

Goulburn Murray Resilience Taskforce, Australia

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Date: 12/09/2024

Cite as: Hendriks, C., & Woodhouse, C. (2024). Goulburn Murray Resilience Taskforce (GOGREEN Case Report Series No. 2), Roskilde: Roskilde University. ISBN: 978-87-7349-246-8

Is the project a case of...:

- State-initiated co-creation
- Entrepreneur-driven co-creation
- Grassroots-based co-creation*

**For an elaboration of the typology, please consult the GOGREEN theoretical framework p. 25.*

Integrated case analysis

Before proceeding to the scoring of the GFs, please provide a 3–5 page case analysis in which you describe the background, history, and national, regional, and local contexts of the case, the problems and goals addressed by the local collaboration, the participating actors and their relationships, the unfolding of the co-creation process, the most important governance factors (this may include factors other than those in focus in this project), and the generated outputs and outcomes. The conclusion may specify a few lessons learned from the case study.

1) Background, history, and national, regional, and local contexts of the case

Policy context

This case centres on the implementation of a community-led strategy to embed resilience thinking into land, water, and regional development for one of Australia’s largest irrigation districts – the Goulburn Murray Irrigation District (GMID). Located in the north-west of the southern Australian state of Victoria (see Figure 1), the GMID spans 27,000 square kilometres, which includes around 9,000 square kilometres of irrigated land (GBCMA 2021a). This region is home to a growing population of around 170,000 people, and includes four major regional centres: Swan Hill, Echuca, Shepparton and Yarrawonga. Traditional Indigenous Owners of the Country on which this project is associated include: Yorta Yorta, Dja Dja Wurrung, Barapa Barapa, Wamba Wamba, Wadi Wadi and Taungurung peoples (Goulburn Murray Resilience Strategy 2020: 4).

The GMID region is distinctive as it produces more of Australia’s fruit and dairy produce than any other region across the nation. Land in the GMID is mainly used for cropping (42% of irrigated property area) and dairy related production, but there are parts of the region that produce other agricultural commodities such as horticulture, beef, and sheep (GBCMA 2021a). Agriculture (particularly dairy) and food manufacturing represent a major employer in the region, followed closely by jobs in the service and health sectors. Given the region’s identity as Victoria’s food bowl, effective natural resource management is critical to the viability of the region’s economy and communities (GMIDWL 2018).

The governance context for land, water, and regional development in the GMID is complex, crowded, and contested, involving multiple local and state government agencies and utilities. The GMID represents two significant sub-catchments of the Murray Darling Basin system, which is Australia's largest inland water system, home to 2.3 million people across four states (MDBA 2023). The allocation of water within the larger Murray Darling Basin system has been one of Australia's most contentious natural resource management issues since Federation in 1901 (Connell 2011). Indeed, Wyborn (et al. 2023) draws on the GMID as an exemplar of contemporary polycentric governance that has failed, contrary to theoretical expectations, to deliver the required adaptability and flexibility to deal with a changing climate. It is into this contested governance context, that the community-led strategy for resilience (the focus of our GoGreen case study) emerged. It seeks to transform existing planning and development logics in the region by embedding resilience thinking.

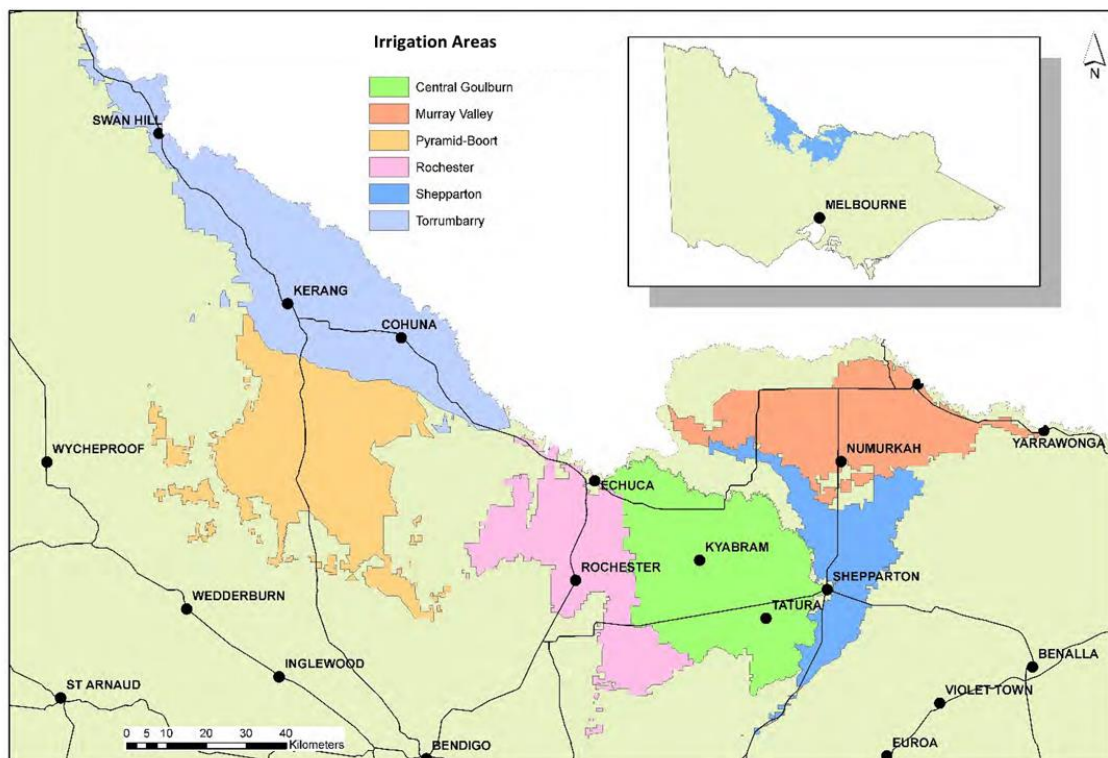


Figure 1: The Goulburn Murray Irrigation District and its location within the state of Victoria.

Source: (GBCMA 2021a)

Over the past 50 years the GMID region has faced successive challenges including salinity, farm debt, severe drought and major flooding events (see Walker et. al. 2009). Today it faces the uncertainties of a changing climate, with predictions estimating much drier and warmer conditions – not good news for a region highly dependent on irrigation for its agricultural viability. In addition to climate change, the GMID region faces other diverse challenges including state-led water recovery programs for the environment (resulting in reduced water allocations for irrigators), technological change, dynamic markets, energy challenges and biosecurity risks.

The region has a strong history in experimenting with novel approaches to natural resource management and sustainability. Over time, strong community leaders have emerged with high-capacity skills for collaboration. For example, in the late 1980s, the region was home to a successful community-led approach to addressing wetland salinity (Rothenburg 2021; Wilkinson and Barr 1993). This work resulted in the Shepparton Irrigation Region Land and Water Management Plan, which has been in place for over 30-years and is described as a “community-led joint action with government” (GBCMA 2021b: 2), and four salinity management plans in the region’s West.¹

The region was also the subject of an experiment in inclusive wealth modelling (IW) which valued economic, environmental and social aspects of sustainability in dollar terms between 1991-2001 (see Pearson et al. 2013). In the early 2000s, ideas on resilience and adaptive capacity started to inform how the region might address its challenges going forward, particularly in the context of climate and uncertain water allocations for irrigation (Abel et al. 2016; Walker et al. 2009; Walker et al. 2010).

Background to the Goulburn Murray Resilience Strategy and Taskforce

This case focuses on collaborations within a community-led Taskforce, the *Goulburn Murray Resilience Taskforce* (henceforth GMR Taskforce) that officially first met in May 2021, but its origins stem from interventions made by various community leaders in the region five years earlier.

In 2015, a number of local community leaders proposed to develop a strategy for their region that promoted resilience and long-term thinking – something that piecemeal policy making to date by successive local, state, and federal governments had not fostered. This was initially triggered in response to a proposal by the Victorian state government agency (Regional Development Victoria, RDV) to develop a Strategic Plan for the region. Community leaders resisted this idea, and they convinced RDV that the communities in the region should lead their own regional planning strategy. According to several interviewees, at the time there were strong feelings in the local ‘communities’ throughout the GMID that they were being left out of various state and federal government initiatives and decisions, particularly around water governance. Some existing regulatory policies and frameworks (for example, in waste, and land management) were also inhibiting the establishment of solar farm developments and the capacity of local businesses to experiment with circular economy practices.

The Victorian State government agreed to the community’s request to develop their own strategy, and effectively allowed community leaders in the Goulburn Murray to lead their own regional planning strategy. The State government (through RDV) also supported the community in this process; for example, it funded a consultant (RMCG) to work with community leaders across the region to lead a consultative process on resilience thinking by engaging diverse members from local communities and towns, as well as relevant local, state, and federal government agencies, farmers, and the agribusiness sector (see RMCG 2019).

The consultative processes involved two workshops with around 80-90 stakeholders and community leaders from diverse sectors across the region.

¹ Pers comm. Email from Deputy Chair, Community Member, on Resilience Taskforce Planning Team 23 Nov 2023.

Workshop I: Goulburn Murray Region Vision Workshop (held May 2018 in Moama, located near Echuca, see Figure 1), set out to help understanding and reach agreement on:

- a) The current situation in the region
- b) A commitment on how to best work together to create a productive, sustainable, and competitive future for agriculture in the region.

Workshop II: Moving the Goulburn Murray Region Forward Workshop (held 2-4 June 2019 in Echuca, see Figure 1), sought feedback on a ‘masterplan’ developed by the consultant RMCG entitled “Regional Resilience and Adaptive Capacity across the Goulburn Murray Irrigation District”.

What emerged out of this consultative process was a community-led planning strategy, the *Goulburn Murray Resilience Strategy* (henceforth, Resilience Strategy), which was launched in December 2020. To drive and guide the implementation of the Strategy, the community leaders in the region established the *Goulburn Murray Resilience Taskforce* (GMR Taskforce). This is a collaborative body composed of community members, private sector companies and a variety of state-based actors (from local, regional, and state government agencies). Both the Resilience Strategy and the GMR Taskforce are acknowledged and supported by RDV, the relevant state government planning agency, through secretariat support (administrative and governance support). According to the community leaders involved in the early stages of the Strategy, the community had requested funds from RDV (\$1.2mill for 4 years) to fund them to appoint their own independent staff to support the Taskforce. This proposal was rejected by RDV and they asked their own internal staff to take on the secretariat work.

This case study (and its scoring) centres on the collaborative governance aspects of the Goulburn Murray Resilience Taskforce and its efforts to embed resilience thinking into water, land, and development decisions in the region.

2) The aims of the project and the sustainability problems that it seeks to address

As a place-based collaboration the Goulburn Murray Resilience Taskforce’s primary aim is to shift the mindset of planning and development in the Goulburn Murray region of Victoria towards more long-term resilience thinking. From the perspective of collaborative governance, the GMR Taskforce represents an ongoing relational space created to oversee long-term planning in the region rather than a collaboration focussed on single socio-technical ‘green solution’. Green priority areas for the GMR Taskforce include: futures of agriculture, circular economy, and increasing resilience of natural and built assets in the region (see Resilience Strategy 2020).

Overall, the GMR Taskforce is guided by the *Goulburn Murray Resilience Strategy* – which members of the Taskforce view as a pathbreaking community-led intervention that has the potential to help the region better navigate and respond to the complex challenges it faces, particularly in terms of changing land and water use patterns due to constrained or declining water resources.

In the Resilience Strategy, the articulated role of the GMR Taskforce, also referred to as ‘community board’, is as follows (Resilience Strategy 2020: 31):

“The Taskforce will be the custodians of the region’s shared vision and voice, and translate that vision into resilience building action. It will be responsible for embedding the resilience principles into key governance structures and processes, and for catalysing, testing and scaling up and out innovations. It will monitor unintended systemic consequences and risks, and progress of the system towards a desired future.”

The GMR Taskforce’s terms of reference frames their custodianship of the Resilience Strategy with a responsibility to embed resilience in the face of an unpredictable future, particularly with respect to agriculture and land management – key economic drivers of the region (see GMR Taskforce 2023a).

Within the Strategy the concept of resilience is defined as (Resilience Strategy 2020: 6):

“the capacity to cope with change while evolving in positive ways... it incorporates a range of action including bouncing back to the way things were (persistence)... bouncing forward (adaptation) or fundamental change (transformation).”

These three kinds of resilience (to persist, to adapt, to transform) are conceptualised in the Resilience Strategy as distinct parts of an iceberg (referred to within the GMR Taskforce as ‘the Iceberg Model’). Guiding the Resilience Strategy are eight resilience principles. Both the Iceberg Model and eight resilience principles are depicted in Figure 2.

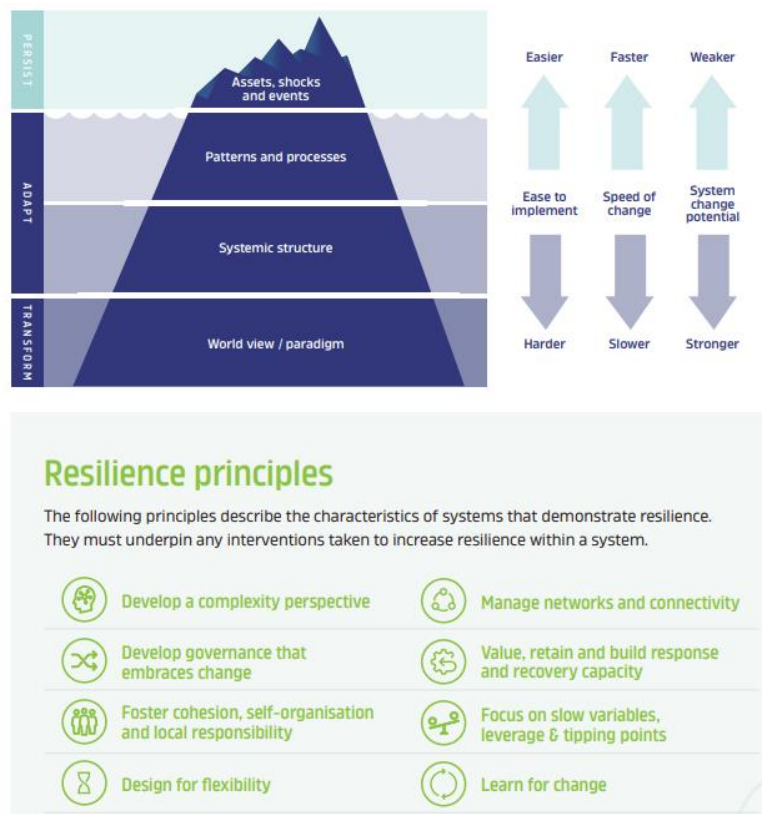


Figure 2: The Iceberg Model and Resilience principles in the Goulburn Murray Resilience Strategy
Source: (GMRS 2020).

The Iceberg Model focuses the GMR Taskforce's advocacy and representative work on systemic change and thinking and was regularly referred to by Taskforce members as a way of evaluating contributions to discussion and planning priorities during meetings (based on observations of Taskforce deliberation). The Iceberg Model and the resilience principles in the Resilience Strategy drew inspiration from various concepts and ideas from global debates on resilience thinking that had been circulating in different projects in various parts of the Goulburn Murray region (see Abel et al. 2016; RMCG 2019; Walker et al. 2009).

With regards to policy focus, the resilience work of the GMR Taskforce is guided by the five intervention streams in its Resilience Strategy, which include:

- a) Futures of Agriculture
- b) Learning for Change
- c) Circular Economy
- d) Natural and Built Assets
- e) Leadership and Coordination.

To advance resilience thinking in the region the GMR Taskforce seeks to connect examples of innovative sustainability practices (for example, in circular economy) from outside the region to a range of commercial and/or philanthropic opportunities and key community organisations and initiatives inside the region. Interviews revealed that the GMR Taskforce performs important networking and epistemic functions by providing a novel arena for discussion where members from different sectors can connect, share knowledge about opportunities (e.g. funding), and challenges facing the region - outside of usual sectoral constraints. Observations at the GMR Taskforce's Planning Workshop (June 2023) revealed that some members see the Taskforce's role as one of protecting the region from 'bad' projects being imposed on them either by government or businesses.

While there was broad agreement among interviewees about the role of the GMR Taskforce in implementing the Resilience Strategy, our research has found that resilience carries different meanings. For some, resilience was essentially about the capacity to bounce back. For others, resilience was about balancing the needs of agriculture with ecological sustainability. Then, there were others who viewed resilience as a means to ensure the GMID region's economic viability and prosperity by attracting industry and employment to the region.

3) The participants and their interaction and communication in and between meetings

Participants and membership

While the GMR Taskforce is community-led, its membership includes many representatives from various government agencies, businesses, and policy advocacy groups active in the region. Everyday citizens and civil society groups are in the minority.

Selection of members is heavily weighted towards those with knowledge or influence, rather than trying to ensure diverse representation across affected sectors, publics, or groups within the region. This has been intentional from the inception of the GMR Taskforce, as evidenced by the following statement in the Resilience Strategy about the envisaged Taskforce (Resilience Strategy 2020: 31):

“The Taskforce will be skills based and diverse, with expertise relevant to overseeing resilience building actions. It will be comprised of regional leaders who have influence within the community.”

People interested in participating in the Taskforce must apply via an Expression of Interest (EOI) process, articulating how they meet the following selection criteria:²

- a) the ability to work in unclear or ambiguous situations
- b) interpersonal skills, community engagement
- c) strategic thinking skills
- d) community development and knowledge of local government
- e) agricultural industry development
- f) change management
- g) innovation
- h) community leadership skills, experience and connection
- i) knowledge and understanding of the region and its diverse communities and issues

At the time of research there were 27 members comprised of:

- a) **9 Community representatives**, these are members that do not formally represent constituencies or groups. They include local business owners, such as energy enterprise and farmers, or people with experience working in government agencies but on the GMR Taskforce they wear their community ‘hat’ and act as a local resident from the region.
- b) **13 State government representatives**, primarily from Victorian state government agencies including Regional Development Victoria (RDA, who provide in-kind secretariat support), Department of Energy, Environment and Climate Action (DEECA), Agriculture Victoria, and two regional Catchment Management Authorities (Goulburn Broken and Northern Central). Also represented are two relevant state-owned water utilities, namely Goulburn-Murray Water and Goulburn Valley Water (these are both governed by an independent board of directors that report annually to the Victorian Minister for Water).
- c) **1 Local government representative**, from a local council peak body, the Murray River Group of Councils.
- d) **3 Local business representatives**, from peak bodies, such as, Committee for Greater Shepparton and Committee for Echuca Moama.
- e) **1 Civil society group representative**, from the Goulburn Murray Community Leadership program.

Note: there is no agency or representative from the Australian federal government involved.

What is distinct about membership in this case, given the regional scale, is that many members wear multiple hats and bring rich professional, sectoral, and personal networks to the GMR Taskforce. For example, many government representatives also live in the regional communities that comprise the Goulburn-Murray region, may also be farmers, have taken part in community leadership capacity building, and be affected on a personal level by complex environmental/economic changes afoot in the region. For these reasons, members of the GMR Taskforce are experienced collaborators and community leaders.

² EOI form available on the website of the government agency providing secretariat support for the GMR Taskforce <https://www.rdv.vic.gov.au/resources/resilience/resilience-strategy-taskforce>

4) How often do they meet, and do they communicate between meetings?

The GMR Taskforce meets every month for a 2-hour meeting. Prior to COVID-19 the GMR Taskforce met face-to-face (for example, the first meeting was held in Echuca community library). Since 2020 the GMR Taskforce has shifted meetings to the digital platform, Teams, with some being held in hybrid mode. The meetings are organised and administered with secretariat (administrative/governance) support provided in-kind by Regional Development Victoria (RDV) and regional Catchment Management Authority (CMA) staff.

The meeting has a formal Chair, who is listed as a 'community member'. The current chair works for a state-owned water corporation (Goulburn Valley) in the region and through her work in the water and wastewater sector she has extensive networks in local, state, and federal government, and in the community sector. The chair is an example of a member that negotiates wearing multiple hats.

The agenda for the monthly GMR Taskforce meeting is set by the *Resilience Taskforce Planning Team* (henceforth, the Planning Team), which is a small sub-group of the Taskforce comprised of the Chair (a community representative) and five state government representatives. The Planning Team meets weekly to discuss the agenda, progress actions, and coordinate presenters for future meetings. This practice of doing regular pre-meeting planning is common within the state government agency (RDV). From the perspective of network governance, the Planning Team is effectively performing a meta-governance role (see Sørensen and Torfing 2009).

Here we see that although this is a community-led Taskforce, some of its collaborative practices (at least in terms of formal meetings, agendas, minutes, choice of digital platform etc.) have been strongly scaffolded by RDV as the main secretariat support for the GMR Taskforce. In this respect this case could be described as a co-creation process between community and state. Interviews with both the Chair (community actor) and the RDV Secretariat (state actor) have confirmed that this pre-meeting planning practice is valuable in ensuring that the meetings are productive, and that the GMR Taskforce is achieving its strategic goals. We understand from interviews that this approach has a strong foundation within the region, following a similar approach from earlier community-led salinity management programs.

In addition to managing the agenda and deliverables for the GMR Taskforce meetings, the Planning Team oversees strategic issues and drafts key documents for consideration by the Taskforce. Currently the Planning Team is in the process of drafting up a revised Resilience Strategy for the region, which it expects to release to the broader public in mid 2024.

The Planning Team also works with relevant stakeholders in the region to host events for members and beyond (some have been open to the broader public) on topics of interest related to resilience themes. These are aimed at fostering knowledge, networking, and learning within the region.

Interviewees describe the monthly Taskforce meetings as very well chaired. Almost all described the atmosphere of the meetings as positive, informal, open, discursive, and productive (especially in comparison to more formal collaborative arenas set up to discuss regional planning). This is confirmed by our observations of at least six online Taskforce meetings throughout 2023 (14 April, 5 May, 7 July, 4 Aug,

1 Sept, 3 Nov). The Chair moves the Taskforce through the agenda, while also providing room for discussion and questions. Meetings typically includes an 'external' presenter (e.g. from the private or government sector) who comes to share knowledge with members on a new project, or policy framework. Members use these sessions to ask questions and feedback a 'place-based' perspective. In meetings, members display high levels of respect for the Chair, and there appears to be high trust between members. Conflict or tensions are rare and managed well by the Chair in-between monthly committee meetings (see conflict discussion below).

Between meetings, members receive minutes via email (which are prepared by the RDV Secretariat), and occasionally one-to-one phone calls from the Chair to keep things moving along.

On Friday 16 June 2023, the GMR Taskforce held a face-to-face one-day Planning Workshop in one of the main regional centres (Echuca). As part of this research, we observed this externally facilitated event, which was attended by 21 members. The Workshop aimed to "consider progress, priorities and criteria for decision making to guide the next stage of Strategy implementation" (RMCG 2023). Outcomes of the Workshop were consolidated into a report summarising the discussion held throughout the day including what GMR Taskforce members believed were the key achievements, challenges, opportunities, and priorities for action going forward (see RMCG 2023).

Efforts have also been made for GMR Taskforce members to meet socially, for example, in 2023 the Chair organised an informal face-to-face Christmas gathering.

5) The role and forms of knowledge sharing, coordination and joint problem-solving

Knowledge sharing is a key outcome of the GMR Taskforce's activities. Each month the diverse membership of the GMR Taskforce meets to discuss and update each other on what is going on in the region, as relating to their strategic priorities. This allows members to identify opportunistically points of potential intervention and advocacy, whilst leveraging the networks of the members. This advocacy can include: speaking to government officials beyond the membership to push the GMR Taskforce's priorities, making submissions to government, and/or connecting individuals, companies, and initiatives up in the region – playing a brokering role – to limit duplication and promote collective action to embed resilience thinking. Notably, the brokering role the GMR Taskforce plays at the community level, mirrors that of RDV at the government level.

We observed that a key function of the Taskforce is coordination and helping its members navigate what is an increasingly complex governance environment with various initiatives of local, state, and federal governments, not-for-profits, and market actors. Much of the discussion and collaboration centres around distributing and sharing knowledge on what is happening, where, and by whom, and trying to make sense of the implications for the region. Given the GMR Taskforce does not implement or undertake 'bricks and mortar' green transition projects, the collaborations are less focussed on 'joint problem solving' and more on 'joint sense making' and strategizing.

Observations reveal that the GMR Taskforce meetings serve a mostly epistemic function – testing new ideas, sharing best practice from outside the region into the region, and connecting up those working in

their domain or local area with the broader GMID community and government contacts. This comes through members sharing what they know, as well as from external presenters coming to meetings to inform the GMR Taskforce about relevant policy updates, or new innovations in natural resource management, sustainability, or circular economy.

This epistemic focus of the GMR Taskforce is not unsurprising given one of its core goals is to embed 'resilience thinking' into the region. Resilience ideas and approaches are tested out and practiced within the meetings themselves, forming a kind of community of practice, that is anticipated to filter through to the spheres of influence that individual members hold beyond the GMR Taskforce, furthering Taskforce strategic aims.

6) The relation between consensus and conflict and the handling of the latter

As the GMR Taskforce's work is at the strategic level, with knowledge-sharing and some informal coordination as primary activity, informants reflected that conflict does not arise to the same degree that it might if they were making resourcing decisions or implementing a 'bricks and mortar' green solution. Certainly, there was consensus among interviewees that trust and willingness to speak frankly in the GMR Taskforce had been established and many reflected on the uniqueness of this space for deliberation, in contrast to, more politicised spaces which members may participate in elsewhere.

A few interviewees mentioned that there were some topics that generated tensions within the GMR Taskforce, such as water allocations and land use issues (for example, land for agriculture versus land for renewable energy production). Views on how well these tensions were managed varied: some felt contentious issues and conflicts were too quickly swept away, others felt that the Chair managed tensions well by meeting with particular members outside the meetings to talk through issues or concerns.

7) The role and form of leadership: lead actor, steering group and/or collective leadership

In the interviews, GMR Taskforce members reflected that the leadership of the Chair was responsible for setting much of the inclusive tone of the discussion, and that they felt appreciated. They also described the Chair as a good team facilitator; and someone who herself embodies resilience. The Chair had personally suffered through the 2022 floods in Shepparton and has drawn on her lived experience of having to be resilient in the face of dealing with insurance companies and navigating that space.

Additionally, the small Planning Team (see point 4 above) provides an additional layer of collaborative leadership for the Taskforce. Resourced by the state agency RDV, the Planning Team leads by setting the agendas for the Taskforce's monthly meetings, selecting guest speakers, and taking actions to promote collective collaboration between members overall. All members can flag up items for the agenda, and this is worked through by the Chair and Planning Team between monthly meetings.

8) The temporal unfolding of the co-creation process: major shifts and ups and downs

As a case, the Goulburn Murray Resilience Taskforce spans a relatively wide time horizon that extends back into the 1980s and looks well into the future. This is an important point of contrast to the perceived short-termism of government planning that the GMR Taskforce opposes and seeks to change.

The temporal phases of the GMR Taskforce can be summarized as follows:

- a) **Background phase** (1980s-2014): collaborative and leadership capacity building through formal community leadership programs and through various innovative experiments with community and place-based approaches to natural resource management.
- b) **Set-up phase** (2015-2020): Community-led development of the Goulburn Murray Resilience Strategy. In this period several community leaders from the region established a small community group (GMRWAG, or Goulburn Murray Region Working Action Group) to explore ways to promote more long-term resilience thinking and community-led planning in the region. Members of this small group at the time were former participants of local community leadership programs, or they had worked locally for state government agencies, or had run community-led work on different natural resource management issues in the region (on behalf of the state government) (e.g. GBCMA 2021b).

This community group (GMRWAG) approached the state government agency with responsibility for regional planning in Victoria (RDV) seeking support for a community-led development plan for the region. As described above (see a. Background) RDV agreed to support the community leaders and engaged an external consultant to run a series of consultation exercises, out of which emerged the *Goulburn Murray Resilience Strategy*. To guide the implementation of the Resilience Strategy, a community-led body was established (the *GMR Taskforce*) towards the end of 2020 with secretariat support by the state government through RDV.

- c) **Implementation phase** (2021- mid-2023): The case centres on this phase, in which the Taskforce has sought to implement the *Goulburn Murray Resilience Strategy*. During this phase, implementation activities were slowed by the COVID-19 pandemic. The newly formed GMR Taskforce adapted to these circumstances and the first meeting was held in May 2021. Since then, it has met over twenty times both in person and face-to-face and has run a series of small initiatives in fulfillment of its purpose. Although these initiatives are on a small scale when compared with the ambitions of the Strategy, this demonstrates the GMR Taskforce's capacity to persist and innovate despite challenges. An evaluative Planning Workshop was held in mid-2023 to take stock of the GMR Taskforce's activities. A revised Resilience Strategy is planned for 2024.
- d) **Review and reset phase** (mid-2023 -2024): In this phase, the GMR Taskforce is reflecting on its achievements and challenges, seeking to consolidate its priorities, and it is reviewing the Strategy (which will be presented to a public forum in the first half of 2024).

9) The most important governance factors (may include factors other than those in focus in this project)

Our assessment points to the following GFs as being the most important:

- a) **GF 1:** There is common understanding across all interviewees that the region is undergoing a 'slow burn' due to increasingly drier and unpredictable climatic conditions, reduced water allocations, and their combined impact on agricultural land use. Interviewees argued that the ecological and climatic pressures in the region are more silent and less dramatic than in other areas facing sustainability transitions (such as, regions transitioning out of coal mining, hardwood forestry etc.). Interviewees described how local communities need to take the lead in the GMID because they are not getting the necessary attention by policy makers and decision makers.

- b) **GF 3:** The state government has been an active supporter of the community-led collaboration, mostly in terms of providing administrative support and access to networks and advocacy opportunities. Policy-wise, there is state government support for regionally developed priorities, which the GMR Taskforce represents, however this remit is more likely to be framed by economic development values rather than green values, and is unconnected, at least explicitly, to green global governance initiatives such as the Paris Agreement, or SDGs.
- c) **GF4:** There are strong norms about government-community collaboration in the region, and there are multiple and diverse channels for community input into governance, especially at local and regional level.
- d) **GF 7:** There are very strong positive narratives among GMR Taskforce members about the value of cross-sectoral collaboration focussing on multiple outcomes, and of the importance of allowing communities to lead place-based systemic change.
- e) **GF8:** The GMR Taskforce utilises online platforms, hybrid settings, and face-to-face venues for its collaborations, and these are well-planned, well-paced, well-facilitated, and well-orchestrated for collaborative purposes.
- f) **GF 12:** There is a strong sense among members of the need to work together due to high interdependencies.
- g) **GF 13:** Members have high levels of trust in other members and in the collaborative processes. Trust building measures and conflict mediation routines are in place informally.
- h) **GF 16:** The Taskforce is led by a highly competent and effective facilitative leader (the Chair), who is well respected and networked. Her leadership provides excellent conditions for members to share information and discuss issues in a relatively open and positive environment. Members are also experienced community leaders with extensive networks.

10) The generated outputs and outcomes

To date, the outcomes of the GMR Taskforce's work are evidenced in its efforts to build capacity for green transitions, for example, through sharing knowledge and fostering networks across the region, and through policy advocacy - all specific activities of which we detail below. Before evaluating these outputs, there are four notable features of this particular collaborative arena to take into consideration:

- a) The GMR Taskforce's collaborations are not focussed on implementing or driving forward one specific socio-technical innovation, or discrete green solution project. Instead, the collaborations are place-based and aimed at securing the future of their region through the implementation of a broad strategy for building resilience. Within a framework of resilience, the GMR Taskforce is seeking to induce a paradigm shift in the way development and planning is done in their region.
- b) Members of the GMR Taskforce view their collaborations as assisting the land and people in the Goulburn Murray to plan for the 'slow' transition that the region faces due to a changing climate and government policies that reduce water allocations for irrigation. As part of this transition work, the GMR Taskforce promotes, explores, and discusses green themes, particularly around circular economy opportunities in the region.

- c) Overtime the GMR Taskforce has come to clarify (among members and externally) that it alone cannot implement all the goals in the Strategy; it acts as facilitator for change rather than as the change maker in practical terms. So, for example, in the area of circular economy, the GMR Taskforce is not taking responsibility or developing actions for concrete projects because it does not have the capital or technical knowledge for this level of implementation. Instead, it sees its role as facilitating knowledge sharing and discussions on circular economy and fostering opportunities for its development.
- d) The GMR Taskforce's collaborations are ongoing rather than time-bound. Its collaborations focus on broad and high level systemic change. This work involves a commitment to: i) building capacity for collaboration, system-level thinking, and community leadership, ii) strengthening networks, and iii) improving and connecting up multi-sector governance.

In terms of outcomes, the GMT Taskforce has focused most of its efforts to date on developing the softer (more invisible) skills and conditions required for green transitions, including the epistemic and relational work needed to make transitions happen. For example, by:

- a) Sharing knowledge across sectors within the region
- b) Fostering conditions for rethinking and reframing through community leadership and networking
- c) Brokering between government, business, and community sectors
- d) Identifying opportunities and barriers to systemic change across the region
- e) Monitoring relevant policy interventions at local, state, and federal levels, and then taking opportunities to shape these through advocacy or networking
- f) Collective learning and sense making with actors from diverse sectors.

Some of the many policy advocacy and capacity building activities/outputs performed by the Taskforce since it began in 2021 include:

- a) Running public events (e.g. on Circular Economy) which contributes to knowledge sharing and facilitates connection building between interested actors
- b) Attracting and setting up dialogue with policy makers/change makers in areas of interest (injecting place-based knowledge into relevant state and federal policy initiatives). Examples here include:
 1. Advocacy to Secretary of Department of Energy, Environment and Climate Action (State government of Victoria)
 2. Direct meetings with Emergency Recovery Victoria and team immediately after 2022 Floods to discuss local response and connecting agencies in Shepparton
 3. Direct meetings with CEO from Emergency Recovery Victoria to discuss response from a resilience perspective (in Echuca)
 4. Assisting with a Consumer report on Insurance issues post-flood *Weathering the Storm: Insurance in a Changing Climate*
 5. Meeting with Federal member in relation to 2022 Floods.
- c) Making formal Parliamentary submissions:
 1. Floods 2022 – submission to the Inquiry into the 2022 Flood Event by the Parliament of Victoria (GMR Taskforce 2023b).
- d) Applying for grants/attracting funding:

1. Applying for Victorian state government grants (e.g. in circular economy, hydrogen, and bioenergy)
 2. Developing an Investment prospectus for the Goulburn Murray region.
- e) Undertaking research:
1. Working with universities on research into sustainability transition and collaborative governance (Deakin University, The Australian National University).
- f) Forging partnership with corporate/business sector:
1. For example, exploring opportunities with the multinational engineering firm, Aurecon, to trial circular economy projects in the region.
- g) Networking and forming connections with relevant federal government initiatives:
1. Chair is now a member of Circular Australia Taskforce
 2. Circular Economy Federal Advisory Group – meetings with Advisory Group Members with a view to influencing the ‘place-based’ approaches
 3. Secretariat involved in relevant government-led community committees (for the Federal Government’s Regional Development Authority).
- h) Working with community sector to build leadership capacity:
1. Convening targeted workshops on ‘resilience thinking’ with local leadership programs (e.g. Fairley Leadership programs), and emerging leaders
 2. Engaging with ‘Young Water Leader’ program.
- i) Public speaking events:
1. WSAA Ozwater – speaking opportunity covering place-based approach to circular economy.

11) Lessons learned about the conditions for co-creating green solutions

On the importance of soft skills and capacities for co-creation

This case illuminates some of the ‘softer’ tacit skills and capacities needed to co-create green solutions, including strong relationships, networks, willingness and capacity to learn, question, rethink, reframe, and experiment. In this case, the collaborations are mostly centred on how to foster conditions for systemic long-term resilience thinking. On a regional scale, green solutions don’t just happen, they demand actors from diverse sectors (government, business, and community) with capacities to rethink ‘business as usual’ and to work together to drive forward change. In this case, collaborators in GMR Taskforce all have a willingness and capacity to work across sectors in networked, and at times, messy and unstructured ways. Often the outcomes and impacts of their collaborations are ambiguous or difficult to assess (especially in the short-term), but what we observe in this case is collaborators committed to long-term iterative change.

Swimming around in complexity and uncertainty

Relatedly, this case sheds light on the significant complexity and uncertainties involved in co-creating green solutions, particularly at a regional scale. We observed how members of the community-led Taskforce spent considerable time in their collaborations trying to make sense of the labyrinth of governance interventions operating at multiple scales over different geographical boundaries. As one interviewee put it: “we have to do a lot of swimming around in uncertainty before we can work out what it is we are trying to achieve”. Their patience in a process of collective sense making, discovery, experimentation, and

collaboration, is noteworthy. Indeed, in this case, most interviewees appear to recognise that collaborative processes for major systemic change involves slow, iterative, and relational work in the community.

On the opportunities and challenges of community-led co-creation

The Resilience Strategy and the GMR Taskforce at the heart of this case is community-led, and thus our analysis sheds light on some of the opportunities and challenges facing communities when they seek to drive co-creation themselves.

Opportunities of community-led co-creation

- a) It can be rewarding for participants because they have agency and autonomy in the process. Interviewees describe how they enjoy its informal and flexible format (as compared to more formal state-led collaborative processes).
- b) It works on high levels of trust and commitment because the collaborations are guided by “one of their own”.
- c) It opens up opportunities for communities to form direct relationships with the private sector (without it being mediated via the state). In this case, there are potential opportunities for the Taskforce to engage in innovative initiatives coming from industry (e.g. agricultural businesses, waste industry and other corporate ventures). Much of the collaborative governance literature focuses on relationships between communities and the state but in this case, the community is working hard to engage with industry, rather than the other way around, or with state actors. Members reflected in interviews that the GMR Taskforce needs to learn how to offer itself to industry and that this is a self-reflective part of the capacity building they are undertaking.

Challenges of community-led co-creation

- a) The GMR Taskforce has struggled to get the necessary funding and resources to undertake the kind of work it seeks to do, especially more action-oriented or practical green solutions pilot projects.
- b) Striking the ‘right’ level of government support and involvement. In this case, the state supported the community-led approach from the outset, once the community asked to lead. That said, several interviewees felt that it is very difficult for community to find the right balance when collaborating with the state. Communities need to involve state actors and ensure they are committed and invested, but too little involvement risks being overlooked, and too much involvement risks the state taking over and controlling the process.
- c) Disconnection from formal policy activities. Often relevant state initiatives such as new policy programs or reviews are unaware of community-led initiatives. If the state does ‘consult’ they typically rely on conventional community representatives, such as local MPs, or representatives from advocacy groups, or local associations. These conventional spokespeople are not necessarily connected into those community projects or actors working on practical green solution projects, or broader systemic change. In other words, there can be a disconnect between conventional approaches to public consultation and interest advocacy, and the work being undertaken and driven by communities on green solutions. This issue goes beyond the potential influence of the state government agency (RDV) supporting the GMR Taskforce.

On the (voluntary) labour of co-creation and its implications for inclusion and legitimacy

Our case sheds light on the enormous labour involved in co-creating green transitions. In this case, the co-creation is community-led and not well-funded, so most of the co-creation labour is voluntary. The unpaid aspects of this labour are even more significant for community members who are not wearing multiple hats (i.e. whose paid employment does not support them to be there). All of these demands (in terms of knowledge, skills, time, working with complexity and ambiguity) have implications for the inclusivity and legitimacy of the collaborative arena and its outcome; not all citizens have the capacity, willingness, and resources to engage in this governance work, especially if on a voluntary basis.

On the importance of seeding community leadership in co-creation

Literature on community engagement in climate change and climate adaptation typically paints a picture of communities acting via grassroots, experiential, or in antagonistic ways towards either the state or industry. Yet in this case, community actors are driving forward and facilitating collaboration, not industry or government. It is community that is driving forward high-level strategic thinking, undertaking extensive boundary spanning, creating and sharing knowledge. While the Taskforce may lack funds and formal power, its members collectively and individually have agency, they have knowledge, and they have networks. They also have long-standing local knowledge of possibilities and challenges. Relatedly, the region has a strong history of seeding and building capacity for community leadership. Over the past decades there have been a number of community-led working groups around salinity and other natural resource management issues in the region (see GBCMA 2021b; Rothenburg 2021; Wilkinson and Barr 1993). In this case, the Taskforce members are mostly experienced community leaders who are familiar with, and willing to invest in, working collaboratively to problem solve regional issues.

12) Points of interest in subsequent studies

(See also points in 11 above)

Varieties of community-led governance

This case offers some interesting insights into variations of community-led co-creation. While the community in this case lead the co-creation, it cannot be understood as a bottom-up or even movement driven collaboration, as is often envisaged by the term of 'grassroots co-creation'. In this case, the citizens engaged in the Taskforce are highly skilled and knowledgeable community leaders. As one interviewee put it: "This was community at the big end of town". Future research could develop a more nuanced typology of the various kinds of community-led co-creation projects, from expert citizens through to more grassroots interventions.

Engagement of state and corporate actors in community-led co-creation projects

This case raises questions about why and how state and corporate actors might engage in community-led co-creation. Future research could explore:

- a) What are the reasons why state and corporate actors want to engage and support community-led co-creation?
- b) How can state and corporate actors best engage, resource, and support community-led co-creation projects without taking control?
- c) How can communities engage in co-creation projects with state and corporate actors, while also maintaining their agency and autonomy?

Speed of collaborative governance for innovative green transitions

This case points to some of the temporal issues facing co-creation for green solutions. The collaborations need to be fast enough to demonstrate impact/action in order to keep participants engaged in the collaborative work. On the other hand, the collaborations need to be slow enough to build trust, rapport, and relationships. Much of the focus of the deliberations of GMR Taskforce is centred on trying to ‘keep up’ in a rapidly changing and complex governance and technological context. Yet to date much of their work has been centred on ‘sense making’, leaving the GMR Taskforce with less time to facilitate, find funds for, or drive forward practical pilot projects that could serve to build their public profile and demonstrate their impact.

Scoring and analysis of governance factors

1. Perceived importance of biosphere conditions

QCA score:

- 0
- 0.33
- 0.66
- 1

Scoring confidence:

- Low confidence
- Medium confidence
- High confidence

Data sources:

- Interviews
- Documents
- Observations

Please elaborate on the reasoning behind your scoring for this governance factor:

Biosphere conditions have been a strong motivating factor for collaborations in the Taskforce.

The millennium drought, which ran from late 1996 until mid-2010, was mentioned by almost all interviewees as a significant biophysical trigger for the community to develop a Resilience Strategy for the region and to establish the GMR Taskforce to oversee its implementation. This drought, which was mostly experienced in the southern part of the continent, has been the “longest and most serious drought in Australian history” (Heberger 2011). In the region, the drought resulted in extreme water scarcity, bushfire, fish kills, and widespread impacts on agricultural production and local environments.

Interviewees also mentioned the increased occurrence and severity of extreme events under a changing climate, especially bushfires and floods. The major flooding event in 2022 was a driver for recent tangible advocacy outputs.

Further evidence is that biophysical conditions are listed in the Terms of Reference of the Taskforce (GMR Taskforce 2023a). Water scarcity and changing land management are identified as a key concerns and justification for the adoption of, and advocacy for, embedding resilience thinking in governance practices across the region. Some of these pressures are due to the impacts of climate change, while others are due to impacts of new regulations in the region, such as national water policies to boost environmental flows in the Murray Darling Basin, resulting in reduced water allocations for irrigation in the region (GMIDWL 2018).

We have scored 1 because biophysical conditions (particularly water scarcity) was consistently mentioned as a key motivator to collaborate by all interviewees. We note that some interviewees mentioned other motivators, such as the need to drive place-based economic development and related impacts on viability of regional communities.

2. Legislation, programs, and formal goals

QCA score:

- 0
- 0.33
- 0.66
- 1

Scoring confidence:

- Low confidence
- Medium confidence
- High confidence

Data sources:

- Interviews
- Documents
- Observations

Please elaborate on the reasoning behind your scoring for this governance factor:

Overall, the GMR Taskforce is a community-led collaborative space; in this sense it is not constrained or driven by relevant government frameworks or laws at the federal, state, or local level. That said, there are significant pieces of legislation, and numerous policy directives and programs that have provided either a) a strong impetus for the GMR Taskforce’s formation because they were found wanting, or b) supportive institutional conduits for the GMR Taskforce’s ongoing advocacy work. Whereas the former policy settings are unsupportive (and effectively gave rise to the GMR Taskforce), the latter policy settings support the collaborative work of the Taskforce. Given this mix of unsupportive and supportive policy settings, **we have scored this GF as 0.66.**

Below we provide further context and justification for our scoring. First, we describe Australia’s federal system and the location of the GMR Taskforce within it. Second, we provide evidence of the mixed supportive and unsupportive policy context of the GMR Taskforce.

Governance context: a complex federal system where regional planning is piece meal and short-term

The governance context in which the GMR Taskforce is situated is complex. It operates in a federal system with three levels of government, and its work interfaces in different ways with federal, state, and local government policies and programs.

Division of powers in Australia’s federal system:

Under the Australian constitution (which came into effect in 1901), the federal government has exclusive powers over a discrete set of national issues (such as tax, social welfare, defence and national security, trade, tertiary education, and Indigenous affairs) and it has concurrent powers (with state governments) on a number of policies issues, including environmental management and water policy (see Fenna 2023a). While the framers of the Australian constitution envisaged a highly decentralised model of federalism, over the past century, the federation has become more and more centralised, with the federal government exercising fiscal control through its funding allocations; for example, most taxes are collected by federal government, and then distributed to the five states and two territories for policy expenditure.

Notwithstanding this trend towards centralisation, state and territory governments in Australia hold considerable responsibility and power over most major areas of public policy including land management, environmental protection, education, policing, hospitals, transport, emergency management, criminal and civil law, mining, energy, water and waste management, and local government. This is not just a story of states delivering most of the public services; state governments are sites of significant policy leadership and innovation in Australia, as seen during the COVID-19 pandemic (Fenna 2021), and in ongoing work on climate governance (Fenna 2023b).

The third tier of government in Australia, local government, is not mentioned in the constitution. Local government is thus a creature of state governments; each state government has their own policies on how they govern and oversee the local government areas in their jurisdiction (Ryan and Lawrie 2023). Today there are 537 local governments in Australia (also referred to as 'councils' and 'shires') and they range in population size and land area. In terms of governance, local government in Australia has conventionally had limited policy functions, though this is changing somewhat with the push for more place-based service delivery. Core areas of responsibility include local (not regional) planning and development issues, community health, childcare and youth services, libraries and aquatic centres, economic development, and local environmental and waste management (Ryan and Lawrie 2023).

Regional development has traditionally been viewed as state government responsibility because under the constitution, states are responsible for key issues affecting regions such as land use planning, resource management, infrastructure, planning, and transport (Haslam McKenzie 2023). That said, a number of national policies under the federal government disproportionately affect regional people and the liveability of their regions, especially policies related to water and climate, energy, and transport (Haslam McKenzie 2023).

The Taskforce covers an area determined by a geographical boundary (two neighbouring catchments) rather than an administrative boundary (see 1. Background above). The region is known as the Goulburn Murray Irrigation District (GMID), but this regional boundary is not administratively meaningful beyond water irrigation policy. This redrawing of the region around water issues, however, was intentional by the community leaders who helped develop the Resilience Strategy and its Taskforce. Interviewees explained that they intentionally wanted to promote resilience across the communities located in both the East and West catchments in the region. As one of the founding actors explained in an interview: "at the time, none of the existing projects were working at the right scale". One consequence of seeking to promote resilience thinking at a regional scale (as opposed to the scale of local or state government) is that the GMR Taskforce focusses on a geographical area that does not correspond easily to existing state or local government boundaries. Specifically, it is much larger than one local government area, and yet smaller than an entire state government.

GMR Taskforce and state government:

The most relevant layer of government for the Taskforce is the state government of Victoria, as it has powers over regional planning, water and land use, and agricultural policies, emergency planning and

recovery. Representatives from relevant state government agencies and departments governing these issues are listed as members of the GMR Taskforce (for example, Department of Energy, Environment and Climate Action, DEECA, and Agriculture Victoria).

Within the Victorian government there are numerous agencies and policy initiatives of relevance to the GMR Taskforce. Agencies of particular significance include:

- a) **Regional Development Victoria (RDV):** RDV is the Victorian state government’s agency for rural and regional development with a strong emphasis on economic development.³ According to its website, “RDV operates in partnership with regional businesses and communities, and all tiers of government to deliver the Government’s regional development agenda and instigate positive change for regional and rural Victorians”. RDV has established nine Regional Partnerships (which are advisory bodies) that are composed of local representatives from industry, government and the community.
- b) **Catchment Management Authorities (CMAs):** These administer place-based (regionally-focused) natural resource management programs. Across the state of Victoria there are 10 CMAs that are “responsible for integrated planning and coordination of land, water and biodiversity management in each catchment and land protection regions. Each Catchment Management Authority is structured to maximise community involvement in decision-making.” The relevant CMAs in the region of the GMR Taskforce include:
 1. Goulburn Broken CMA
 2. Northern Central CMA
- c) **Department of Energy, Environment and Climate Action (DEECA)**
- d) **Agriculture Victoria**
- e) **Emergency Management Victoria** (particularly its Risk and Resilience Grants Program)
- f) **Two regional water utilities** (both state-owned corporations i.e. government statutory authorities that are reportable to the Victorian Minister for Water)
 1. Goulburn-Murray Water
 2. Goulburn Valley Water

GMR Taskforce and federal government

The GMR Taskforce does not have any formal links, or members to federal agencies. There are, however, several federal government agencies and national initiatives that relate directly to some of the key substantive policy issues that the GMR Taskforce is seeking reshape. These include circular economy, national water policies, climate adaptation, and emergency and disaster recovery. Some of the most relevant federal programs and initiatives for the GMR Taskforce include:

- a) Review of the Murray Darling Basin Plan⁴
- b) Regional Development Agency
- c) Circular Economy Advisory Group
- d) Research on water governance (One Basin CRC)

³ <https://www.rdv.vic.gov.au/about-rdv/who-we-are> Accessed 16 Nov 2023.

⁴ <https://www.mdba.gov.au/water-management/basin-plan/2026-basin-plan-review>

GMR Taskforce and local government:

While the GMR Taskforce is driven by different community members from across the region, connections and engagement with the five local governments in the area is relatively inactive. We conjecture that this is largely because the GMR Taskforce is seeking to take a regional perspective and shift beyond the specific geographic focus of local government. The five local government areas in the region include:

- a) Greater Shepparton City Council
- b) Campaspe Shire Council
- c) Gannawarra Shire Council
- d) Swan Hill Rural City Council
- e) Loddon Shire Council

The GMR Taskforce includes a member from the Murray River Group of Councils – which is effectively a local government advocacy group in northern Victoria that comprises Mildura Rural City, Swan Hill Rural City, Gannawarra Shire, Loddon Shire, Campaspe Shire, and Moira Shire Councils.

Justification of scoring

The GMR Taskforce is a community-led collaborative space; in this sense, it is not driven by a government agency, framework, or laws at the federal, state, and local level. However, there are a number of significant pieces of legislation and policy directives, particularly at the state and federal government level that have either provided the impetus for the Taskforce’s collaboration, or have offered a conduit for its advocacy work.

Unsupportive policy settings: According to most interviewees we spoke with, the policy settings around water, land, and regional development in the Goulburn Murray are not just complex, but piecemeal, ad-hoc, poorly resourced, and not regionally meaningful. Various state and federal programs and initiatives are perceived as lacking a place-based perspective, and long-term planning. Key policy areas cited by interviewees as problematic (unsupportive) include:

- a) National water reform policies – specifically, reduced allocations to irrigators in the Murray Darling Basin, and the return of water to environmental flows, has been a core driver for the establishment of the GMR Taskforce (see Connell 2011). This is so-called ‘water buy backs’ program is infamous in Australia for its failed community engagement efforts (see Tan and Auty 2017). The Goulburn Murray region has been impacted by these federal water policies, and tokenistic consultation to reduce water allocations, and going forward, further water cuts are expected to have significant impacts on the region’s capacity to grow food and produce agriculture commodities.
- b) Relevant state government ecological and sustainability programs – were also criticised for being too focussed on dramatic rapid transitions, with limited attention to the kind of slow decline occurring in the region due to changing land use patterns (a shift away from agriculture). Which in turn, are due to national water reforms and a changing climate.
- c) There are policy areas (such as agriculture and circular economy) where the GMR Taskforce does not appear to be actively engaged with or well supported by relevant agencies and/or regulatory settings. For example, several interviewees explained how some of the existing regulations on waste management (state and local government responsibility) make it almost impossible to experiment with novel innovations aimed at closed loop waste management or circular economy more broadly.

Supportive policy settings: Simultaneously, the GMR Taskforce is operating in a policy environment that is supportive of its commitment to community-led governance and strategic regional development. The key agencies and their programs that support the work of the GMR Taskforce include:

- a) **Regional Development Victoria (RDV)**, the Victorian state government’s agency for regional development (see above). RDV has had a high-level of involvement in the GMR Taskforce as they have provided funding and in-kind support for the community of the Goulburn Murray region to develop the Resilience Strategy, and continue to provide administrative support for the Taskforce, which was set up to implement the Strategy. RDV has funded consultants to assist the GMR Taskforce with evaluation and strategic planning. RDV actors also assist the GMR Taskforce by connecting it to relevant policy networks within the Victorian state government and also to federal agencies and programs.
- b) **Long-term collaborative governance**, and resilience thinking undertaken by the Goulburn Broken CMA (GBCMA), which is a state government entity that works between local communities and state government on natural resource management issues (see above). According to several interviewees, the GBCMA actively worked with community leaders in the region to establish the GMR Taskforce (see 1. Background above). Data from interviews and observations confirm that the GMR Taskforce regularly draws on GBCMA’s extensive experience with successful community-led natural resource management, and its knowledge of resilience thinking in regional development to support the GMR Taskforce. It also supplies and funds research of relevance to the GMR Taskforce, for example on driving a circular economy, and on water and land use modelling and data (see GBCMA 2021a,b; GBCMA 2023).
- c) **Various policy initiatives on circular economy at state and federal level**, aligns with the circular economy work that the Taskforce is seeking to promote in the Goulburn Murray Region. These state and federal government initiatives include:
 - d) Circular Economy Federal Advisory Group – meetings with Advisory Group Members with a view to influence with advocacy for ‘place-based’ approaches
 - e) State government grants in circular economy, hydrogen and bioenergy.

Overall, we have scored GF2 as 0.66 due to this mix of unsupportive and supportive policy settings. A driving factor in the establishment of the Goulburn Murray Resilience Strategy and the GMR Taskforce was to address unfavourable policy settings by promoting more integrated and long-term decision making for the region’s development. Indeed, agenda documents from one of the early consultation workshops held in 2018 (Workshop I) reveal that the Resilience Strategy was never intended to serve as a planning blueprint *per se*. Rather, it was about trying to establish “an effective integrated governance process”.⁵ Specifically, the community actors driving the development of the Strategy sought to:⁶

- a) Provide a clear, single voice for the region to advise decision makers and funders/investors on the regions needs opportunities and priorities
- b) Provide a central co-ordination point for change
- c) Ensure accountability
- d) Enable communities to participate in the decisions that affect them.

⁵ Taken from internal documents provided to research team: “Brief for further development of actions agreed to at the Vision workshop held on 10 May 2018”

⁶ Ibid.

In order to achieve these goals, the community drew on favourable policy settings within RDV, and the knowledge and skills within CMAs, to develop a Resilience Strategy and then set up the GMR Taskforce. Without these settings and skill sets within RDV and the CMAs, the community would not have had this venue for its work.

3. Relative openness of public governance paradigms

QCA score:

- 0
- 0.33
- 0.66
- 1

Scoring confidence:

- Low confidence
- Medium confidence
- High confidence

Data sources:

- Interviews
- Documents
- Observations

Please elaborate on the reasoning behind your scoring for this governance factor:

The GMR Taskforce operates in a public governance environment that is relatively open to collaborative modes of policy making, especially with community input. While the public sector in the state of Victoria has pockets of bureaucratic control and New Public Management inspired programs, its overriding governance approach to regional planning subscribes (not explicitly) to ideas associated with New Public Governance, which values and favours networked collaboration (Osborne 2006).

We have scored this GF as 1 for the following reasons:

- a) Relevant state government agencies actively support collaboration, especially Regional Development Victoria (RDV), and the relevant Catchment Management Authorities (CMAs).
- b) Some state government agencies have extensive experience with working in collaborative ways with communities (for CMA example, see GBCMA 2021b).
- c) Evidence from interviewees, observations, reports, and evaluations reflect that actors from all sectors value collaborative governance, especially to work on place-based problems (see GBCMA 2021b; Olsson 2023).
- d) The Chair of the GMR Taskforce is strongly committed to working collaboratively across sectors. Consider the following summary in a press article about her work in driving forward circular economy opportunities in the region (Edwards 2022):

“[she] believes strong governance requires bringing together a broad range of multi-disciplinary experience. Working in areas such as public-private partnerships, probity, commercial and financing, as well as a strong understanding of the region’s communities, industries and governments will be vital. This kind of governance will be very important for the ultimate success of a circular economy.”

While we have scored as 1, it is important to note that the level of support from the State government *could be much stronger*. According to several interviewees, the state government (especially RDV) could do more to strengthen the GMR Taskforce’s capacity and influence, by:

- a) Providing funding for concrete green solution projects. To date, RDV’s financial support has been limited to largely administrative and strategic work and there have been no additional funds to enable the GMR Taskforce to undertake practical green transition projects.

- b) Integrating the GMR Taskforce’s ideas into core aspects of RDV’s regional planning work, and connecting relevant decision makers and senior policy managers to the Taskforce and its proposed interventions.
- c) Formalising connections and communication between the GMR Taskforce and other related collaborative spaces in the region to avoid duplications and/or disconnects.

Support from local and federal government could also be strengthened. Based on our observations and interviews we found that:

- a) Government representatives from the three relevant local government areas are not on the GMR Taskforce (though we understand from the Chair that they were invited at some stage to become members).
- b) Some actors from relevant Federal government agencies and initiatives attend the GMR Taskforce to present information and updates to members (e.g. on the Murray Darling Basin Plan Review) but support in the form of funding or joint-problem solving is absent.
- c) Although some of the GMR Taskforce priorities are aligned with Federal government initiatives, these priorities are regionally driven (for example, Circular Economy – see GF 2) and opportunity for the Taskforce to engage with these initiatives at federal level are largely constrained to providing submissions and undertaking advocacy.
- d) Further, some GMR Taskforce priorities align with Paris Agreement and SDG global governance initiatives but there is no explicit mention of these, or attempts to draw connections or leverage these initiatives.

4. Formalized institutional channels for citizen participation and community mobilization

QCA score:

0

0.33

0.66

1

Scoring confidence:

Low confidence

Medium confidence

High confidence

Data sources:

Interviews

Documents

Observations

Please elaborate on the reasoning behind your scoring for this governance factor:

Formal channels for citizen participation (beyond voting) are widespread in the region at all levels of government (federal, state, local government), and there are strong norms around collaborative ways of working with communities. (For examples of various participatory opportunities for citizens in the Goulburn Murray region, see list below. For a general overview of participatory and collaborative norms in Australia, see Hendriks (2012); Hendriks & Colvin (2023).

The GMR Taskforce is operating in a format that is seen in other regional Victorian areas supported by Regional Development Victoria (RDV). However, the GMR Taskforce has some unique features, including its explicit focus on resilience (rather than on transitions) and that it is community-led.

Although the GMR Taskforce is a community-led initiative, the state government provides some support for the Taskforce via RDV and CMAs (see GF2 and GF3). There is also evidence that some GMR Taskforce members who are employed by state government agencies work within their own organisations to integrate the perspectives and ideas from the Taskforce into other channels and governance networks.

There are numerous and diverse institutionalised channels and procedures for communities in the region to provide advice, input and make representations on resilience, water and land governance, and regional planning issues. The key consultative/governance bodies include:

- a) **Goulburn Regional Partnership**: this is a government appointed community advisory body for the state government agency, RDV. This Partnership covers a similar but not exact geographical area as the GMR Taskforce. The Partnership is more formal and meets less frequently than the Taskforce. The RDV Partnership and its members are formally appointed by the Minister for Regional Development to provide community advice on planning issues in the region. According to interviewees, RDV Partnerships are focused around policy topics set by the minister and his/her department (as opposed to themes selected by community actors).
- b) **Regional Development Australia's (RDA) Hume and Loddon Valley Committees**: these are government-led community committees that advise the federal government's Regional Development Agency (RDA) on specific issues relevant to these regions.
- c) **Boards of two relevant state-owned water and wastewater corporations, Goulburn Valley Water, and Goulburn Murray Water**: their independent boards of directors report annually to the Victorian Treasurer and Minister for Water.
- d) **Boards for the Committee for Greater Shepparton, and the Committee for Echuca Moama**: regionally-based advocacy organizations seeking to promote and advocate for business and development opportunities for their localities.
- e) **Board of the Goulburn Murray Community Leadership foundation**: a community based not-for-profit that runs community leadership programs in the region.
- f) **Indigenous think tank (Kaiela Institute)**: which has developed the Goulburn Murray Regional Prosperity Plan.
- g) **Board of Directors for the Catchment Management Authorities (CMAs)**: Goulburn Broken CMA, and Northern Central CMA.
- h) **The five local governments (Local Councils) in the Goulburn Murray region**: also have a number of citizen committees and advisory decision makers working on particular issues. For example, Greater Shepparton Council has a number of 'community asset committees' that manage Council facilities and provide advice and information on a range of issues areas.

Numerous local community groups are also actively engaged in collaborations with local governments, CMAs, and state government agencies in the region. The most relevant of these to the work of the GMR Taskforce include:

- a) **Goulburn Murray Region Action Working Group (GMRAWG)**: this began as a small group of community leaders working on natural resource management and resilience thinking in the region. GMRAWG played a key role in what eventually grew into the Resilience Strategy, and the GMR Taskforce (with some assistance from other community leaders). According to interviewees,

GMRAWG continues to meet bimonthly and is pushing along similar themes to the GMR Taskforce, but it's work is described as "less captured by government" than the Taskforce.

- b) Goulburn Murray Landcare Network (GMLN)
- c) Goulburn Murray Climate Alliance (GMCA)
- d) Trust for Nature
- e) Transition Tatura

There are also many other participation channels for the Taskforce and its members to engage in direct advocacy for key intervention areas, such as submissions to various state and federal government inquiries. For example, the GMR Taskforce made a formal written submission to the Inquiry into the 2022 Flood Event in Victoria by the Parliament of Victoria (GMR Taskforce 2023b).

Based on our observations of meetings, the GMR Taskforce collaborations not only assist its members to keep on top of, and make sense of, all the participatory and collaborative activities going on in the region, but it also fosters connections between them, and encourages long-term systemic thinking. In one meeting, the Chair of the GMR Taskforce used the metaphor of a "tentacle" to describe how GMR Taskforce members are all trying to tap into their relevant community, policy networks, and collaborative platforms to introduce and embed resilience thinking.

Given diverse institutionalised opportunities for community input and participation (both in the state and civil society) **we have scored this GF as 1.0.**

Some noteworthy reflections:

- a) The GMR Taskforce operates in a crowded participatory context and this has implications for how much policy attention it can attract, the availability and willingness of local people to participate (especially from the community) and its capacity to attract funding and resources.
- b) Some interviewees were divided on this particular GF. Some saw the very existence of the GMR Taskforce as evidence that formalised channels for community engagement in the region are not working. Others saw the GMR Taskforce as another avenue of community input; one that provides a more informal opportunity for community leaders from the region to connect into and shape government policy and business ventures.
- c) We suspect there is significant overlap in the membership and advocacy work of various committees and platforms of community engagement, but formalised opportunities for cross-fertilisation do not exist. For example, communication between the GMR Taskforce and RDV's Goulburn Regional Partnership appears to be ad-hoc and relatively informal. However, a more regularised even formal relationship between these two spaces of collaboration was originally envisaged in the community's Resilience Strategy (Resilience Strategy 2020: 31):

"The Regional Resilience Taskforce will be established under the Regional Partnerships structure. It would not seek to replace or duplicate the existing Regional Partnerships, but would provide a cross cutting structure to complement their work and to integrate and address the particular issues needed to deliver the regional resilience strategy."

Figure 3 shows how the relationship between the community, the GMR Taskforce and the RDV Partnerships is envisaged in the Resilience Strategy; note how the Taskforce (referred to as the ‘community board’) is to ‘report via’ the RDV Partnerships.

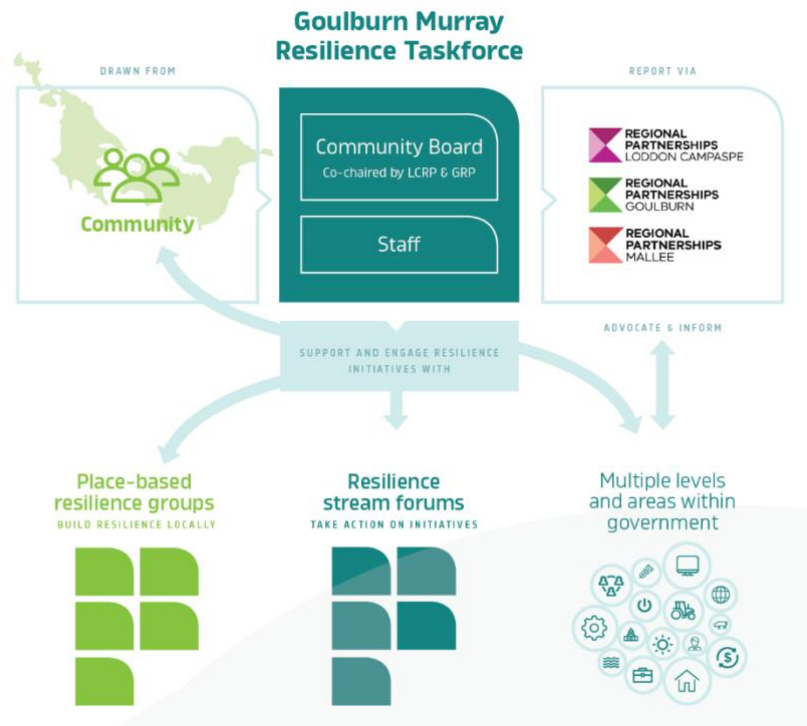


Figure 3: The GMR Taskforce and the RDV Partnerships in the Goulburn Murray Resilience Strategy (Resilience Strategy 2020: 32).

Our research finds that there does not appear to be any regular contact or effective cross fertilisation between these two spaces of collaboration, apart from one joint member, and a couple of RDV staff jointly administering both. As far as we understand there is no formal reporting by the Taskforce to RDV’s geographically relevant Regional Partnership (Goulburn).

While the GMR Taskforce is itself a space of community engagement and mobilization, its role in fostering broader community engagement and/or mobilisation has been minimal to date. Apart from a few one-off community information sessions (for example on Circular Economy), there is no evidence that it has sought to engage the broader community in its resilience activities, at least in any systematic or in-depth way (see GF5 below).

5. Mechanism for ensuring top-down government and bottom-up social accountability

QCA score:

- 0
- 0.33
- 0.66
- 1

Scoring confidence:

- Low confidence
- Medium confidence
- High confidence

Data sources:

- Interviews
- Documents
- Observations

Please elaborate on the reasoning behind your scoring for this governance factor:

The GMR Taskforce has some mechanisms in place to ensure for top-down governance accountability but there is little evidence of bottom-up social accountability vis-à-vis local communities and the public.

Top-down accountability: The GMR Taskforce has formal Terms of Reference in place (GMR Taskforce 2023a), a Resilience Strategy to guide its work (Resilience Strategy 2020), and a small amount of government funding (allocated via Regional Development Victoria (RDV)). The secretariat support provided by RDV for assistance with administrative and governance related matters has ensured that the GMR Taskforce has routinized meetings (with agendas and minutes), and a [public website](#) hosted by RDV with a downloadable link to the Resilience Strategy. RDV secretariat also promotes regular discussion and exchanges between the primary state government actors (RDV and the Catchment Management Authorities, CMSs) and the Chair (a community representative). Additionally, the GMR Taskforce has its own [website](#) with a link to the Resilience Strategy and list of members (note: this website is difficult to find using common search engines, and so is unlikely to be easily found by the broader public).

Bottom-up Social accountability: There is no formal accountability from the GMR Taskforce to the public, apart from the appointment of nine community members. These members are ‘active citizens’ with strong leadership capabilities and knowledge. There are no formal mechanisms for citizens from marginalised communities to engage in the GMR Taskforce collaborations, for example, individuals from Indigenous communities, diverse ethnic communities, or from low-income households. There are, however, informal avenues through which views from marginalised groups are heard. For example, in relation to engagement with Indigenous people, the Chair explained (email 19 Nov 2023):

...my thoughts have been that rather than inviting people into a non-aboriginal space, that Taskforce members actively work in the aboriginal space and bring this back to the taskforce as appropriate.

Interviews reveal that there is a desire among some members to report back to the community and engage more publicly than they have done so date. Many interviewees reflected that it would be difficult for ordinary members of the public to know about the GMR Taskforce. Social accountability emerged as a theme at the reflective Planning Workshop. Indeed, the need for the GMR Taskforce to “report back to the community on the implementation of the Strategy and Taskforce activities” was listed as a theme for “future consideration” (RMCG 2023: 6). However, this theme did not make it into the GMR Taskforce’s list of top 10 priority areas for the next two years (RMCG 2023).

We have scored the GF as 0.33 and not 0.66 because there is some top-down accountability in that the GMR Taskforce complies with RDV’s administrative requirements but there are no routinized forms of accountability in place such as annual reports, nor statements of achievements or actions. Bottom-up forms of accountability to the public have not been prioritized by the GMR Taskforce, and amount to only a few ad hoc public events on specific topics over two years. Moreover, while feedback has been sought from GMR Taskforce members, it remains unclear how their feedback is shaping the Taskforce and its activities moving forward.

6. Strategic agenda-setting by means of translation

QCA score:

- 0
 0.33
 0.66
 1

Scoring confidence:

- Low confidence
 Medium confidence
 High confidence

Data sources:

- Interviews
 Documents
 Observations

Please elaborate on the reasoning behind your scoring for this governance factor:

Whilst some participants are aware of the Sustainable Development Goals (SDGs), none mentioned the SDGs having any effect on the direction of, or impetus for, the project. Some interviewees speculated that they may have been referred to in the very beginning, during the Resilience Strategy's formation, but ultimately resilience and systems thinking became the preferred model around which the Taskforce's work was conceptualised and communicated.

We have scored this GF as 0 as there is no reference to the UN SDGs in the project documents. SDGs were not mentioned in the interviews nor observed in meetings and Planning Day.

That said, we do understand that the GMR Taskforce is involved in some university-led projects, such as [The Local SDGs Program](#) (led by Deakin University) that is using SDGs to model future scenarios for the Goulburn Murray region. As part of this research, the Goulburn Murray region has also been used as a case study to examine the synergies and trade-offs between different SDGs at the local level (Bandari et al. 2022). These university-led research projects do not appear to have influenced the establishment of the Resilience Taskforce, and it was not mentioned to us by any interviewee. There was a presentation about this research at the GMR Taskforce meeting on 3 November 2023, but the focus was on future scenarios rather than SDGs.

7. Construction of narratives about successful multi-actor collaboration

QCA score:

- 0
 0.33
 0.66
 1

Scoring confidence:

- Low confidence
 Medium confidence
 High confidence

Data sources:

- Interviews
 Documents
 Observations

Please elaborate on the reasoning behind your scoring for this governance factor:

All members of the GMR Taskforce are experienced collaborators and community leaders. Their motivations for participating stems from a mix of positive and negative stories of collaboration in the region.

Positive narratives on collaboration between community and government are drawn from the 1980s project on ground water salinity (Wilkinson and Barr 1993; GBCMA 2021b). Additionally, Landcare (now an Australian-wide network of environmental care groups) is an example of a community-led initiative in

this region which the Victorian, then Australian government subsequently became involved in running during the same period (Robins 2018). Since then, there have been a number of successful collaborative spaces for community-led problem solving, for example, the community group – Goulburn Murray Regional Action Working Group (GMRAWG), which was a community-led initiative that was important in seeding the Resilience Strategy and the GMR Taskforce (see GF4). There has also been extensive community-based work undertaken by the two relevant Catchment Management Authority (CMAs) in the Goulburn Murray region (e.g. see GBCMA 2021b).

Negative narratives were also a motivator for members to collaborate in the GMR Taskforce. Interviewees describe wanting to engage in the GMR Taskforce because they were “sick of things being done to the region without our input”. Several interviewees expressed how they felt that state and federal government agencies did not understand the issues facing their region (with its particular economy based on agriculture, and the opportunities that circular economy projects could bring). The main cited example of negative collaboration was the federal government’s poorly executed community consultation over the Murray Darling Basin Plan which took place between 2009-2012 (see Tan and Auty 2017). Interviewees explained that during this period communities in region felt that there was little or no opportunities for them to have a timely and meaningful say on the proposal to reduce water allocations for irrigation.

8. Building or harnessing institutional platforms and arenas

QCA score:

0

0.33

0.66

1

Scoring confidence:

Low confidence

Medium confidence

High confidence

Data sources:

Interviews

Documents

Observations

Please elaborate on the reasoning behind your scoring for this governance factor:

The Taskforce effectively utilises email, online platforms, hybrid settings, and face-to-face venues to support its collaborations.

Online and Email: The GMR Taskforce uses Microsoft Teams for its online meetings via videocall. This is a well-suited platform for collaboration given that members of the GMR Taskforce are spread out across a large region (north-west Victoria). Indeed, digital participation has enabled more members of the Taskforce to regularly collaborate, because they are not required to drive long distances (sometime up to 2-3 hours). Minutes and meeting papers are circulated via email by Regional Development Victoria (RDV) staff to GMR Taskforce members.

The collaboration via meetings appears to occur in working hours, so this constrains participation to those whose organisations will support them to attend, or whose work is flexible enough that they can attend during ordinary working hours.

Hybrid: At a few meetings we observed the GMR Taskforce meeting in hybrid mode. In these instances, a small group of members gather in person (around a board table for example), and then join the rest of the members online. Members appear to collaborate well in this hybrid mode.

Face-to-face: Occasionally, members of the GMR Taskforce meet face-to-face. For example, at the Planning Workshop (held June 2023), the GMR Taskforce came together for a full workday to discuss in-person at a conference venue (local motel) in one of the regional centres in the GMID, Echuca. This workshop was set up to encourage interactive discussion and dialogue. The process was supported by a professional facilitator from the same consulting company (RMCG) that ran the collaboration to form the Resilience Strategy.

We have scored this as 1 because our observations reveal that the digital meetings, hybrid settings and face-to-face arenas are well-planned, well-paced, and well-facilitated for collaborative purposes.

9. Provision of access to blended financing

QCA score:

0

0.33

0.66

1

Scoring confidence:

Low confidence

Medium confidence

High confidence

Data sources:

Interviews

Documents

Observations

Please elaborate on the reasoning behind your scoring for this governance factor:

The GMR Taskforce has access to only one source of funding, which is from the Victorian state government via the agency, Regional Development Victoria (RDV). To our knowledge RDV has funded the following:

- a) a consultant to work with the community to develop the original Resilience Strategy
- b) \$US130, 000 in cash for catering and small projects
- c) In-kind secretariat support.

Some of the GMR Taskforce's outreach work has been funded by other state government entities, such as the Catchment Management Authority (in areas of overlapping interests).

We have scored 0.33 because in addition to RDV funding, the GMR Taskforce is supported by in-kind contributions in the form of salaried time of members whose organisations support them to participate during working hours. These organisations span community, business, and government. All members (including the Chair) donate their time in terms of participation on the GMR Taskforce in an in-kind/volunteer capacity. Some members have applied for state government grants through their own organisation to access funds to undertake work of joint relevance to their organisation and the GMR Taskforce, for example, the CMA accessed funds from DEECA to produce a report on how to 'drive a circular economy' in the Goulburn Murray region (GBCMA 2023).

Some other points of reflection:

- a) There is significant uncertainty about whether the GMR Taskforce will continue to be supported by RDV.
- b) Interviewees had varied views on whether blended finance might be a viable option to fund the GMR Taskforce and its activities going forward. Some thought a co-contribution model could work well, while others thought that a blended finance model would only add complexity to the GMR Taskforce and that the legal issues to set it up would be very challenging. Others suggested that the GMR Taskforce would be nimbler if it were fully financed by philanthropic funds, i.e. receiving no funding from government or private sector at all.

10. The capacity to leverage support from authorities to enable local collaboration

QCA score:

0

0.33

0.66

1

Scoring confidence:

Low confidence

Medium confidence

High confidence

Data sources:

Interviews

Documents

Observations

Please elaborate on the reasoning behind your scoring for this governance factor:

Local collaboration is enabled and enhanced through the support of some (but not all) of the relevant government authorities. Regional Development Victoria (RDV) and the relevant Catchment Management Authorities (CMAs) are part of the GMR Taskforce collaboration directly, but relation to other relevant government authorities is primarily undertaken through advocacy (see also GF3, and pages 14-15).

As detailed above there is routinised and regular communication between the Chair (who is a community representative) and various bureaucrats from RDV and CMAs. Our observations reveal that these state actors not only attend meetings and actively participate as members, they also play an important supportive role behind the scenes. Together with the Chair, they offer information and advice, provide contacts and networks, identify opportunities for advocacy into the policy system, and assist with planning and reviews.

We have scored as 0.66 and not 1 for the following reasons:

- a) RDV support has been mostly administrative and mostly in-kind. Funds for actions and projects have been scarce and ad-hoc. For example, RDV provided funds for the development of the original Resilience Strategy but they have not invested in its implementation. In this sense the Resilience Taskforce's role is limited to knowledge sharing and informal advocacy via networks that members bring to the collaborations. One interviewee described its function as "a thinktank not an implementation body"; it performs a bridging and translation role connecting top-down (government initiatives) with bottom-up (activities that are happening on the ground).
- b) Interviews with the community leaders that helped establish the GMR Taskforce reveal that RDV rejected the community's original proposal which was for RDV to fund an independent secretariat (not a secretariat through RDV).

- c) The GMR Taskforce is also not well integrated into RDV’s core business, nor is it actively connected to the relevant community advisory body of the Minister (RDV’s Goulburn Regional Partnership), (see GF 3 and GF4). Total support would be a situation where GMR Taskforce and Goulburn Regional Partnership were closely linked in their work as originally envisaged in the Resilience Strategy.
- d) The GMR Taskforce has not (yet) been able to reduce red tape or change systemic thinking in local or state government agencies. According to a couple of interviewees the GMR Taskforce has been infiltrated by government. They claim that RDV has not done enough to facilitate or enable the GMR Taskforce to push forward the kind of work it aspires to do.
- e) *Not all* relevant key authorities demonstrate substantive support for the GMR Taskforce. While the GMR Taskforce has been able to leverage significant knowledge sharing and capacity building from RDV and CMA (state agencies), in our assessment, some key institutions are not consistent participants in GMR Taskforce’s collaborations (e.g. its meetings and Planning Workshop). These include: representatives from the five local governments in the region, some relevant state government agencies (e.g. Agriculture Victoria, Department of Energy, Environment and Climate Action (DEECA)), and representatives from some federal government agencies (e.g. Regional Development Australia).

11. Inclusion and empowerment of relevant and affected actors

QCA score:

- 0
- 0.33
- 0.66
- 1

Scoring confidence:

- Low confidence
- Medium confidence
- High confidence

Data sources:

- Interviews
- Documents
- Observations

Please elaborate on the reasoning behind your scoring for this governance factor:

The GMR Taskforce could be categorised as ‘community-led’ co-creation, but it is a particular slice of the community. As one interviewee put it, “this was community at the big end of town”. Members are considered “community leaders”; they are well-educated, highly skilled people who are well-networked into the higher echelons of the region. In this sense, the GMR Taskforce is a relatively elite collaborative space.

In terms of representation, some measures have been taken by the Chair and Regional Development Victoria (RDV) to ensure that the membership of the GMR Taskforce is diverse overall, and that affected sectors are well represented. For example, they have conducted a rough skills matrix and considered adequate representation of viewpoints and members from across the GMID region. In terms of descriptive representation, the GMR Taskforce includes a mix of ages (although young people are not represented), relatively even numbers of women and men, and one member from the LGBTQI community. Overall, there does not appear to be much cultural and linguistic diversity within the committee membership, with only one non-Anglo member.

Recruitment and selection of members focuses on highly skilled people with strong (already established) networks of influence that can be directed toward achieving GMR Taskforce goals. To become a member, people are required to respond to an advertisement in the paper and then write an Expression of Interest to the Secretariat. As far as we are aware, there has been no specific recruitment of people representing marginalised perspectives, lower socio-economic groups, or ethnic minorities. Some of the local Indigenous people (e.g. the Yorta Yorta) have been invited to participate as a member of the GMR Taskforce, but this was not taken up due to time constraints and prioritisation of effort. Input from marginalised groups come via the networks and other spaces that the GMR Taskforce members are involved in.

The GMR Taskforce has made some attempts to take specific issues out into the broader community through daylong forums on key issues. For example:

- a) Public event (July 2022): Opportunities in the low carbon, low water circular economy (with Ross Garnaut and John Hewson event).
- b) Public event (April 2023): Materials in the circular economy with Prof. Veena Sahajwalla (researcher from University of New South Wales (UNSW)).

Yet according to several interviewees, these community events have not been especially large gatherings (e.g. 60 to 100 people) and have attracted community members already interested in a specific policy area. Moreover, these have been events to showcase innovative possibilities such as circular economy, rather than community engagement processes designed to get broader input from everyday people on issues and ideas of resilience in the region that matter to them.

Interviews and observations reveal that some members of the GMR Taskforce have various concerns over the current composition of the Taskforce. For example:

- a) Some interviewees commented that this has led to oversupply of government representatives in the room.
- b) A few members at the Planning Workshop requested that the Taskforce have a broader discussion on whether 'the right people are in the room'.
- c) Some members have voiced the need to hear from other perspectives including the broader public.
- d) There are few members belonging to young demographic, although we understand from the Chair that there has been an attempt to bring old and new generations together and that there are at least three members that offer a younger perspective; she also concedes that Taskforce could do with increasing membership from younger people.
- e) The GMR Taskforce has discussed the need to boost the number of community members, but they have struggled to attract people willing to put up their hand and volunteer, especially from communities from the western part of the region.

Overall, we have scored this GF as 0.33 for the following reasons:

- a) Most of the key stakeholders from affected sectors are included but there are some sectors of the community are not well represented, such as those that do not have obvious sets of skills and or knowledge in water, sustainability, agriculture, and circular economy issues.

- b) For the GMR Taskforce’s collaborations to be effective, in terms of identifying key planning and development issues and opportunities in the region, it could do much more to involve young people and those marginalised by current systems of governance. For example, ethnic minorities (of which there are many in the regional centres of the GMID), indigenous people, and people from lower socio-economic groups. In our assessment, these groups have not been actively included in GMR Taskforce either via membership recruitment, or via invitations to present to the Taskforce, or via broader public outreach/community engagement events.
- c) We note that the GMR Taskforce has held a couple of successful resilience workshops with regional leadership programs, but these are aimed at emerging/newly established leaders, and do not explicitly target young people who may be marginalised by current governance arrangements.

12. Clarification of interdependence vis-à-vis common problem and joint vision

QCA score:

- 0
- 0.33
- 0.66
- 1

Scoring confidence:

- Low confidence
- Medium confidence
- High confidence

Data sources:

- Interviews
- Documents
- Observations

Please elaborate on the reasoning behind your scoring for this governance factor:

We have scored as 1 because project participants recognise their strong independencies, and they acknowledge the particular roles that they can play to boost resilience in the region. To elaborate:

- a) All interviewees spoke of strong interdependencies between members on the GMR Taskforce and their sectoral interests.
- b) Observations reveal that although members are designated as a community, government, or business representative, there is recognition within the collaborations that most members wear multiple hats. For example, the Chair is officially a community member, but she is also employed at the regional state-owned water utility and has strong networks through her community work. Her role as a Chair on this committee is also something that her employer actively supports because it recognises the synergies that such a role can bring to water and waste management in the region.
- c) The Resilience Strategy emphasises the need to take a systemic perspective and for actors across the region to work together to address common goals. These themes are captured under the first “Resilience in action” principle defined the Resilience Strategy as “Develop a ‘complexity’ view of the world” (2020: 11):

The tendency to focus on enterprises or industries in isolation from the whole system has reduced resilience by missing critical linkages, feedbacks and unintended consequences. While agricultural production and food processing are critical to economic and employment growth, the long-term resilience and wellbeing of the region is dependent on other factors such as ageing and declining populations, lifestyle land ownership, biodiversity, and ecosystem health. Developing an understanding and capacity to plan and work with this complexity is one of the most powerful steps we can take towards building a resilient region.

An additional point of reflection: In this case we see how interdependency can be affirmed during crisis. Several recent events in the region, such as bushfires, COVID, and severe floods in 2022 have drawn attention to the multiple interdependencies between sectors, and between the community, governments and businesses in the region.

13. Trust-building and conflict mediation

QCA score:

- 0
- 0.33
- 0.66
- 1

Scoring confidence:

- Low confidence
- Medium confidence
- High confidence

Data sources:

- Interviews
- Documents
- Observations

Please elaborate on the reasoning behind your scoring for this governance factor:

Trust: All interviewees reflected that trust was high amongst GMR Taskforce members. This included trust in the members, in the Chair, and in the GMR Taskforce’s process. A few interviewees described how the GMR Taskforce offered a unique and valuable discursive space relative to other forums they participate in, or in the course of their work, or other advocacy spaces. Specifically, they explained that they felt freer to raise issues and to collaborate in GMR Taskforce than they do in other forums.

Trust building measures and routines are in place in both formal and informal ways.

Formally, there are regular well-structured and planned (monthly) meetings and reflective forums (such as the Planning Workshop). Many interviewees also reflected that this climate of trust came down to the skill and style of the Chair; being approachable and open to new perspectives. This is confirmed by observations of meetings and the Planning Workshop; the facilitation style of the Chair is highly personable, friendly, and reflective. She actively encourages people to offer their views and allows differences of opinion but does not bring them into competition. When collaborations veer towards a conflict of interest she nudges members towards public value by encouraging them to wear their ‘community hat’.

Informally, there are also practices within the collaborations that engender trust. Observations reveal that many members move easily between the different hats that they wear in their region. That is, their participation in the GMR Taskforce did not restrict them to a particular role such as a representative of a particular agency or sector. An important aspect of trust-building in this case was that members were recognized as, and could contribute as, people from the region with place-based perspective and knowledge – even government actors from state-wide agencies such as Regional Development Victoria (RDV). Moreover, as a place-based collaboration, members also share a connection to the region, and thus have common references points (such as drying climate and changing landscapes) and shared experiences (such as destructive floods in 2022).

Conflict and conflict mediation: For most interviewees conflict within the GMR Taskforce was described as almost non-existent. This is confirmed by our observations of meetings and the Planning Workshop. The absence of conflict may relate to the fact that the primary function of the GMR Taskforce to date has been to support knowledge-sharing, rather than to make collective decisions (for example on resource allocation) or to implement projects. Indeed, observations revealed that discussion during meetings is mostly focused on sharing and gathering information and generating ideas. When decisions need to be made (for example on priorities) these are typically resolved at a high level of abstraction which enables general agreement.

While conflict might not be evident, interviewees explained that some tensions exist between various members on controversial issues such as allocation of water resources and the future of agriculture in the region. Observations also revealed that there are some tensions on procedural matters, for example on:

- a) What the GMR Taskforce is trying to do (its scope and relationship with related initiatives in the region)
- b) Where to focus its advocacy work, and what issues it should leave to others to promote
- c) The need for broader community engagement (sometimes referred to as the ‘social license piece’)
- d) The inability of the GMR Taskforce to implement ambitions in the Resilience Strategy due to budget/resourcing constraint thus far
- e) The inclusion of government funders in the room, which potentially constrains members capacity to speak openly and critically of the state government (especially RDV and CMAs).

There was one interviewee who reflected that the lack of space to air tensions and work through areas of potential conflict was potentially problematic because it can give members a false sense that everyone needs to be in consensus.

Interviewees explained that sometimes when there were differences of opinion or tensions, the Chair would convene specific small group meeting to manage differences of opinion.

We have scored this GF as 1 because overall the collaborations were described by all interviewees in largely positive terms, and this is corroborated by our observations.

14. Use of experimental tools for innovation

QCA score:

- 0
- 0.33
- 0.66
- 1

Scoring confidence:

- Low confidence
- Medium confidence
- High confidence

Data sources:

- Interviews
- Documents
- Observations

Please elaborate on the reasoning behind your scoring for this governance factor:

There is no use of prototyping or experimental tools with end-users or affected actors.

While **we have scored the GF as 0**, there are some themes on experimentation in this case worthy of reflection.

First, the GMR Taskforce is focused on bringing people with potential innovative solutions for the region into their collaborative space, and then offering back a community perspective on that solution. We identify this as an **innovative brokering role**, that flips the script, whereby community invites industries and innovators in, and the GMR Taskforce broker between community and business initiatives, and government. In other words, the GMR Taskforce are supporting iteration and inputs from affected actors in pursuit of their strategic goals. One practical example of how they perform this role is by inviting an actor outside of the Taskforce to present to them (e.g. an entrepreneurial company undertaking circular economy solutions in another region), then testing the applicability of the presenters' information to their local contexts and the fit for the resilience paradigm they want to embed in governance across the region. Members of the GMR Taskforce, as is relevant to their skills and domain, may then follow up with that actor post-meeting to further this work. This kind of iteration is at a strategic level to date – so presence has not been coded given there is no proto-typing or mock-up type products that the GMR Taskforce produce themselves, as this is not the focus of their intervention.

On a different level, the GMR Taskforce itself could be considered as a prototype for other community-led approaches to regional development, especially aimed at resilience and sustainability. However, we have found no direct evidence that the community-led model of the GMR Taskforce is being replicated or used as a prototype elsewhere. There are some academic studies that have used the GMR Taskforce to examine a broader phenomenon, for example, as a case study of the tensions and synergies between SDGs at the local level (Bandari et al. 2022), or as a case study of regional resilience (Walker et al. 2009). For the most part however, these are academic studies, and there is no evidence (yet) that the GMR Taskforce has been used or identified as a practical prototype for other communities to model.

15. Ongoing critical self-reflection and learning (i.e., process and/or developmental evaluation):

QCA score:

0

0.33

0.66

1

Scoring confidence:

Low confidence

Medium confidence

High confidence

Data sources:

Interviews

Documents

Observations

Please elaborate on the reasoning behind your scoring for this governance factor:

Ongoing critical discussion and reflection is encouraged in GMR Taskforce meetings (mostly on substantive rather than procedural issues). This reflective way of working is supported by the Iceberg Model, a heuristic that is a centrepiece in the Resilience Strategy that guides the work of the GMR Taskforce. Reflection is also supported by the facilitation of the Chair and Deputy Chair in particular.

Formal and informal evaluation of the GMR Taskforce’s activities has also been undertaken. In 2022, one year after the GMR Taskforce was formed, the Chair administered an online survey using Mentimeter. The survey sought feedback on what is working well and where improvements could be made and results (n= 12) revealed that surveyed members thought the GMR Taskforce was doing a good job in connecting people, sharing knowledge, and facilitating collaboration. Areas for improvement were diverse and included suggestions such as: be more strategic about communication and advocacy, more focus and consolidation, strengthen the public profile of Taskforce, build connections with local government, and more engagement in the broader community.

A more formal arena for reflection and evaluation was provided at the Planning Workshop in June 2023, which was attended by 21 members who met in person. The workshop provided members with an opportunity to collectively reflect on achievements and future priorities for the GMR Taskforce. This entire day was funded by Regional Development Victoria (RDV) and facilitated by an external consulting agency, RMCG, which were involved in facilitating the development of the original Resilience Strategy. Following the workshop, RMCG produced a report summarising key discussion points and outcomes. This was then circulated and discussed by Taskforce members at the July meeting (RMCG 2023).

We have scored this as 0.66 and not 1 for the following reasons:

- a) Evaluations at the Planning Workshop were predominantly focussed on reviewing the substantive achievements and future directions, rather than reflecting on *how* they are working (in a collaborative sense) and how to improve processes.
- b) Observations of the Planning Workshop revealed that because the process was about collective reflections and collective outcomes, not all issues raised by individual members got traction in the entire group. We observed how some novel ideas or points of disagreement raised by individuals did not end up in the final summary report on the Workshop. One interviewee described how they felt that specific issues that they had raised at the Workshop were quickly ‘shut down’.

There is evidence of some potential disconnects between providing GMR Taskforce members with opportunities for reflection, and then subsequent actions and activities taken. For example, the Resilience Strategy is currently being reviewed and redeveloped by the Planning Team (but not by all members). There is little transparency about how outputs from the Planning Workshop are being fed into this review process, and how the Taskforce will be involved in shaping the revised Resilience Strategy.

16. Exercise of facilitative leadership:

QCA score:

- 0
- 0.33
- 0.66
- 1

Scoring confidence:

- Low confidence
- Medium confidence
- High confidence

Data sources:

- Interviews
- Documents
- Observations

Please elaborate on the reasoning behind your scoring for this governance factor:

Facilitative leadership in the Taskforce is very strong. In the first six months of the Taskforce there was a change in leadership when the founding Chair, was transferred to a new Chair. Interviewees appear to have experienced the transition to the new Chair positively. The Chair embodies some of the characteristics of resilience and adaptive thinking; she was personally affected by the 2022 floods when her own residence was flooded.

As detailed in various sections above, the current Chair of the Taskforce has strong chairing and facilitation skills and is well trusted by all members interviewed. Indeed, interviewees described how she creates a positive energy and an atmosphere conducive to sharing, networking, and collaborating. From observations the Chair appears to exercise, what scholars of regional governance refer to as, 'place leadership', which involves (Sotarauta and Beer 2017: 212):

(1) facilitating interdisciplinary development strategies and practices across institutional boundaries, technological themes, professional cultures; and 2) ensuring comprehensive engagement of various communities, so they will be able to contribute, and benefit from development processes and outcomes....it is less hierarchical than [leadership] in conventional government or corporate settings, and relies upon, and aims to boost, consensus, trust and collaboration...

In addition to the Chair, there are also some informal leaders in the GMR Taskforce, such as the Secretariat (from Regional Development Victoria (RDV)), the Planning Team, and a Deputy Chair (a community member).

- a) The RDV secretariat (led by an RDV employee) ensures that the GMR Taskforce is well administered. Through her administrative leadership, members know how to participate in the GMR Taskforce and what is expected of them. She sends out an agenda and minutes, and all actions are documented and followed up upon.
- b) The small Planning Team provides facilitative leadership for the GMR Taskforce by setting the agendas for the Taskforce's monthly meetings, selecting guest speakers, and taking actions to promote collective collaboration between members overall. The Planning Team also organises and hosts public events (further details above in sections 4 and 7 of the Case Analysis).
- c) The Deputy Chair is a community member (a retired public servant and farmer) with extensive experience working on the interface between communities and government projects. He was actively involved in successful community-government collaborations on salinity in the 1980s. He understands government but also actively works in the GMR Taskforce to ensure that it remains connected and accountable to the community.

More broadly, leadership as a theme and practice is threaded through the GMR Taskforce via its membership and in its intervention streams. As discussed in GF 11, the GMR Taskforce members are all 'community leaders' in their respective networks and localities, and they bring strong skills in working with and leading communities. More broadly the theme of 'leadership and coordination' is an explicit intervention theme that the GMR Taskforce is working on to embed resilience thinking in the region. To this end, the GMR Taskforce has run several workshops with local leadership programs in an effort to instil resilience thinking into emerging leaders in the region.

Outcome variable: Successfully co-created green transitions

The outcome variable ‘co-created green transitions’ will be scored in two parts. First, ‘co-creation’ will be scored based on an assessment of whether the participants in the initiative, project or process engaged in collaborative problem-solving that fostered creative ideas and innovative solutions (data will consist of survey data combined with interviews and documents). Next, ‘green transitions’ will be scored based on an assessment of whether the initiative, project or process has fulfilled or is expected to fulfill its green goals, ambitions and aspirations (data will consist of survey data combined with interviews and internal and/or external evaluation reports, including scientific publications).

The scoring of this variable is done in two parts:

- 1. Is the developed solution based on collaborative problem-solving spurring creativity and innovative solutions?*
- 2. Does the developed solution engender a green transition?*

This scoring should be conducted based on both the survey and complementary green outcome evaluations. Please consult Sections 4.4 and 6.10 in the Research Protocol for more details.

1. Is the developed solution co-created?

QCA score:

0

0.33

0.66

1

Scoring confidence:

Low confidence

Medium confidence

High confidence

Data sources:

Survey

Interviews

Documents

Observations

Please elaborate on the reasoning behind your scoring for this part of the governance factor, including the data sources used for the scoring.

Co-creation is an aspect of the case because the GMR Taskforce functions as a novel collaborative arena that encourages innovative and creative thinking across diverse sectors in the Goulburn Murray region. Innovation here is understood less in technological terms and more in terms of its novel governance and epistemic work:

- Relevant stakeholders have been mobilized around a new mode of strategic planning in the region that is community-led (not government-led)
- Participants in the Taskforce continue to actively participate despite ongoing disruptions such as COVID-19 and several floods in the region
- The work being undertaken by the GMR Taskforce is innovative in that it is building relationships in the region across sectors, boosting knowledge sharing, and assisting state and non-state actors to navigate complex and intersecting areas of governance (e.g. water, agriculture, circular economy, and climate change adaptation).

The survey indicates a score of 1 because the mean of innovation items (2, 3, 4, 5, 7, 8, 10, 11) are all positive. However, there are items that are weaker than others. Notably, the lowest score (Item 10, 0.4) relates to expected impact of the project on the welfare of the community – this may reflect that some members feel a disconnect in bottom-up accountability between the GMR Taskforce and the broader

community (see GF11, GF5). As discussed earlier in the report, there are diverse perspectives on whether the GMR Taskforce (the project) is meeting its aims, and concerns have been raised about the rate of progress, and ill-defined project goals. Hesitancy about whether the project is innovative (Item 5, 0.7) and meeting its proposed goals (Item 13, 0.8) is reflected in relatively low positive scores for these items. When these aspects are combined in Item 11 (which measures the perception of the realisation of an innovative solution as a result of the collaboration) the score is even lower (0.5). However, support for the solution scored highly (Item 7, 2.5). The value of multi-actor collaboration (Item 9, 2) and the epistemic function of the GMR Taskforce (Item 1, 2) were also seen in highly positive terms – which accords with interviews and our observations.

If possible, please insert your survey responses in the table below (in % for each response), including the mean/average % for each survey item.

	Strong. Dis.	Dis.	Slight. Dis.	Neither agr/dis	Slight. Agree	Agree	Strong. Agree	Mean
1. Problem-solving mobilized different experiences, and/or ideas and/or forms of knowledge to develop new perspectives	-	-	-	-	9%	82%	9%	2
2. Through the collaborative problem-solving process, different experiences and/or ideas and/or forms of knowledge have been mobilized to search for unconventional solutions	-	-	-	9%	27%	36%	27%	1.8
3. The collaborative problem-solving process mobilized different experiences, and/or ideas and/or forms of knowledge to search for solutions that go beyond standard/text-book solutions	-	-	-	9%	45%	36%	9%	1.5
4. The co-created solution breaks with established practices	-	10%	-	20%	40%	10%	20%	1
5. The co-created solution disrupts conventional wisdom	-	10%	-	30%	40%	10%	10%	0.7
6. The co-created solution offers new ideas to address the green transition problem	-	-	-	-	45%	55%	-	1.5
7. I'm supportive of the co-created solution	-	-	-	-	9%	36%	55%	2.5

8. I'm content with the overall collaborative process of the project	-	10%	10%	-	10%	70%	-	1.2
9. I feel the multi-actor collaboration process was a prerequisite for the success of the project	-	-	-	-	20%	60%	20%	2
10. I'm satisfied by the results of the co-creation effort in terms of expected impact on the welfare of the community	11%	-	-	33%	44%	-	11%	0.4
11. The collaborative interaction in the project has led to an innovative solution	-	20%	-	20%	40%	10%	10%	0.5
12. The actors involved in the project are engaged in collaborative interaction that stimulated creative problem-solving	-	-	-	18%	45%	36%	-	1.2
13. The co-created solution meets the proposed goals of the project	-	9%	18%	9%	9%	55%	-	0.8
14. The co-created solution will be durable and robust in the long run	-	10%	-	10%	20%	40%	20%	1.4
15. The co-created solution is expected to significantly improve sustainability for the whole community	-	-	-	9%	18%	55%	18%	1.8

2. Does the developed solution engender a green transition⁷?

QCA score:

0

0.33

0.66

1

Scoring confidence:

Low confidence

Medium confidence

High confidence

Data sources:

Survey

Interviews

Documents

Observations

⁷ By "green transitions", we mean objectives and aspirations that correspond to at least one of the Green SDGs (SDG 6, 7, 11, 12, 13, 14, 15). The project does not have to refer explicitly to the green SDGs, but the project's green objectives.

Please elaborate on the reasoning behind your scoring for this part of the governance factor, including the data sources used for the scoring:

This case study (and its scoring) centres on the collaborative governance aspects of the GMR Taskforce and its impact on resilience in the region. Measurement of the latter (as a 'green solution') is nebulous as the GMR Taskforce's impact must be understood largely in terms of the innovative conceptual, epistemic and relational contributions it is making to the governance of sustainability within the region; rather than in terms of practical or tangible projects achieved.

The Taskforce centres on resilience but within the Strategy there are a number of specific green objectives, including:

- a) Supporting future of agriculture (e.g. Indigenous crop production, Smart farming, AgriTourism network)
- b) Supporting circular economy interventions (e.g. Biogas, Peer-to-peer energy production and trading, Use of by-products as fertiliser)
- c) Increased extent and health of natural assets, inclusive of terrestrial ecosystems and waterways (e.g. Investment fund, Eco-tourism).

We have scored at 0.66 because the GMR Taskforce's goal to implement resilience thinking in the Goulburn Murray region is underway but is yet to be fully realized.

Practical green solutions do feature in the Resilience Strategy but they have not been prioritized in the GMR Taskforce's work to date. So far, there has been more emphasis on knowledge sharing, capacity building, networking, finding opportunities rather than promoting a specific project with a 'green solution'. This may be due to lack of funds to realise practical projects. Interviewees carry mixed expectations about what the core goals of the GMR Taskforce are. Some viewed the fact that they were still meeting and sharing ideas and learning together, advocating where they can, as a success. Others felt the GMR Taskforce lacked efficacy, that they were 'too much in the weeds' and not focusing the limited resources they do have on one or two effective interventions. Many felt that the GMR Taskforce had not been resourced to achieve its initial ambitions, as reflected in the Resilience Strategy.

The survey results reveal that the majority (80%) expect that the project will improve the status quo, however half responded that project had not produced a green transition solution.

If possible, please insert your survey responses in the table below (in % for each response).

1. The project:	Yes	No	Don't know
...did not produce any green transition solution	50% (n = 5)	30% (n = 3)	20% (n = 2)
...is expected to produce/has produced a green transition solution aiming to avoid a worsening in the status quo	70% (n = 7)	10% (n = 1)	20% (n = 2)
...is expected to produce/has produced a green transition solution aiming to maintain the status quo	30% (n = 3)	50% (n = 5)	20% (n = 2)
...is expected to produce/has produced a green transition solution aiming to improve the status quo	80% (n = 8)	10% (n = 1)	10% (n = 1)

Please list all the informants you have interviewed for the case study (list project role + interview date):

For this case we interviewed 12 people. We interviewed the Chair four times, and the Secretariat twice. All interviews were conducted on Zoom and were between 60minutes-100mins in length.

Actor types: PP = project participants, PF = Project facilitators, F = funders, O = owners, BA = bureaucratic actors. Since this is a community-led taskforce, all community representatives could be considered owners (O). However, we have listed the Chair as the Owner, as the Chair is responsible for setting the vision and is an ambassador for the project. Members of the Planning Team are considered Project Facilitators (PF).

Interviewee Descriptor	Role(s) in the Taskforce	Actor Type	Interview Date
Community leader (employed in Senior Executive role in a State-owned Utility Officer, Goulburn Valley Water)	a) Chair b) Community Representative c) Planning Team member	PP (Chair), O	1 June 2023 8 September 2023 27 October 2023 6 February 2024
Community leader (retired public servant and local farmer)	a) Deputy Chair b) Community Representative	PF	5 September 2023
Community leader (CEO of Goulburn Valley Community Energy)	a) Community Representative	PP	12 September 2023
Community leader (CEO of Agricultural Investment Business, Kilter Rural)	a) Community Representative	PP	21 September 2023

Community leader (employed at Latrobe University, and sits on the State Government's Regional Partnership as a community member)	a) Community Representative b) Regional Partnership Member	PP	4 September 2023
Community leader (employed at Goulburn Murray Community Leadership Program)	a) Civil Society Group Representative	PP	29 August 2023
Business leader (employed by Committee for Greater Shepparton – an advocacy group representing business and community interests in the region)	a) Business Representative	PP	15 August 2023
State Government Officer (Regional Development Victoria, RDV)	a) Government Representative b) Regional partnerships coordinator c) Planning Team member	BA, PF, F	25 August 2023
State Government Officer (Regional Development Victoria, RDV)	a) Secretariat b) Regional Partnerships coordinator c) Planning Team member	BA, PF, F	25 August 2023 27 October 2023
State Government Officer (Goulburn Broken Catchment Management Authority)	a) Government Representative b) Planning Team member	PF, BA, PF, F	8 November 2023
State Government Officer (Regional Development Victoria, RDV)	a) Government Representative b) Regional Partnerships coordinator c) Planning Team member	BA, PP, PF	18 August 2023
Resilience Consultant (Australian Resilience Centre)	a) Not a member of Taskforce	Former PF	9 August 2023

Please list all the observations you have made (type of meeting/workshop/etc. + observation date):

<p>Observations: 6 x 2hr <i>online</i> Teams meetings throughout 2023 (14 April, 5 May, 7 July, 4 Aug, 1 Sept, 3 Nov).</p> <p>1 full day face-to-face Planning Workshop, Mercure Port Of Echuca (465 High Street, Echuca, Victoria) on 16 June 2023.</p>

Please list all the documents you have analyzed (document name + source + year):

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Goulburn Murray Resilience Taskforce

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Murray Darling Basin Authority (MDBA)

<https://www.mdba.gov.au/basin>

Inquiry into the 2022 Flood Event in Victoria

<https://new.parliament.vic.gov.au/floodinquiry>

Local SDG's Program, led by Deakin University

<https://www.localsdgs.org/>

Please note the response rate for the survey/measurement of outcome variable:

Of the 28 people were invited to take the survey, 11 responded, which is a response rate of 39%.