support and the willingness and generosity of a large number of stakeholders to be part of the process.

During the co-design process we took away **key learnings** for both Melbourne Water and the participants involved. Learnings included adapting the process to keep it fit-for-purpose and accommodate tight timelines and participants' needs.

Moving forward, Melbourne Water, as both expert participant and co-design lead, will provide greater role clarity for its own participants during the process and consider the substantial investment required for building new knowledge and habits across large partner organisations like Melbourne Water.

The Strategy refresh was completed in October 2018, marking the start of a ten-year Strategy collaborative delivery (co-delivery) phase. The resulting strategy is well connected to the people and organisations who will implement it. Our evaluation indicates a very high number of participants in the co-design process regard themselves as co-owners of the Strategy.

We are grateful for the deep commitment to waterway health and collaboration demonstrated by our co-design partners, a list of which can be found in each co-designed Catchment Program. Their commitment has set a strong foundation for co-delivery of the Strategy and created enduring change in the setting of strategic directions for, and management of, waterways.





Introduction

In 2016, and as required under the Water Act 1989 (Vic), Melbourne Water embarked on a two-year process to refresh the *Healthy Waterways Strategy*. The resulting *Healthy Waterways Strategy* 2018 for the Port Phillip and Westernport Region provides a single framework for addressing community expectations and the obligations for waterway management in the Port Phillip and Westernport Region in Victoria. These are outlined in relevant State, national and international legislation, policy and agreements.

This Engagement and Collaboration Report is one of a suite of 2018 Strategy documents. It sits alongside the 2018 Strategy, five co-designed Catchment Programs, the Technical Resource Document and the Monitoring, Evaluation, Reporting and Improvement (MERI) Plan.

Together, these documents outline a shared, long-term vision for waterway health across greater Melbourne, which is expressed through:

- a set of five catchment visions and goals
- targets for nine key values and 23 conditions in 69 subcatchments
- 45 region-wide performance objectives, and
- 923 sub-catchment performance objectives.

The Healthy Waterways Strategy was developed using 'a co-design approach' involving 220 organisations and over 630 individuals over a period of two years. This report outlines how the co-design approach was used to not only reset goals and targets for the region's waterways but also lay the foundation for more effective collaboration in waterway management.

The report includes four key sections:

- why a co-design approach was chosen
- what co-design involved
- what we achieved
- what we learnt along the way.

What is the Healthy Waterways Strategy?

The Port Phillip and Westernport region covers a total area of almost 13,000 square kilometres, and comprises five major catchments (Werribee, Maribyrnong, Yarra, Dandenong and Westernport), as shown in Figure 1. Together these five catchments contain more than 25,000 kilometres of rivers and creeks, 33 estuaries and in excess of 14,000 natural wetlands.

The Healthy Waterways Strategy and its five Co-Designed Catchment Programs outline a shared long-term vision for waterway health across greater Melbourne. The Strategy celebrates the catchments and communities of the Port Phillip and Westernport region and the significant social, cultural, economic and environmental values our waterways provide. It sets ambitious 10-year objectives for the management of waterways across the region that were developed by bringing together lived experience, expertise and world-leading science in collaboratively-designed planning documents.

These objectives address current and future challenges to waterway health such as climate change, increasing urbanisation, pollution and rapid population growth. The Co-designed Catchment Programs demonstrate that measured, cooperative and targeted investment is both necessary and possible, and can help prevent a widespread decline in waterway health.

The Strategy and Co-designed Catchment Programs are intended to be used by all those working on waterways and stormwater management across the Port Phillip and Westernport region including government agencies, local councils, developers, community groups and other interested community members.

The Strategy and Co-designed Catchment Programs include catchment-specific visions, goals, long-term targets (10 to 50 years) and 10-year performance objectives. They were designed to guide the work of any agency or group on a local river, wetland or estuary to enhance the long-term health, amenity and lifestyle of the Port Phillip and Westernport region.





1. Why was a co-design approach chosen?

Waterways are complex systems, impacted by their past and a constantly changing external environment. Their management involves many elements:

- Many and diverse organisations (listed in Figure 2) have a role to play in selecting waterway health interventions to improve physical form, stormwater input, water regimes and quality, vegetation, connectivity and access
- Waterways are managed for multiple values: cultural, social, environmental and economic
- A range of future climate scenarios will impact waterway health in different ways.

These elements interact in a non-linear way, with minor changes sometimes producing disproportionally major consequences. Science tells us that solutions for these types of systems need to be approached from multiple, sometimes competing, perspectives and 'emerge' from a deliberately experimental approach rather than being 'top-down' directed¹.

¹Snowden et al, 2007, A leaders' framework for decision-making https://hbr.org/2007/11/a-leaders-framework-for-decision-making







HUNDREDS OF ORGANISATIONS PLAY A ROLE IN MANAGING PORT PHILLIP AND WESTERNPORT'S WATERWAYS:



2222

MELBOURNE WATER
IS THE DESIGNATED
WATERWAY MANAGER
IN THE PORT PHILLIP &
WESTERNPORT REGION
UNDER THE WATER
ACT 1989



THE PORT PHILLIP AND
WESTERNPORT CATCHMENT
MANAGEMENT AUTHORITY
PREPARES AND COORDINATES
THE IMPLEMENTATION OF THE
REGIONAL CATCHMENT
STRATEGY

NON-GOVERNMENT
ORGANISATIONS (SUCH AS
ENVIRONMENT VICTORIA, WERRIBEE
AND YARRA RIVERKEEPERS, MERRI
CREEK MANAGEMENT COMMITTEE
AND NUMEROUS FRIENDS GROUPS)
ADVOCATE, SHARE THEIR EXPERTISE
AND CONTRIBUTE
TO THE IMPLEMENTATION
OF WATERWAY PROGRAMS



3 REGISTERED ABORIGINAL PARTIES

ARE THE PRIMARY GUARDIANS,
KEEPERS AND KNOWLEDGE HOLDERS
OF ABORIGINAL CULTURAL HERITAGE.
OTHER GROUPS THAT ARE NOT
FORMALLY RECOGNISED UNDER THE
ABORIGINAL HERITAGE ACT 2006 MAY
ALSO REPRESENT THE INTERESTS OF
TRADITIONAL OWNERS OR ABORIGINAL
PEOPLE LIVING IN THE REGION



MANAGE LOCAL ISSUES AND PLAN FOR COMMUNITY NEEDS

SIX URBAN WATER CORPORATIONS

PROVIDE A RANGE OF WATER SERVICES. IN ADDITION SOUTHERN RURAL WATER MANAGES GROUNDWATER AND TWO IRRIGATION DISTRICTS



Parks Victoria, Environment Protection Authority Victoria, Department of Health and Human Services, Department of Environment, Land, Water and Planning, Department of Jobs, Precincts and Regions, VicRoads and VicTrack are key State Government departments or agency with a role in waterway health



INDUSTRY GROUPS CAN DRIVE IMPROVEMENT IN BEST PRACTICE ENVIRONMENTAL MANAGEMENT



INDUSTRIES CAN ASSIST IN THE MAINTENANCE AND IMPROVEMENT OF WATERWAY CONDITION



TRUST FOR NATURE FACILITATES THE PROTECTION OF WATERWAYS ON PRIVATE LAND

Research institutions
further the knowledge
of waterways
Educational institutions
and artists raise
awareness and
understanding and
enhance community
connection to
waterways



DOZENS OF **COMMUNITY GROUPS** AND MANY **INDIVIDUALS** PARTICIPATE IN REGIONAL PLANNING AND IMPLEMENTATION



COMMITTEES OF MANAGEMENT HAVE RESPONSIBILITY AND AUTHORITY FOR CROWN LAND RESERVES

Figure 2. Many organisations have a role in managing the Port Phillip and Westernport waterways





Considering these complex circumstances, the opportunities and challenges identified in an analysis of the previous Healthy Waterways Strategy and companion Stormwater Strategy, and Melbourne Water's commitment to genuine participation in our decision making (as expressed in our Next Generation Community Engagement Framework), it was thought the new Healthy Waterways Strategy had the opportunity to adopt a significantly different approach in the following areas:

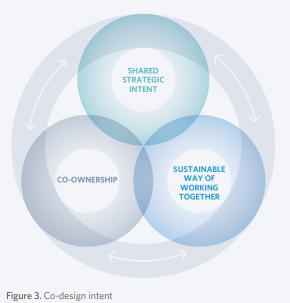
- a greater focus on Aboriginal water values
- a greater focus on the social values of waterways
- a co-designed and co-delivery approach with partners
- acknowledgement of the enormous and increasing impacts of stormwater on waterway health, due to increasing population and associated urban growth
- an assessment of the impacts of climate change on our waterways and our management options.

Melbourne Water's commitment to bring these new and multiple perspectives together and look for emerging solutions through a collaborative, co-design process offered multiple expected benefits, considering:

- the challenges facing our waterways are more than any one individual, group or organisation could tackle
- the development of the Strategy could be an opportunity to build the capacity of individuals, groups and organisations to collaborate.

In deciding to co-design the *Healthy* Waterways Strategy Melbourne Water aimed to create a shared strategic intent and a real sense of co-ownership among different agencies and groups involved waterway management.

The intention was to practice sustainable ways of working together, with a shared sense of purpose and shared measures of success, to help achieve greater outcomes for waterways overall. This is shown in Figure 3 below.





2. What did co-design involve?

After committing to a collaborative process to develop the new *Healthy Waterways Strategy*, expert advice was sought on:

- the co-design process
- facilitating the delivery of the co-design process
- designing and running an ongoing evaluation of the co-design process.

As a result, a series of engagement activities, designed to bring together lived experience and science, were delivered over the two-year period of the Strategy refresh. These are shown in Figure 4 (below) and Figure 5 (page 12) and described in more detail below.

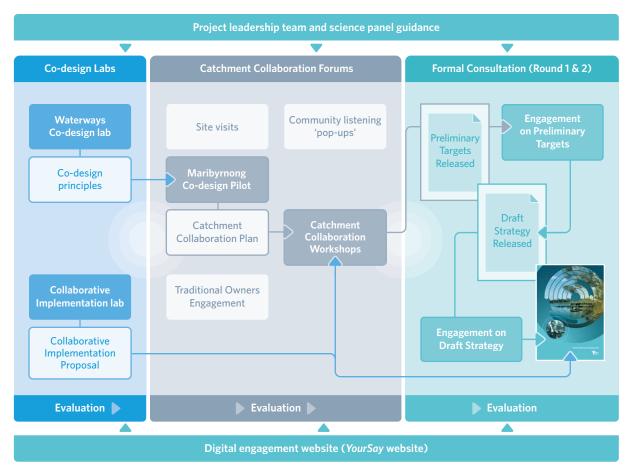


Figure 4. Engagement activities for the development of the Healthy Waterways Strategy





COLLABORATIVE DESIGN OF THE HEALTHY WATERWAYS STRATEGY

SEPT 2016 -JUL 2018

2600+ COMMENTS FORMALLY CONTRIBUTED

50 formal submissions

COLLABORATION

630+ WORKSHOP PARTICIPANTS



77 ORGANISATIONS



- 4 LABS
- 9 COMMUNITY LISTENING POP-UPS
- 9 SITE TOURS
- 9 SCIENCE PANEL MEETINGS ~

INTERNAL MELBOURNE WATER DISCUSSIONS



WURUNDJERI LAND COUNCIL SECONDMENT

Advocacy support via Environmental Justice Australia

- **VOLUNTEER WORKING GROUPS**
- DISCUSSIONS WITH TRADITIONAL OWNER GROUPS
 - CONVERSATIONS WITH FRIENDS
 OF AND LANDCARE GROUPS
- SCIENCE DELIBERATIONS WITH MELBOURNE UNIVERSITY
- COUNCIL MEETINGS AND AGENCY DISCUSSIONS

YOURSAY

ENGAGEMENT WEBSITE



PAGE VIEWS

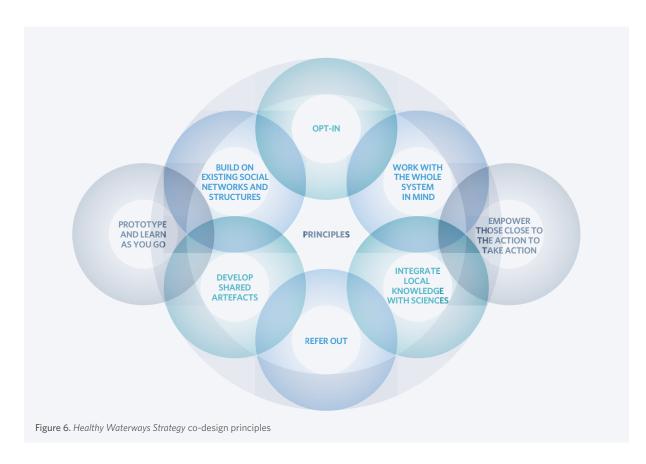
60 PAGES OF SCIENCE DATA PUBLISHED







92% ave. of respondents across all catchments agreed to advocate for the strategy



2.1. Region-wide co-design labs

Three region-wide, co-design labs were held at the outset of the Strategy refresh period to reflect on the previous Strategy, discuss what the new strategy should seek to achieve, and determine how everyone could work together to develop a new strategy that was owned by all. Two key outcomes of these labs were:

- the decision to start working together with agencies and the community in a pilot catchment, where we would develop a way to determine shared strategic intent and test ways of working together
- a set of co-design principles, as shown in Figure 6.

A fourth lab was held towards the end of the Strategy refresh period to co-design the joint approach for delivering the Strategy. In total over 100 people participated in the four labs, representing 30 different organisations.





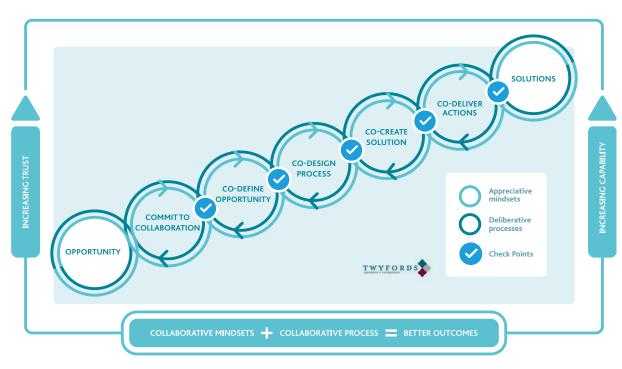


Figure 7. Co-design approach developed by collaboration specialists Twyfords and used to guide the Healthy Waterways Strategy Refresh

2.2. Building our co-design process in the Maribyrnong pilot catchment

After selecting the Maribyrnong as our pilot catchment, we approached the engagement with an understanding of what co-design could offer and invited agencies and community groups to join a series of conversations to help develop a collective understanding of our opportunity (or dilemma) and commitment in this catchment. The co-design approach developed by collaboration specialists Twyfords and shown in Figure 7 was used as a guide.

Throughout these conversations we were constantly learning and encouraging our partners to share the same mindset. This enabled us to successfully develop and test a process for developing a shared strategic intent at the catchment level, which we then applied to the other four catchments, making adjustments based on the individual needs of each catchment.

Over the period April 2017 to December 2018, co-design in the Maribyrnong catchment involved seven workshops (or forums) and four working groups focusing on catchment vision and goals, social and environmental values, education and strategy implementation.







Figure 8. Healthy Waterways Strategy program logic

As part of developing the co-design process for all catchments and empowering our community in planning for future work, we aligned with:

- the objectives of the Victorian Auditor General's Public Participation in Government Decision Making²
- State policy guidelines, in particular the need to define a vision and goals, performance objectives and set a monitoring and evaluation framework, as outlined in Figure 8
- Melbourne Water's Next Generation Engagement Program³.

2.3. Catchment collaboration forums

The seven co-design workshops of the pilot catchment were streamlined into four co-design forums bringing together experts, practitioners and communities in each of the four other catchment regions of Werribee, Yarra, Dandenong and Westernport.

In each of the four catchments, the first collaboration forum focused on understanding catchment-specific issues, challenges, highlights and aspirations. The further three forums then focused on developing a catchment vision, goals (this was supported by a working group analysis of the workshop outcomes), targets and performance objectives which formed and informed the content of the Strategy.

Figure 9 illustrates how co-design helped identify the 'sweet spot' - where science and local knowledge overlapped. We have found the overlap was generally strong. For example, in the Maribyrnong catchment, there was 60-80 per cent overlap of stormwater and revegetation priorities coming from both local knowledge and the science tools.

In total, as outlined in Figure 10 and Figure 11, there were 23 forums, with a total attendance of over 1100 people, representing more than 220 organisations, including Traditional Owners, community, local and state government agencies, the private sector, research and water industry bodies.

³ https://www.melbournewater.com.au/water-data-and-education/ news/melbourne-water-named-iap2-australasian-organisation-year



Figure 9. Alignment of collective knowledge and science produced the targets and performance objectives

² https://www.audit.vic.gov.au/sites/default/files/20150130-Public-Participation-BPG.pdf

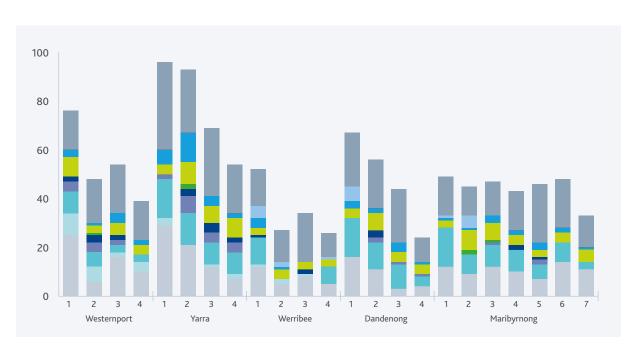


Figure 10. Catchment collaboration workshop participants by interest group

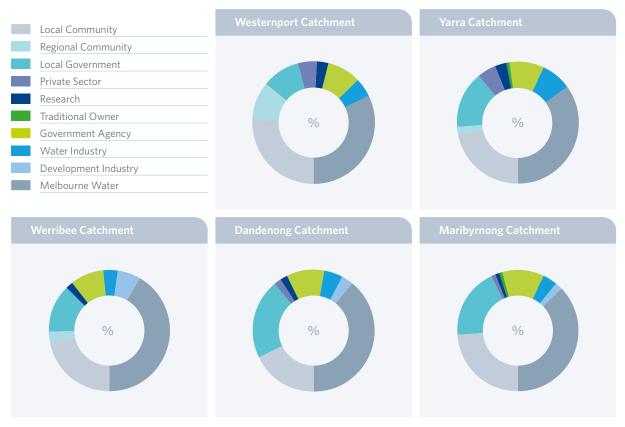


Figure 11. Overall catchment collaboration workshop participation by interest group (%)









Volunteer working groups and catchment forums

2.4. Volunteer working groups

Volunteer working groups were set up as part of the catchment collaboration forums to fine tune the goals and vision of each catchment and continue to drive the work of larger workshops. Eight volunteer working groups were established, including four in the Maribyrnong catchment and one each in the other catchments.

2.5. Traditional Owner collaboration

As the original custodians of our region's land and waters, Traditional Owners have, over thousands of generations, developed a unique ability to care for Country and deep spiritual connection to it. Melbourne Water's commitment to support and foster an enabling environment that promotes Traditional Owners' empowerment was core to the way we approached engagement with Traditional Owners for the refresh of the Healthy Waterways Strategy.

Conversations were held with each of the Registered Aboriginal Parties (RAPs) across the region, who expressed a preference for tailored engagement rather than attending all of the labs/forums in their region. The final Cultural Values section in the Strategy was co-developed by the Wurundjeri Council and Melbourne Water, and approved by the Bunurong Land Council and Wathaurong Aboriginal Corporation.







2.6 Community listening pop-ups

Nine community listening pop-ups were held throughout the Port Phillip and Western Port region to learn more about how the general public values local waterways.

2.7. Project Leadership Team

The Healthy Waterways Strategy development process was guided by an independently-chaired Project Leadership Team, with representatives from Port Phillip and Western Port Catchment Management Authority, Environmental Protection Authority Victoria, the Department of Environment, Land, Water and Planning, Parks Victoria, the Municipal Association Victoria and Melbourne Water.

The key tasks of the Project Leadership Team included:

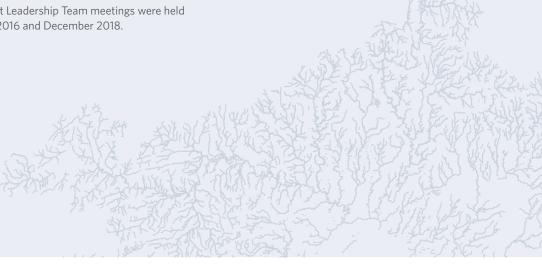
- providing strategic advice on the development of the Healthy Waterways Strategy
- ensuring the Strategy fostered strong partnerships and effective coordination of services
- providing guidance on achieving commitment to the Strategy, its objectives and resulting actions among organisations with waterway management related responsibilities, and
- communicating and championing the Strategy among organisations, stakeholders and the community.

A total of 13 Project Leadership Team meetings were held between October 2016 and December 2018.

2.8. Science Advisory Panel

A panel of experts was engaged to provide technical advice on waterway management and review the science underpinning the targets proposed for the Healthy Waterways Strategy, including conceptual models, condition metrics and spatial prioritisation tools.

The panel provided recommendations to the Project Leadership Team to ensure the best available data and the most up-to-date scientific research was incorporated into the Strategy. The panel also identified critical information gaps. Nine meetings of the Science Advisory Panel were held between December 2016 and June 2018.







2.9. Digital engagement

Melbourne Water's YourSay digital platform received over 16,000 visits. It was used to engage between workshops, as well as participants who could not attend the workshops and provided an opportunity to:

- keep people up-to-date on the progress of the Strategy refresh
- gather feedback on visions, goals, objectives and targets, and
- share local knowledge via interactive digital tools such as drop-pin maps.

The science behind the Strategy was also shared and all face-to-face workshops and events were promoted and reported on YourSay. There were five phases of digital engagement, with 60 pages of science-related data shared and 1898 report downloads.

2.10. Formal consultation

Two rounds of formal consultation took place during the Strategy refresh period, lasting two months each. The first round of consultation was held in March 2018, seeking feedback on the preliminary objectives and targets drafted through the catchment collaboration forums. The second round of formal consultation sought feedback on the Draft Strategy, released in June 2018.

First round feedback: Over 1800 feedback comments were recorded, assessed and considered when revising objectives and targets.

Second round feedback: 2169 downloads of the Draft Strategy and over 800 feedback comments were recorded, assessed and considered. A total of 50 formal submissions were received.

2.11. Ongoing evaluation

Evaluation was an integral part of the co-design process for developing the 2018 Healthy Waterways Strategy, particularly in terms of providing a picture of how participants were responding to the co-design process as it progressed. It is also a critical component of how Melbourne Water seeks to embed its strong culture, as a learning organisation.

Evaluation was guided by a theory of change in complex systems, which proposes that activities where people plan and learn together generate impacts progressively through several levels of value creation (see Wenger, Trayner and Laat, 2011)4:

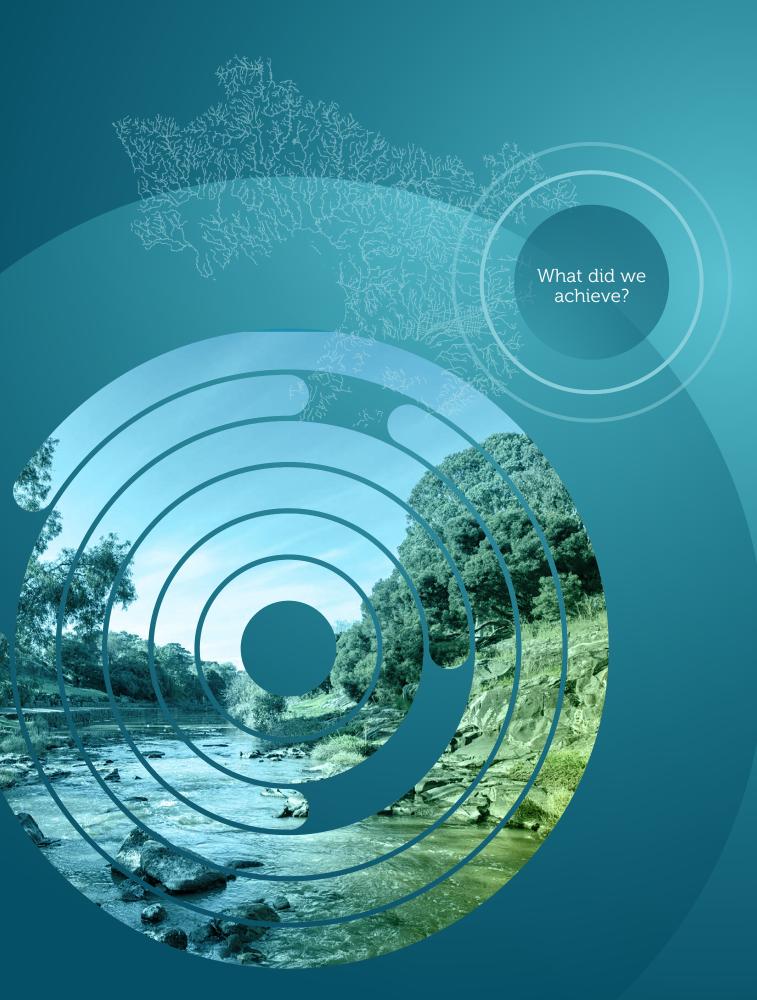
- Immediate value the workshop activities are enjoyable and useful
- Potential value people take away ideas and connections they can use
- Applied value people start to think and act differently
- Realised value people's actions begin to add up to stronger collaboration in waterways management
- Transformative value the approach to waterways management changes significantly.

A 'sensing sheet' was circulated at the end of each workshop to track how valuable people felt the process had been. Feedback on immediate and potential value revealed how people were responding to the activities in each workshop and allowed the project team to adjust the workshop design accordingly. A sample sensing sheet is provided in Appendix.

Questions on applied and realised value asked whether people were thinking and acting differently back at work, and if they saw stronger collaboration emerging in day-to-day relationships around waterways management. An analysis and summary of findings was provided to participants after each workshop (via the YourSay digital platform), which informed subsequent workshops.

Key outcomes of the evaluation are presented in the next two sections.

⁴ https://wenger-trayner.com/resources/publications/ evaluation-framework/



3. What did we achieve?

The final *Healthy Waterways Strategy* was the result of **deep** and genuine collaboration and co-design from September 2016 to September 2018.

By bringing together a diverse range of partners, stakeholders and community members, the co-design process for the *Healthy Waterways Strategy* built on and created collective knowledge, expertise, networks, distinctive perceptions and aspirations.

This helped create a deeper understanding of the issues facing catchments across greater Melbourne and enabled the development of holistic visions, goals and performance objectives. Arriving at the vision, goals and objectives of the Strategy was the real work of the co-design process – not set in advance but worked through together, responding to the needs of each catchment group and views of each participant.

By incorporating the knowledge, experience and priorities of participants, we were able to develop a Strategy that embraced a shared sense of purpose and a shared commitment to delivering healthy waterways and new ways of working together. In particular, the evaluation process found that:

- Over 90 per cent of workshop participants indicated they were committed to working together on the implementation of the Strategy
- Between 60 and 90 per cent of workshop participants reported making a stronger contribution to waterway health.

Another benefit of the co-design process was clear recognition among all parties of the shared challenges ahead, as outlined in the Stormwater case study on page 22.



Case Study: Community requests greater stormwater management to keep their waterways healthy

Stormwater is rainwater that runs off surfaces such as roofs, roads and pavements, and green spaces. In an undeveloped environment, natural vegetation and earth allows for rainwater to seep into soils, with large volumes of rainwater taken up by trees and plants, facilitating transpiration from vegetation and evaporation into the atmosphere. Urban development replaces large areas of vegetated ground with hard surfaces such as roofing and paving, which increase stormwater runoff.

We know that stormwater, drained conventionally through pipes to a river, is the single biggest threat to good ecological health of rivers and creeks. Flows in streams get faster and flashier in a developed area where stormwater drains directly into a river or creek. This impacts the structure of the stream and erodes the stream – altering habitat and making it harder for creatures like platypus, fish and macroinvertbrates to survive. As a result of this, healthy rivers are most often found where there is the least urbanisation.

Managing stormwater well is essential for the health of our rivers and bays, flood mitigation and can also provide a source of alternative water for watering parks and gardens.

During the refresh of the *Healthy Waterways Strategy*, award-winning robust predictive models founded on more than 20 years of data and over 9000 samples were shared with each Catchment Collaboration. Based on these Habitat Suitability Models, experts revealed to the co-designers that urbanisation and climate change were the two most significant threats likely to impact waterway values over the long term and shared how extreme the impacts to waterway health were.

The models were used to explore the likely outcomes of stream biodiversity responses against different climatic and land-use scenarios resulting from climate change and urbanisation as well as mitigating actions such as riparian revegetation, stormwater management and the removal of fish barriers.

The results made it very clear that where traditional stormwater management and drainage practices are used, urbanisation drastically changes the water quality and flow regime of streams. Everyone could see that without doing more to manage waterways, the future is bleak with a dramatic decrease in waterway condition likely across the region.

Without a significant change in the way we manage our waterways, stretches of the region's rivers in 'poor' or 'very poor' condition would increase by around 850 kilometres over the next 50 years. At the same time, the length of waterways unable to support platypus would increase by around 1200 kilometres.

This would translate to a probable extinction of platypus across the entire Werribee, Maribyrnong and Dandenong catchments, with only the upper reaches of the Yarra and Bunyip rivers likely to sustain them in the region.

It was well understood by the community and agencies at the Catchment Collaborations that a vast uplift in stormwater harvesting and infiltration would rapidly need to be adopted to maintain waterway health. The Catchment Collaborations shared hope that integrated water management projects, such as the Sunbury Stormwater Project, were the way forward to maintain the health of waterways in the region.

"My focus is now firmly on what I can do to reduce the volume and velocity of stormwater directly entering waterways in the Upper Maribyrnong catchment and the middle suburbs." Helen van den Berg, Friends of Steele Creek, Maribyrnong Catchment Collaboration.

In response, performance objectives that target stormwater harvesting and infiltration in priority areas were developed by the Catchment Collaborations and validated as effective through the habitat suitability modelling. These performance objectives are best supported through large-scale stormwater harvesting such as that proposed for Sunbury and the Upper Merri and through a whole of system response from the home through to the streetscape and beyond.



Melbourne University Associated Professor Dr Chris Walsh presents habitat suitability modelling at a collaboration catchment forum.

Excerpts from participant's responses to the sensing sheet question 'What did you enjoy about this workshop?

3.1. Does the Strategy represent everyone involved?

Melbourne Water's co-design process for the *Healthy* Waterways Strategy gave a wide range of people and organisations the opportunity to have their say and share their knowledge and experience.

It brought together community groups, local government and other government agencies to work with Melbourne Water on the new Strategy. People in different parts of the catchment, and people from different agencies and different community perspectives, worked together on problems and possible actions. This helped everyone gain a better understanding of each other and the catchment as a whole.

The participants appreciated being able to contribute to the direction of waterway management where there was 'freedom to raise one's hand to give feedback or propose an idea/ thought to a problem or process'.

They were also committed to a detailed engagement process that covered a lot of ground - from aspirations and current catchment conditions, through to specific targets.

After two years of collaboration, the *Healthy Waterways* Strategy includes the following co-designed elements:

- vision and goals for the region and each of the fives catchments
- targets and performance objectives for regional topics and threats
- targets and performance objectives for each of the region's 69 sub-catchments
- a collaboration model for shared implementation of the Strategy.





3.2. Did we develop a sustainable way of working together?

Stronger relationships and a collaborative spirit were a defining feature of the co-design process for the *Healthy Waterways Strategy*. Practitioners now think about the whole catchment, not just the part they know best, and interact with a wider range of stakeholders. This has included initiating new collaborations, listening to each other and making decisions together.

Through the co-design process, all participants learnt about the importance of understanding each other's differing perspectives when trying to solve complex waterway management problems. In particular,

- participants reported the workshops had influenced how they operated in other settings (65 per cent of respondents in Westernport through to 85 per cent in Maribyrnong).
- overall, ratings for Workshop 4 were higher than for Workshop 3, suggesting there was a growing impact on thinking and actions as the workshops progressed.

This commitment to collaboration was reflected in the collaborative model for the implementation of the Strategy, which was developed in the May 2018 region-wide lab and shared with over 900 participants.

Using the Poll Everywhere voting system, participants at the final few workshops were asked about their commitment to working together on the implementation of the Strategy. Across the five catchments, 50-75 per cent of respondents said they were very committed to working together.

Ongoing collaboration will significantly rely on Melbourne Water continuing to provide a backbone of support⁵ for the process. This is a new role for Melbourne Water and will come with its own set of challenges and opportunities.

3.3. Is there a sense of co-ownership of the Strategy?

The co-design process resulted in a Strategy that is connected to and owned by the agencies, groups and individuals charged with its implementation.

The process gave a wide range of people a voice when it came to setting goals and targets for action in each catchment.

Collective impact principles used to co-deliver the *Healthy Waterways Strategy:*

- A common agenda (Creating healthy waterways together)
- A shared measurement framework (Monitoring, Evaluation, Reporting and Improvement framework - MERI⁶)
- 3. A shared plan of action for mutually reinforcing activities (*Healthy Waterway Strategy* and its five Co-designed Catchment Programs provide a strong starting point for developing shared action plans)
- 4. Open communication fostering genuine collaboration (to be continued)
- A backbone organisation with the skills and resources to keep everyone on track (Melbourne Water)

Stormwater and litter, in particular, were significant area of community concern, with strong support for stormwater performance objectives and significant change to current management practices in order to avoid rapid decline in waterways as predicted through leading science.

Co-design also broadened the knowledge base of the Strategy, introduced new ways of thinking about and managing waterways, and generated very high buy-in for the Strategy. In the final collaborative forum for each of the five catchments, participants reported:

- new ways of thinking about waterways (63 to 87 per cent of respondents)
- learning how to collaborate in a multi-stakeholder, complex environment (67 to 100 per cent of respondents)
- co-design influencing their thinking and actions in other contexts (65 to 85 per cent of respondents)
- thinking of themselves as a co-owner of the Strategy (63 to 95 per cent of respondents)
- a willingness to advocate for the Strategy and its approach with the people around them (87 to 100 per cent of respondents).

Strong ownership of the Strategy and the willingness to advocate for it suggests the Strategy captures issues and goals important to participants, and that the process of developing the Strategy engaged them.

⁵ One of 5 key elements of collective impact. https://socialoutcomes.com.au/toolkit/collective-impact/

⁶ https://healthywaterways.com.au/





3.4. Did we include a greater focus on Aboriginal water values?

One of the key objectives of the Healthy Waterways Strategy refresh was to include a greater focus on Aboriginal water values and better recognise Traditional Owner's deep spiritual connection to Country and role as custodians of waterways.

For the first time, the Strategy includes a series of ambitious goals and objectives for recognising Aboriginal waterway value. These were developed through ongoing conversations with the three Registered Aboriginal Parties of the region.

Wurundjeri Land Council requested resources to support their involvement in the development of the Strategy and a Melbourne Water employee was seconded for one year to support this project as well as the Yarra Strategic Plan and Wurundjeri Land Council's own Water Policy and Planning. Wurundjeri Land Council's water team was established during this period and the Wurundjeri Water Policy was publicly announced in May 2018. Wurundjeri Land Council and Melbourne Water jointly developed the targets and performance objectives for the Healthy Waterways Strategy.

Conversations with Bunurong Land Council over the same period established the desire to work together on a Knowledge Building Project. A project scope was developed and Melbourne Water looks forward to working on this project in the early years of the implementation of the Strategy. Bunurong Land Council also reviewed and approved the targets and performance objectives established by Melbourne Water and Wurundjeri Land Council.

Wadawurrung Traditional Owners Aboriginal Corporation had a change of leadership over this time and conversations were limited. They, however, agreed to review the Strategy and approved the targets and performance objectives related to cultural values. We look forward to continuing our conversations and building relationships with Wadawurrung Traditional Owners Aboriginal Corporation in the Strategy's implementation phase.

To further strengthen the water sector's engagement with Traditional Owner groups throughout the implementation of the Strategy, Melbourne Water created two Traditional Owner Relationship Manager positions in December 2018. The process of developing the Healthy Waterways Strategy and our commitment to genuine engagement was a key driver for resourcing these roles.

3.5. Are people acting differently?

While it is too early to be definitive, there are clear indications of a shift towards greater collaboration. In the final workshop of the series, many participants reported:

- seeing new collaborations emerging (29 per cent in Maribyrnong through to 69 per cent in Dandenong), most often between Melbourne Water and government agencies and Melbourne Water and community groups
- making a stronger contribution to waterway management (from 61 per cent in Westernport through to 90 per cent of respondents in Maribyrnong)
- making personal changes in communication, collaboration and understanding between stakeholders (18 per cent in Maribyrnong through to 58 per cent in Yarra)
- that useful next steps for implementing the Healthy Waterways Strategy have been identified (68 per cent in Westernport through to 95 per cent in Dandenong).

These statistics are strong indicators that collaboration has been well established through the co-design process as a fundamental way of working in waterways management.



4. What did we learn along the way?

Co-design had a strong collective learning component at all levels of engagement - with Traditional Owners, through our regional labs, catchment collaborations, working groups, Project Leadership Team, Science Advisory Panel, and as an organisation and project team. In this section, we share the outcomes of project team reflections on what worked well, what was challenging and required adaptation along the way, and the legacy the project created for future management of waterways.

4.1. What worked well?

The co-design and waterway management achievements highlighted in section 3 of this report were the results of a strong team and leadership commitment to creating a space where all who have a role in waterway management could share their concerns, ideas and commitments; ask hard questions; trial ways to respond to these questions; and reflect, learn and create new directions together.

Key success factors in the co-design process and approach

- We aimed for robust decisions and trusted in the ability and willingness of all stakeholders to understand the complex science that underpins the way waterways react to pressure and specific interventions. This elicited a very positive response, stronger personal and collective knowledge and shifts in thinking and actions towards waterway management.
- We showed vulnerability and transparency by honestly sharing and creating ownership of the challenge ahead, including the science that portrayed a bleak future for waterway health, without significant changes, the fact that Melbourne Water on its own could not revert the declining waterway health trajectory and early data that was not perfect or fully quality-assured but needed to inform collective thinking and next steps. We closed the loop on the input and feedback received and were open on any arising difficulty in processing the views and input gathered, which was critical for building trust and commitment.
- We constantly tried to put ourselves in the shoes of our co-designers and adapted our processes accordingly from the location of the workshops, to reworking our science presentations to ensure they had enough (but not too much) details and background information. Results were presented in a way that could inform a decision (much like a board paper or presentation) and material shared online to give time to revisit and reflect. This resulted in strong, ongoing participation in the co-design process over two years.

- We persisted and always came back to our co-design principles when we came across a difficult step. We leaned on the networks of our co-designers to bring in key stakeholders who did not initially join the process, and we systematically chose approaches that were underpinned by our collaborative intent to solve difference of opinions. We received consistent feedback that participants felt heard and were comfortable with the process.
- We were often reminded of the importance of time to build relationships and trust. We piloted our approach in the Maribyrnong catchment and spent twice as much time working in this catchment compared to the others. We also 'built the process' together with them. As a result, partners in the Maribyrnong catchment reported the highest level of commitment to co-delivering the Strategy and the greatest willingness to advocate for the Strategy and its approach with the people around them. This process highlighted that time together is a crucial ingredient in building genuine and lasting commitment to shared goals.
- The Melbourne Water Board, the Project Leadership Team and Senior Leaders across Melbourne Water gave invaluable executive support as the co-design process evolved. This enabled the project team to try different things, fail, cross boundaries when we needed to, and to be honest and transparent with the organisations and communities we were working with.

The quality of the content within the Strategy was not only strengthened by the collaborative approach, it is built on the collaborative approach.

The Strategy includes the views from representatives of more than 220 organisations, around 630 individuals, and the important work of scientists and the Science Advisory Panel. Catchment-scale discussions through the collaboration forums worked particularly well, building a whole of system understanding of the pressures and required interventions, and offering a space where stakeholders and community members from various organisations were comfortable interacting.

As a result of the collaborative approach, the Strategy includes:

- community-led visions and goals for each catchment
- ambitious and scientifically-sound targets for example 80 billion litres of stormwater harvesting and a quantified additional environmental water reserve
- cultural value targets and performance objectives developed with Traditional Owners.

Other highlights of the Strategy co-design process include:

- the willingness and generosity of stakeholders and partners (internal and external, see list in each Co-designed Catchment Program) to be part of the co-design process, and spend many hours sharing their views, aspirations and expertise. For this, the Strategy development team is deeply grateful
- working with expert consultants and advisors to grow, learn and build capacity in co-designing together
- connecting people with others to help them achieve their own goals and visions for waterways. For example, from the Maribyrnong Catchment Collaborations, Rivers of the West was born – a campaign seeking to have the Maribyrnong and Werribee rivers and other smaller waterways in those catchments acknowledged as valuable community assets and better protected by law. This campaign had success and led to the establishment of a Ministerial Advisory Committee for the Waterways of the West (WoW) – a community led approach to protecting Melbourne's western waterways for generations to come.

4.2. What was challenging and required adaptation along the way?

The first-time co-design of a Strategy underpinned by robust, complex science, covering a large geographic, human and institutional scale, and endorsed at Ministerial level within a given timeframe, came with many challenges.

The following elements required extra thinking, agility and will be part of the lessons we take to our next co-design processes:

- Tight timelines can compromise co-design principles and the collaborative 'muscle' a group has built. After six months of piloting our co-design approach in the Maribyrnong catchment, we realised we either had to extend our timeframes or modify the approach we took in the other four catchments. The decision was made to forge ahead with existing timelines requiring some compromise in the co-design approach in the other catchments. We used our learnings from Maribyrnong to develop the process for the other catchments, and we were transparent about the time constraints, which meant we could not allocate the same amount of time to build relationships or tailor a process for each catchment.
- The co-design process requiring attendance to workshops did not suit everyone. Among those who could only partially join were Traditional Owners, some industry groups, the delivery arm of our waterway managers and a broader cross-section of general members of the public. We responded to Traditional Owners needs by running a parallel engagement process.

Extending those tailored parallel processes to other key groups would have been beneficial to better capture their views, enable more 'frank and fearless' conversations, better

- understand implementation requirements and further extend ownership of the Strategy. Securing a Traditional Owner welcome or introduction at each workshop would also have put a stronger cultural lens on the discussions of the day.
- As the facilitator of the co-design process, Strategy owner, subject-matter experts and waterway managers, the hundreds of Melbourne Water staff involved in the co-design process wore many hats. There were times when Melbourne Water participants did not have clarity on their role in the process and felt that they were not given sufficient opportunity to contribute their deep expertise. We adjusted as we went along by providing more clarity for each person's role and organising specific sessions for Melbourne Water experts.
- Within Melbourne Water we were constantly negotiating how best to meet the requirements of many teams, particularly the key contributing science and engagement teams. This involved robust discussions about timelines and content, and trusting the process and ability of non-experts to make a sound decision when presented with key facts in a nurturing environment. Significant resources were invested in the underpinning environmental science. We recognise the next version of the Strategy would benefit from further investment in social science, including communication, ongoing engagement, education and behaviour change.
- Most participants, including our Project Leadership Team, core project team, partners and internal experts and implementers, had never led or been part of a co-design process. The shift in approach and thinking required all of us to build new knowledge and habits in the way we designed, engaged, solved, reported and reflected. Success also required that these new knowledge and habits be embedded across relevant parts of our large organisations. As with many complex change processes, we knew this change would take several years and extend into the implementation phase of the Strategy. We worked with a change manager, however, only as we started thinking about implementation in the later stages of the Strategy development. We would have benefited from involving the change manager and a greater range of our senior leaders much earlier in the co-design process.

Although these challenges slowed us down, or drove us on at other times, they were either overcome, or are in the process of being overcome, through the commitment to co-design, the strength of our shared vision and our strong culture as a learning organisation.





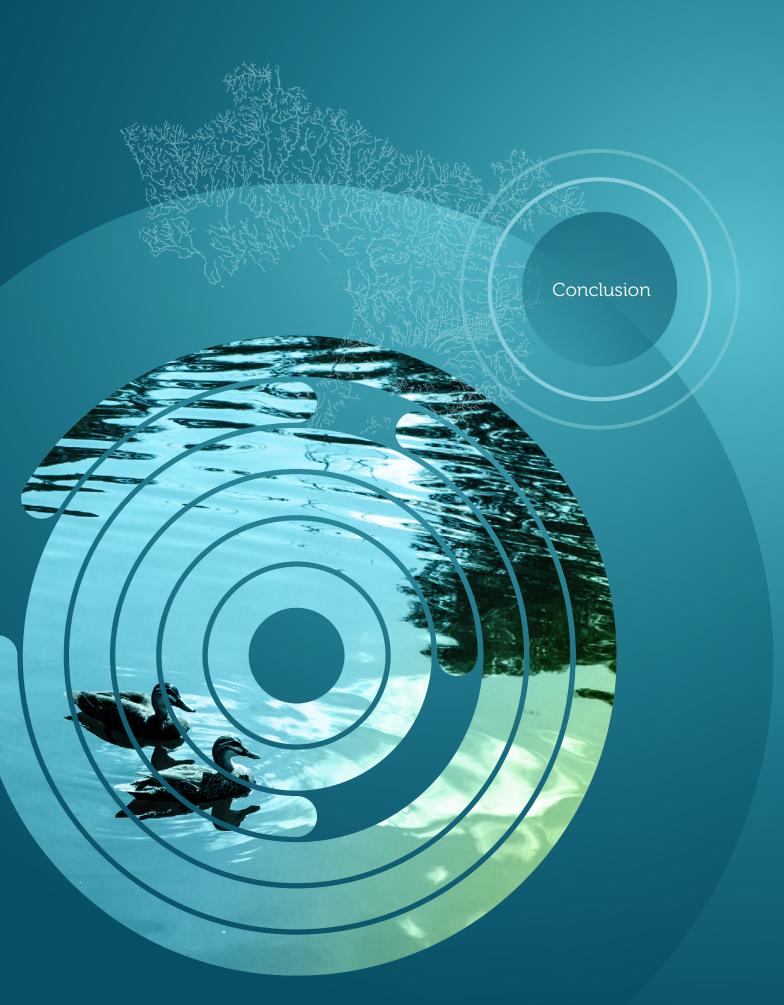
4.3. What legacy did we create for future waterway management?

The co-design of the *Healthy Waterways* Strategy is expected to create an **enduring** change to the setting of strategic directions and management of waterways, in the Port Phillip and Westernport region and beyond.

- For the first time, and through co-design, we dared to think outside organisational boundaries and designed a strategy from the perspective of all waterways, expressed through the voice of Traditional Owners and the community. While previous waterway management strategies were primarily focused on activities delivered or influenced by Melbourne Water, the Healthy Waterways Strategy 2018 describes the needs of waterways and the full range of management options that can be employed by a variety of agencies, businesses and the community to achieve a shared, long-term vision for healthy and valued waterways in the region. We also took a unified approach to waterway management by bringing together all types of waterways (including wetlands and estuaries) and significantly extended management outcomes to cover the cultural, social and economic values of waterways. This focus on waterways, Traditional Owners and community helped us better articulate, quantify and communicate the needs of waterways to the industry.
- For the first time also, the *Healthy Waterways Strategy* includes cultural values goals and objectives that were developed with Traditional Owners and will be embedded in the implementation and regular evaluation of the Strategy. Engagement with Traditional Owners, throughout the refresh of the Strategy supported increased Traditional Owners expertise in contemporary land and waterway management, waterway science and lore and expanded cultural consideration, competency, skills and resourcing at Melbourne Water. Going forward, it will be essential to recognise the connection of Traditional Owners to waterways and draw on their significant knowledge to sustainably manage these important assets. Ensuring that Traditional Owners have a voice at leadership

level and role in the governance for the implementation of the Healthy Waterways Strategy will be critical for this.

- We courageously shared the knowledge that, based on current management approaches, climate change and urbanisation would lead to a decline in waterway health, thus creating a knowledge-based collaborative culture among all those who have a role in waterway management in the region. We recognised and broadly communicated that primary reliance on investment by the designated waterway manager (Melbourne Water) would not be enough and that all who play a role in waterway management - including Traditional Owners, community members, local governments, agencies, industries, academia and others needed to work hand-in-hand to reverse the trajectory. This was a key change from our past approaches and strategies that set targets that were strongly bound by Melbourne Water's budgets.
- We set a high standard in the way we engaged with and empowered all stakeholders, which has laid the foundation for more effective collaborations in waterway management and shaped, challenged and generated several other collaborative engagement or policy processes. These include Waterways of the West, Living Melbourne, the Chain of Ponds collaboration, the Gardiners Creek collaboration, the response to the Stony Creek pollution event, the review of the Best Practice Environment Management guidelines and the Victorian Integrated Water Management Forums.
- Other key enduring elements we are particularly proud of include award winning science and strong accountability and transparency. These are reflected in the ongoing collaborative governance for implementation, the robust Monitoring, Evaluation, Reporting and Improvement process and the annual tracking of progress on 958 performance objectives via a public website.



5. Conclusion

The complex nature of waterway systems, and the large number of stakeholders involved in their management, led to the decision to collaboratively design the *Healthy Waterways Strategy*.

Taking place over two years and involving over 660 individuals and 220 organisations, the co-design process required the adoption of a specific approach and mindset – and the allocation of appropriate resources.

Our objective was to create a shared strategic intent and a real sense of co-ownership for the Strategy. We also wanted to set a strong foundation for sustainable ways of working together with our partners in the co-delivery of the Strategy.

The co-design process produced a Strategy that is well connected to the people who implement it. The process gave a wide range of people a voice in thinking about each catchment and in setting goals and targets for action. It also broadened the knowledge base of the Strategy, introduced new ways of thinking about and managing waterways, and generated high buy-in for the Strategy.

Key indicators of the success of the co-design process include:

- 63 to 95 per cent of respondents⁷ now think of themselves as co-owners of the Strategy
- 87 to 100 per cent of respondents say they will advocate for the Strategy and its approach with those around them
- 50-75 per cent of respondents say they are committed to working together on the implementation of the Strategy.

Co-design also created additional benefits such as:

- participants making personal changes in communication, collaboration and understanding between stakeholders (18 per cent of respondents in the Maribyrnong catchment through to 58 per cent in Yarra catchment)
- participants seeing new collaborations emerging (29 per cent in Maribyrnong catchment through to 69 per cent in Dandenong catchment), most often between Melbourne Water and government agencies and Melbourne Water and community groups
- participants making a stronger contribution to waterways management (from 61 per cent in Westernport catchment through to 90 per cent in Maribyrnong catchment).

The deep commitment to waterway health and collaboration among all co-design partners created enduring change to the setting of strategic directions and management of waterways, that we are very proud of. Key elements of the co-design process that contributed this legacy include:

- designing a strategy from the perspective of all waterways, expressed through the voice of Traditional Owners and the community
- embedding cultural and social values goals
- supporting increased Traditional Owners expertise in contemporary land and waterway management, waterway science and lore as well as expanding cultural consideration, competency, skills and resourcing at Melbourne Water
- courageously sharing knowledge and key challenges to waterway health
- setting a high standard in the way we engaged with and empowered all stakeholders, and thus shaping, challenging and generating several other collaborative engagement or policy processes
- developing award winning science and strong accountability and transparency
- enhancing the understanding, connections, skills, language, culture, alignment and commitment of many who play a role in waterway management.

Through the evaluation of the co-design process, Melbourne Water identified several key success factors for co-design such as openness, empathy, commitment to the collaborative mindset, taking the time to build relationships and trust, senior level support, as well as the willingness and generosity of a large number of stakeholders to be part of the process for which we are deeply grateful.

As first time co-designers, we also encountered many challenges that required us to adapt our approach and will be carefully considered in our next co-design processes. These included the need for some compromise on our original approach to meet tight timelines, a co-design process that did not suit everyone or every purpose and required some parallel engagement, some confusion around how best to deliver Melbourne Water's role as both expert participant and coordinator of the co-design process, and the building of new knowledge and habits across large organisations.

⁷ Respondents are the attendees to the last series of five catchment workshops who responded to the workshop survey



The co-design of the Strategy refresh was completed in October 2018 when the Strategy was submitted to the Victorian Minister for Water for approval. This marked the start of the 10-year Strategy co-delivery phase, including essential key investment planning through the Waterways and Drainage Investment Plan, Pricing Submission and continued engagement with implementation partners, as well as shared reporting and evaluation.

Close collaboration between researchers, planners, policymakers, on-the-ground practitioners, Traditional Owners and local communities will be critical to enable a better understanding of, and responsive adaptation to, shared implementation challenges. Through coordinated investment and knowledge sharing we have the best chance of delivering on the vision and objectives outlined the *Healthy Waterways Strategy*.

In its roles as main delivery partner and facilitator for waterway management planning, implementation and reporting across the many other Strategy co-delivery partners, Melbourne Water will continue to build on the co-design achievements and lessons learnt. We expect to encounter new and ongoing set of challenges and opportunities, which we will continue to constructively address, learn from and share our insights on.



Appendix: Sample sensing sheet used to evaluate catchment collaboration forums

Have you been to previous Waterways Labs? (circle)	Yes / No Sep '16 Nov '16 Mar '17		
Have you been to previous Maribyrnong Workshops?	Yes / No April 20 May 11		
Your affiliation (circle)	Melbourne Water/Water Industry Local Community CMA Regional Community Government Agency Local Government Traditional Owner Development Sector Private Sector		
What did you enjoy about this workshop?			
What was difficult but useful?			
What ideas are you taking away from today, to think about or test out?			
Do you feel motivated to take action?	Yes / No		
What action specifically?			
What didn't work so well?			
Have you met new people today?	Yes / No		
Or strengthened an old connection?	Yes / No		
What might you do with these connections?			
Do you have enough information about the strategy renewal process?	Yes / No		
What further information do you need?			

Appendix: Sample sensing sheet used to evaluate catchment collaboration forums continued...

As you look ahead to the rest of the strategy journey that you are part of, what question (or questions) are you left with, now that workshop #2 is complete? Please respond to the following questions using the rating below each: The extent to which I was able to contribute today was: High Medium Not at all Very high Low The extent to which I heard a diversity of views was: Medium Not at all Very high High Low The diversity of stakeholders in the room was appropriate for the workshop Strongly Agree Neither agree nor disagree Strongly Disagree Agree Disagree I am learning about how to collaborate in a multi-stakeholder, complex environment Strongly Agree Agree Neither agree nor disagree Disagree Strongly Disagree I feel ready to help co-design the renewed version of the Healthy Waterways Strategy Strongly Agree Agree Neither agree nor disagree Disagree Strongly Disagree Please rate the quality of facilitation today Very high High Medium Low More to add? Please tell us more. We may want to follow up - if you are okay with that, please add your name and phone here: Name: Phone:



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All performance objectives in this strategy will be delivered subject to funding.