

Case Study 1: Beachmere Shoreline Management Project - a collaborative approach to difficult decisions



Key search words:

Public sector, local government, Shoreline Management Plan, surveys and workshops, collaborate

- The Beachmere Shoreline Management Project (BSMP) reversed the usual order by basing the scope of technical work on the outcomes of community engagement, rather than scoping engagement on the outcomes of technical work.
- MBRC also moved from its usual role as approver and enforcer of works to enabler to find a solution that met all stakeholders needs.
- The eight-kilometre shoreline at Beachmere, east of Caboolture in Queensland, includes 212 private properties directly adjacent to the beach and the Moreton Bay Marine Park. It is a highly sensitive and variable natural environment.
- Faced with the ongoing threats of erosion to their homes, and an extreme weather event in 2020, many property owners wanted to build seawalls. By early 2021, 100 unapproved seawalls had been identified in the area.

- The purpose of the project was to lead the development of a solution to the threats from erosion to provide a legal pathway for property owners, and reduce the impacts of non-compliant developments on the State and Council.
- MBRC used a collaborative engagement process to develop mutually acceptable solutions between property owners, Council and the State Government.
- The scope of the BSMP originally included four key elements:
 - Development of a Council Policy on private property shoreline management
 - Community engagement and education on
 - Roles and responsibilities of property owners, Council and the State government
 - Proposed A-line Seawall project
 - Investigation of A-line Seawall options
 - Delivery of a preferred option for an A-line Seawall
- This scope was expanded based on the outcomes of property owner consultation to include:
 - A legal pathway for the owners of unapproved seawalls to achieve compliance
 - Support and resources for property owners who preferred to maintain natural dunes.
- The goal of engagement was to involve key stakeholder groups in identifying barriers to effective erosion management and create technical solutions to provide a legal pathway for property owners to manage erosion.
- The objectives were to:
 - Address an increasing desire by residents to engage with Council following severe erosion along the foreshore
 - Build support for a new Council Policy regarding shoreline management on private property
 - Improve understanding of shoreline management by educating affected property owners
 - Improve acceptance of the A-line Seawall project by engaging affected property owners in the planning process
- Through the engagement process the key outcomes achieved are:
 - 1) Identification and approval of a range of solutions to manage erosion, based on varying property owner preferences
 - 2) A compliance pathway that enables owners with illegal seawalls to make their seawalls compliant.
 - 3) Cost savings achieved through collaboration have been reinvested in support resources for property owners that prefer to maintain dunes.
- The key takeaways are:
 - Using a concurrent, iterative engagement and technical process enables the strategies and outcomes to be continually adapted
 - Early engagement identified property owners' preferences and constraints, allowing Council to become an enabler of responsive erosion management solutions
 - Collaboration by all stakeholders in developing solutions builds ownership of outcomes and an adaptive approach.

1.0 Objectives

Moreton Bay Regional Council (MBRC) is located between Brisbane and the Sunshine Coast. The 8-kilometre Beachmere shoreline, including 2kms of conservation park, is adjacent to the Moreton Bay Marine Park.

The purpose of this project was to engage three key stakeholder groups - private property owners, Council, and the Queensland Government - and involve them in addressing an ongoing erosion problem.

Property owners are legally responsible for the protection of private property. Queensland Government legislation to 1995 generally allowed approved seawalls. Under subsequent state legislation, Council is frequently not able to approve a private seawall due to impacts on other areas.

By early 2021, 100 unapproved seawalls had been identified in the area.

The *Beachmere Shoreline Management Project* (BSMP) scope initially included four key elements:

- Development of a Council Policy regarding shoreline management on private property
- Community engagement and education activities with adjacent residents regarding:
 - Roles and responsibilities of property owners, Council and the State
 - Proposed A-line Seawall project
- Investigation of options to construct an A-line Seawall at Beachmere
- Planning for delivery of a preferred option for an A-line Seawall

This scope was expanded following property owner consultation to include:

- A legal pathway for the owners of unapproved seawalls to achieve compliance
- Support and resources for property owners who preferred to maintain natural dunes.

The goal of engagement was to involve key stakeholder groups in identifying the barriers to effective erosion management and create technical solutions to provide a legal pathway for property owners to address erosion.

Key points:

- **The Beachmere shoreline is a sensitive natural environment**
- **212 private properties are adjacent to the shoreline**
- **Protection of private property is the property owner's responsibility**
- **Prior to 1995, most seawall applications were approved**
- **Under current State legislation, Council frequently cannot approve new seawalls**
- **By early 2021, 100 of the 212 properties had unapproved seawalls**
- **Council set out to create a legal pathway for property owners to build seawalls, in collaboration with the State and affected property owners**
- **The project scope was expanded to meet all stakeholder needs**



Erosion threatening homes in Beachmere.

The objectives were to:

- Address an increasing desire by residents to engage with Council following severe erosion along the foreshore
- Build support for a new Council Policy regarding shoreline management on private property by involving both property owners and internal MBRC stakeholders in its development
- Improve understanding of shoreline management by educating affected property owners regarding:
 - Roles and responsibilities of property owners, MBRC and the State
 - Natural erosion and accretion processes
 - Erosion control and stabilisation measures that can be implemented by property owners
- Improve community acceptance of the A-line Seawall project by engaging affected property owners in the planning process including:
 - Determining the alignment of the A-line
 - Determining the form, design and materials of the A-line
 - Planning for implementation of the A-line.

An analysis of stakeholders identified key issues facing each group:

Stakeholder	Interests	Level of influence	Level of impact	IAP2 Spectrum
Private property owners with non-compliant seawalls	Private property is protected from erosion, but risks incurring fines or being ordered to remove seawall at high personal cost.	Medium	High	Collaborate
Private property owners that want to build a seawall	Private property is not protected from erosion and at risk from future events. Seeking a legal pathway to build erosion control measures.	Medium	High	Collaborate
Private property owners that do not want a seawall	May incur additional erosion impacts due to neighbouring properties with seawalls. Preference for natural dunes.	Medium	High	Involve
Private property owners with compliant seawall	Private property is already protected from erosion.	Medium	Low	Consult
Department of Environment & Science	Responsible for all land below the high-water mark including marine park area. Responsible for enforcement of illegal seawalls.	High	High	Collaborate
Department of Resources	Approval of access to foreshore to install seawalls.	High	Moderate	Involve
Department of Agriculture and Fisheries	Managing impacts on marine plants (including mangroves) and fishery areas.	High	Moderate	Involve
State Assessment and Referral Agency	Coordination of State Referrals for Development Applications for seawalls.	High	High	Collaborate
Traditional owners	Cultural significance of the shoreline	High	High	Consult
Other Beachmere residents	May have concerns regarding beach erosion and amenity.	Low	Medium	Consult
Elected representatives	Environmental concerns. Constituent interests.	High	Medium	Consult

Private property owners will be responsible for implementing and paying for erosion management, while Council and the State will be responsible for regulating and approving those works. It was important to have shared ownership of all stakeholders in identifying effective solutions.

The engagement methodology included surveys, property visits, group meetings, internal and external working groups, community education and direct communications points. Iterative project decision making ensured all stakeholders were able to influence the technical outcomes of the project.



Early engagement identified some property owners had invested in dune revegetation and did not want to build a seawall.

2.0 Methodology

An internal working group within Council endorsed the three-tiered, iterative, four phased program for the project. The stakeholders involved across Council included:

Title	Responsibilities
Director of Planning	Ensure new policy is consistent with development assessment process and planning scheme.
Director of Infrastructure Planning	Ensure A-line development is consistent with Council priorities
Manager Community Engagement	Engagement strategy and implementation
Manager Strategy and Engagement	Political and media risk management
Manager Development Services	DA process for new seawalls
Drainage, Waterways and Coastal Planning Manager	Coastal impacts, drainage and waterway impacts
Asset Management Manager	Management of council owned assets
Councillor for Division 1	Represent interests of property owners in development of new policy.
Councillor for Division 2	Represent interest of residents and property owners in Seawall project and community engagement.
Senior Legal Council	Legal advice on state/council jurisdiction, property rights

A State Government working group was engaged as part of each phase. Stakeholders included:

Title	Responsibilities
Department of Environment & Science	Issuing of Marine Park Permit. Endorsement of compliance approach. Endorsement of environmental offset plan.
Department of Resources	Advice on ambulatory property boundaries. Provision of historical approval records. Approval of access to foreshore to install and maintain seawalls.
Department of Agriculture and Fisheries	Survey and approval for marine plant impacts.
State Assessment and Referral Agency	Coordination of State Referrals for Operational Works Permit application. Compliance with State Planning Policy.

Activities during each of the four phases targeted all stakeholders and directed their feedback into an iterative decision making process. The community engagement undertaken is outlined in the following table.

Engagement Phases	Technical Precursors	Engagement Activity	Target	Outcomes
Phase 1: initial information gathering	None	<p>Mail out to owners and residents</p> <p>Phone interviews to identify:</p> <ul style="list-style-type: none"> Existing seawall / erosion status Preferences for erosion management measures Key issues and concerns <p>Property owner meetings:</p> <ul style="list-style-type: none"> Inspect foreshore with property owner Gather information on issues, concerns, preferences 	Owners and residents of foreshore properties	<ul style="list-style-type: none"> Educate property owners on key concepts related to project prior to meaningful engagement Social Audit completed including: <ul style="list-style-type: none"> Identify barriers, concerns and preferences Establish baseline for project planning and consultation Establish relationships with property owners
	None	Consult State Government to confirm barriers and discuss potential solutions	State working group	<ul style="list-style-type: none"> Barriers and objectives identified Establish baseline for project planning and consultation
	None	Meeting with representatives of Kabi Kabi peoples	Traditional Owners	<ul style="list-style-type: none"> Understanding of cultural values of site
Project review	Completion of Phase 1	Provide Social Audit to technical consultants. Revise future stages of engagement based on outcomes of Phase 1.	Project team	<ul style="list-style-type: none"> Revised scope of works and engagement strategy
Phase 2: Project introduction	Review complete	<p>Community information session:</p> <ul style="list-style-type: none"> Share information about project Gather general feedback from community <p>Mail out update to property owners</p>	Beachmere community Property owners	<ul style="list-style-type: none"> Inform property owners and community of project scope and timeframes Set clear expectations of project, including state approvals process Educate the community on key concepts related to the project
	Review complete	Consult State Government to identify solutions to issues raised in technical and engagement outcomes	State working group	<ul style="list-style-type: none"> Options developed for both development process and compliance process

Engagement Phases	Technical Precursors	Engagement Activity	Target	Outcomes
Phase 3: Options assessment	Preferred alignment and design options developed	<p>Mail out to all property owners</p> <p>Property owner group meetings:</p> <ul style="list-style-type: none"> • 3x property owner meetings based on location • alternative 1 on 1 meetings also offered, in person or by phone <p>Engage real estate agents and contractors:</p> <ul style="list-style-type: none"> • Share information with prospective purchasers or seawall builders 	Property owners, local businesses	<ul style="list-style-type: none"> • Property owner feedback on preferred alignment and design options, issues, concerns and barriers • Improved transparency of decision-making and greater acceptance of outcomes
	Property owner meetings	Discuss property owner feedback with State Government departments	State working group	<ul style="list-style-type: none"> • Refined options for operational works, property survey, beach access permits and marine park permits
	State working group	Brief Mayor and Council on proposed solutions developed with property owners and State Government	Executive Leadership Team, Council	<ul style="list-style-type: none"> • Council endorsement of solutions
Phase 4: final design	Design and alignment finalised	<p>Online engagement:</p> <ul style="list-style-type: none"> • Publish design and supporting information on decision • Publish maps and images explaining final design <p>Mail out to all property owners</p> <ul style="list-style-type: none"> • Send letters with final design decisions to property owners. • Offer meetings to discuss 	Property owners Other participants	<ul style="list-style-type: none"> • Property owners informed of decision making process and final outcomes • Property owners provided with three pathways: <ul style="list-style-type: none"> ○ Build a seawall ○ Compliance for existing seawall ○ Natural dune management • Property owners aware of next steps
Once state approvals complete	All state approvals complete	<p>Inform property owners:</p> <ul style="list-style-type: none"> • Send letters to property owners informing of state approvals • Advise of next steps 	Property owners	<ul style="list-style-type: none"> • Property owners aware of process completion and their options

As part of Phase 1: Information gathering, the MBRC team contacted all 212 property owners along the Beachmere foreshore. A review of rates records identified around 40% of properties were not owner-occupied. These property owners were reached through direct mail and involved through online forums and/or phone calls. All property owners were provided direct contact details for project team members.

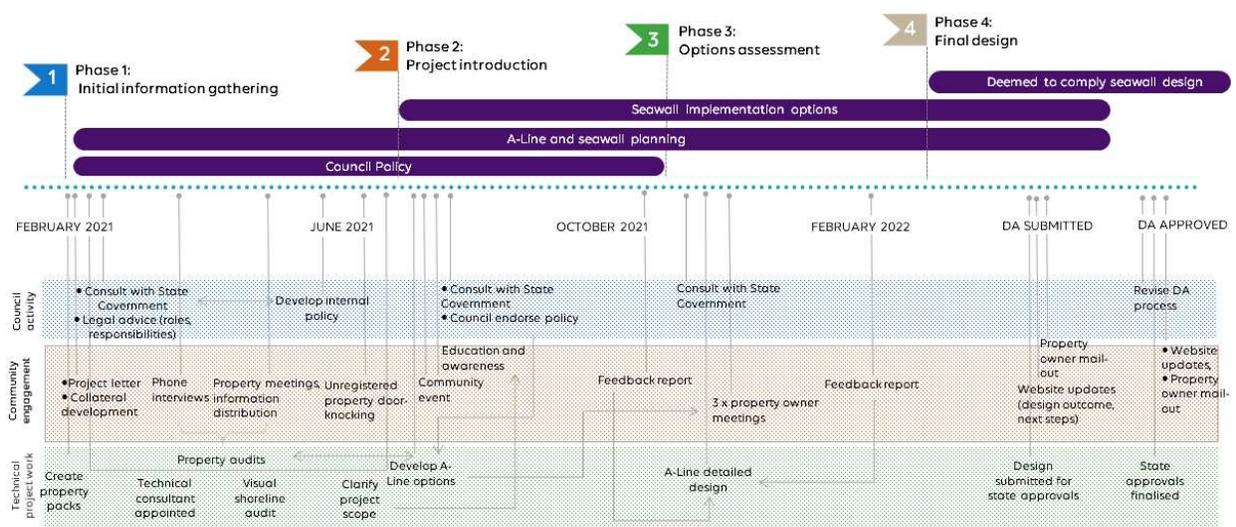
To introduce the project to the wider community as part of Phase 2: Project introduction, a project website was established, and a multi-project information session was held in a local park. Information was also shared on a local community noticeboard.

In Phase 3: Options Assessment, impacted property owners could provide feedback about the technical options in the group meetings or via one-on-one meetings or phone calls for greater privacy.

Data was collected from phone surveys, property meeting notes, group meeting notes, and project communication contact points. Data was analysed to identify participant demographics, geographic information, issues and preferences. A detailed review of qualitative information identified the frequency of key issues raised in relation to defined geographic sections of the foreshore. This understanding was used to redefine the scope of the project and the engagement approach.

2.5 FTE MBRC personnel were involved in the project which was implemented from November 2020 to March 2022. The only contracted engagement support was a facilitator to conduct property owner group meetings.

The budget to implement was \$400,000 (including technical studies, design development and engagement expenses). Engagement expenses accounted for \$50,000 of the total budget.



Alignment with IAP2 Core Values for the practice of public participation

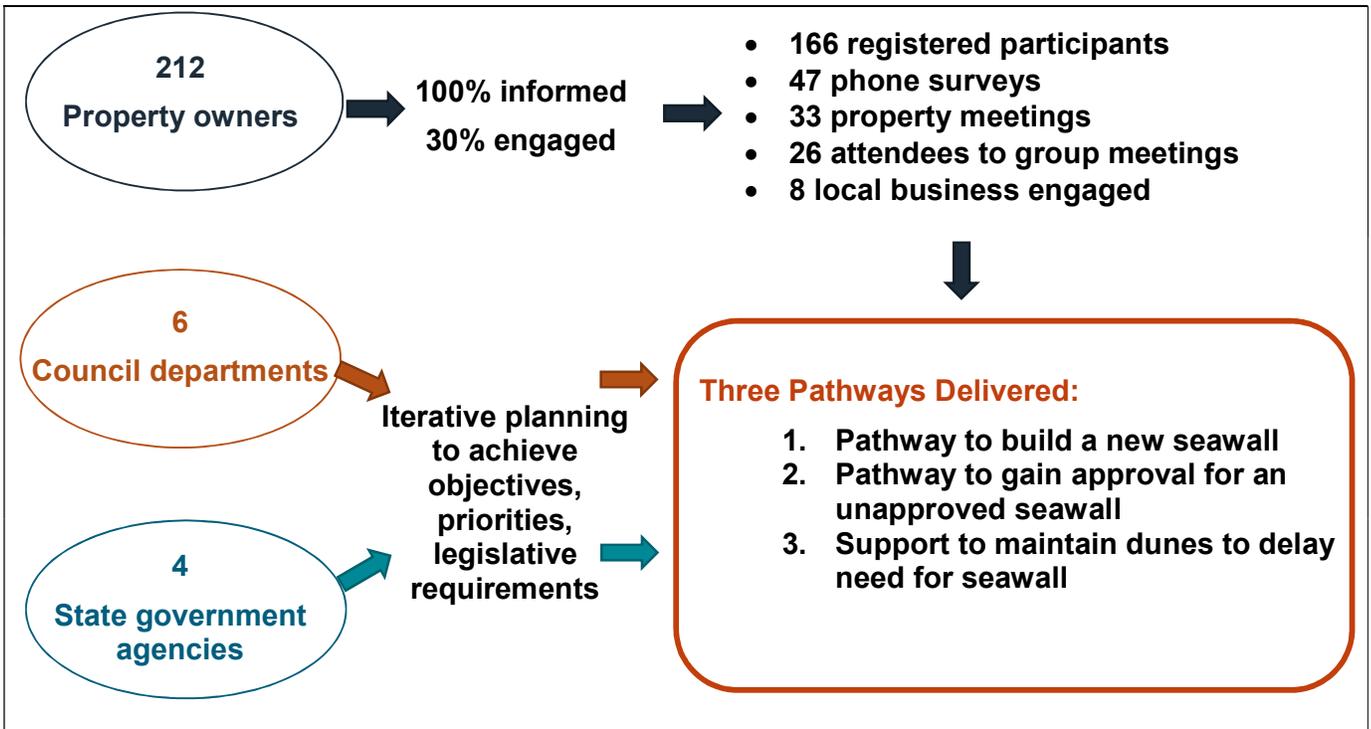
IAP2 Core Values	Example of how this was considered in the design of your project methodology
1. Public participation is based on the belief that those who are affected by a decision have a right to be involved in the decision-making process	The Beachmere Shoreline Management Project (BSMP) involved all stakeholders affected by erosion management - Council, private property owners, Beachmere community and businesses, Traditional Owners, State Departments and elected representatives in the creation of the solutions.
2. Public participation includes the promise that the public's contribution will influence the decision	Owners of foreshore properties were involved in all project phases and this is demonstrated by the seawall designs and specifications reflecting their input, plus additions to the project scope and outcomes based on their identified needs.
3. Public participation promotes sustainable decisions by recognising and communicating the needs and interests of all participants, including decision makers	The project outcomes are effective, sustainable solutions to erosion and reflect the interests of all participants and decision makers including state government departments, Council departments and private property owners. The outcome maintains the rights of property owners to choose if, how and when they will build seawalls.
4. Public participation seeks out and facilitates the involvement of those potentially affected by or interested in a decision	A Social Audit of property owners at the start of the project led both the engagement and technical process. This audit identified barriers to installing compliant seawalls, owner concerns and potential solutions which informed the technical studies, designs, and additional project outcomes. Tools targeted by local and non-resident property owners to facilitate engagement by all those affected. Targeted engagement ensured that those who needed to be involved were involved.
5. Public participation seeks input from participants in designing how they participate	The Social Audit identified how property owners wished to be engaged. Some did not wish to participate in group meetings and so one-on-one meetings were also offered. Other owners who were time poor were offered virtual meetings.
6. Public participation provides participants with the information they need to participate in a meaningful way	Meetings involved presentations by technical specialists on the proposed development approval pathway, the different designs and specifications to allow meaningful input by participants. Property owners also shared critical local knowledge that informed technical work and state government decision making.
7. Public participation communicates to participants how their input affected the decision	The methodology for this four-phase project is iterative whereby input from participants at each phase is reflected back demonstrating how the project is progressing from participant feedback and involvement. The scope of the project was expanded to reflect the needs of property owners, including a pathway to compliance for unapproved seawalls and support for dune management.

"This project has been one of community collaboration where the council has recognised the need for us to protect our properties while working to State government requirements and in helping residents find the best solution."

Jen Borowski, who wants to build a seawall

"I feel that the solutions now being evolved by the group will provide the community with choice as to how their individual sections of the foreshore are able to be managed. To enable the community to have a choice of outcomes is also a refreshing change."

John Finglas, who wants to maintain natural dunes



A sensitive Marine Park environment...



...with ongoing erosion problems...



...and some less than ideal solutions.



3.0 Manage Engagement

This project was complex with many challenges, which is why all parties needed to be engaged in creating the solutions:

- Beachmere is adjacent to the Moreton Bay Marine Park
- Two kilometres of the shoreline are part of a conservation area used by migratory shorebirds.
- 100 existing seawalls are unapproved developments with subsequent risks for public safety and the environment.
- 12 properties without seawalls have eroded to within 10m of residential structures and require urgent action.
- Some property owners have invested in revegetating dune systems and are opposed to seawall construction.
- The existing State Government referral process prevented Council approving private seawalls where the seawall might impact another property. Without an agreed A-line for seawalls in Beachmere, Council was constrained in approving any development applications.
- Private property owners require State approval to access the beach with machinery to build or maintain seawalls.
- As a result of ongoing issues with erosion management, property owners had a low level of trust in Council.
- State and Local elected representatives have been contacted by property owners and are calling for a practical solution. There is no political support for taking enforcement action against 100 owners of unapproved seawalls.
- Approximately 40% of property owners are not owner-occupiers, with some living interstate or overseas.



The Moreton Bay Marine Park is home to threatened species and migratory shorebirds

Phase 1 of the engagement program was designed to gather information from all identified stakeholders: private property owners, State government departments, Council departments and Traditional Owners. This phase identified constraints and barriers to installing compliant seawalls, stakeholder concerns and acceptable solutions. Information gathering informed the scope of technical studies to be undertaken and future engagement activities.

Trust was built through the four-phased iterative engagement program which reflected how stakeholder input had informed progress in creating mutually agreed solutions for erosion control.

The engagement methodology enabled the Council team to include property owner and state government feedback to determine the technical solutions and project outcomes:

- Early consultation with property owners confirmed they did not want Council involved in seawall construction but preferred to maintain control themselves. The outcomes maintain the rights of property owners to decide if, when and how they will build a seawall on their property.
- A selection of seawall design options, including an identified process to amend 'off the shelf' designs, allows property owners to construct a seawall that meets their own personal preferences while also meeting Council and State objectives.
- The scope of the project was amended to include advice and support for dune revegetation and preservation, enhancing opportunities to delay seawall construction through natural erosion management.

A Social Audit was conducted using data gathered through surveys, property meetings, group meetings, and direct communications. Of the 212 target properties, 50 contributed to data collection including a representative sample of the north, central and southern sections of the foreshore. The Social Audit directly informed the project scope and shaped technical studies. Stakeholder feedback was kept in a central records system and analysed for presentation in reports. Engagement results were shared with the participants across the four phases.



Without development guidance, some property owners have built structures that are not suited to the sensitive marine environment.

4.0 Outcomes, impact and insights

The project's progress was continually evaluated across the four phases of information gathering, project introduction, options assessment and final design as outlined in this table.

Stakeholders/reach	Outputs	Outcomes
212 Private property owners: <ul style="list-style-type: none"> • 30 % engaged • 100 % informed 	47 phone surveys 33 property meetings 26 at group meetings 3 group meetings 4 letters x 212 property owners to update on project progress	Social Audit identifying needs, barriers and preferences. Selection of pathways to suit individual preferences. Pre-approved designs and specifications for use. Improved understanding of erosion management. Saving of ~\$30,000 per property for a new seawall.
Government Departments: <ul style="list-style-type: none"> • State Assessment and Referral Agency (SARA) • Dept of Agriculture and Fisheries • Dept of Environment & Science (including Marine Park Authority) • Dept of Resources • 100% engaged 	3x workshops 1x Pre-lodgement meeting 6 months of intensive negotiation by email and phone	Objectives of all departments achieved. Resource sharing, including historical seawall approvals and property boundary surveys. Time and cost savings in seeking future compliant seawalls at Beachmere. Politically acceptable solutions.
Traditional Owners: <ul style="list-style-type: none"> • 100% engaged 	2x meetings with Kabi Kabi elders	Solutions maintain cultural significance of land and waterways
MBRC: <ul style="list-style-type: none"> • Infrastructure Planning • Development Services • Drainage, Waterways and Coastal Planning • Asset Management • Community Engagement • Legal Services • 100% engaged 	4 x Project Control Group meetings 4 x Technical Working Group meetings	Agreed approach to managing development process. Improved relationship with Beachmere residents. Savings reinvested in dune management support.

Local businesses: <ul style="list-style-type: none"> • 3x Construction contractors • 5x Real Estate agents 	8x meetings	Input shaped seawall designs and specifications. New/prospective property owners informed.
Wider community	Webpage - 613 visits 1x drop in information session Fact sheet distributed and displayed in local facilities	Awareness of project. Improved understanding of erosion management.

An iterative decision making process was used, with feedback from each stakeholder group contributing to the next phase of the project. Technical studies were scoped based on the acceptable and unacceptable options identified through engagement. The final outcomes delivered by the project were different to the original project scope as a result of this adaptive process.

The project team initially set out to deliver a legal pathway for property owners to build new seawalls, believing this was what the community wanted. The first phase of engagement confirmed this assumption was flawed. The scope was revised to include other pathways including gaining development approval for an existing illegal seawall, or maintaining natural dunes as an alternative erosion control pathway. Identifying these needs before technical design work began allowed the project to respond and adapt. Without such effective early engagement, Council would likely have delivered a solution that did not meet the community’s needs.

By Council moving from its traditional development approval role to one of enabling solutions, the outcomes for each stakeholder group were enhanced. Council and the State collaborated on property surveying and documenting historical seawall approvals, with the substantial cost savings reinvested in dune management support. Consultation with local contractors, who had been engaged by property owners to build unapproved seawalls, was used to inform ‘off the shelf’ seawall designs that suited local conditions and were consistent with existing structures. The outcomes of the project include pre-approved designs for use by property owners, a Marine Park Permit to undertake works and State government operational works approval, resulting in a saving of ~\$30,000 per property for a new private seawall.

The Beachmere Shoreline Management Project (BSMP) demonstrates that an engagement first approach to identify, issues, concerns and potential solutions can shape the way in which engagement occurs and the scope of the technical process. Early community input can lead to project outcomes that exceed original expectations.

The Council departments involved in the process have an increased understanding and appreciation of the value of early, engagement and an iterative, transparent reporting process and how moving into the role of enabler and change agent has benefits for all stakeholders involved.

The truest measure of the success of this project is the acceptance of project outcomes by the full range of stakeholders involved. This project was extremely complex, with stakeholders whose objectives were not aligned. Achieving mutually agreeable outcomes was only possible through collaborative, trust-based engagement.

From: jenborow@tpg.com.au <jenborow@tpg.com.au>
Sent: Tuesday, 5 April 2022 2:04 PM
To: Glen Dare <Glen.Dare@moretonbay.qld.gov.au>
Subject: RE: MBRC Beachmere Shoreline Management Project

I have been involved with The Beachmere Shoreline Management Project as a result of a weather event in December 2020 which caused extensive shoreline erosion to my property. Sandbagging at the time was not an option, as the SES volunteers who visited on site stated that only a permanent wall would prevent further damage. A temporary sandbag wall was constructed and has need replacing a few times with king tides and strong winds causing the displacement of the bags.

I was happy to find that Council had initiated The Beachmere Shoreline Management Project and thus provided the impetus to work toward the construction of an alignment line. This was achieved through community consultation about the suitability of different designs and materials that would protect our property while minimising coastal erosion.

During the past 2 years, I have had representatives from the Beachmere Shoreline Management Project team visit my house to talk with me about options and provide me with guidelines about EPA requisites and to listen to my concerns about timing, costing and DA processes. I have met with them again late last year and been informed about the progress of the project and the types of walls that could be suitable. I envisage there will be more consultation as the permits from the State government are issued. As well, regular phone calls and emails between the Project team and me have ensured concerns are addressed as we get further into the details of how and when the wall will be built.

They have ensured that sand profiling has taken place as a further measure to reduce erosion immediately before forecast weather events. This has involved team negotiation with residents and Council to ensure that Council plant operators and equipment have been available to pile sand in front of the beach facing end of the property to prevent further loss.

This project has been one of community collaboration where the council has recognised the need for us to protect our properties while working to State government requirements and in helping residents find the best solution.

Kind regards,

Jennifer Borowski

Acknowledgements and to find out more

We would like to thank Moreton Bay Regional Council for agreeing to share this case study and insights to advance engagement practice. This case study was authored by Elle Price.

At the time of publishing, Elle was employed by Moreton Bay Regional Council in the position of Principal Community Engagement Officer. Elle has experience in the public sector and expertise in engagement on environmental issues and the use of participatory planning methods. Elle was engaged by IAP2A to support practitioners to share their engagement story as a case study.

For more information about this project see:

- yoursay.moretonbay.qld.gov.au/beachmere-shoreline
- www.moretonbay.qld.gov.au/Services/Environment/Waterways/Living-Coast

To connect with the authors:

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