

Case Studies Series 2021

Core Values Awards 2021 Entry

Case Study: Te Ara Tupua - partnering with iwi mana whenua to connect two cities



Shared path bridge crossing the rail at Ngā Ūranga – showing cultural design concepts developed in partnership with mana whenua.

Highlights at a glance

- Te Ara Tupua is a planned walking and cycling link between Wellington and Lower Hutt, delivered by Waka Kotahi NZ Transport Agency (Waka Kotahi). The Ngā Ūranga ki Pito-One (Ngauranga to Petone) section is the largest component at \$170-\$200 million NZD, requiring coastal reclamation to build a 5-metre-wide shared path on the harbour coastline.
- Te Ara Tupua took an innovative approach to collaborating (partnering) with and empowering local iwi mana whenua in Wellington (Taranaki Whānui ki te Upoko o te Ika and Ngāti Toa Rangatira) to develop unique community outcomes in the project's design at the consenting stage.
- The engagement aimed to establish a partnership (at the IAP2 Collaborate level) with iwi mana whenua, with the aim of understanding and incorporating mana whenua values within the design, environmental package, and delivery.
- The engagement process began with an early conversation with iwi authorities on how they would like to engage. A steering group was established with representatives from iwi and from Waka Kotahi working in partnership.
- The steering group collaboratively designed and led the engagement process with uri (members) of the iwi. As partners we worked together with wider community stakeholders (at the involve level) on components of the project.
- **Three key outcomes from engagement:**
 - Cultural design and narrative, mana whenua values and principles are embedded in the project's design.
 - A plan has been designed collaboratively with iwi mana whenua, through a process involving user groups and the local council, to protect and enhance Honiana Te Puni Reserve, a local reserve owned by Taranaki Whānui that will be significantly affected by the project.
 - The project was successfully approved after being fast-tracked through consenting as part of COVID-19 recovery, with the consenting panel noting collaboration with iwi mana whenua as an *"exemplar of how that should occur"*
- **Three engagement lessons/learnings:**
 - The importance of working in partnership is growing, but each project is different and each will have unique iwi mana whenua groups affected – one size doesn't fit all so different approaches to partnership will be needed.
 - Establishing relationships early and integrating appropriately skilled iwi representatives into project governance and leadership is essential for effective engagement in the wider iwi mana whenua community.
 - Standing alongside iwi mana whenua as partners to demonstrate 'partnership in action' when engaging with community stakeholders leads to stronger collaboration, broader support for project objectives and the ability to navigate diverse/competing interests and difficult obstacles.

Key search words: Collaborate, mana whenua, iwi, Māori, indigenous, cycling, walking, active modes

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1.0 Introduction

This case study presents an overview of the iwi mana whenua¹ engagement process undertaken at the consenting stage of the Ngā Ūranga ki Pito-One section of Te Ara Tupua, a major walking and cycling link planned in the Wellington region of Aotearoa New Zealand. The project was consented under the *COVID-19 Recovery (Fast-Track Consenting) Act 2020*.

This engagement process had the goal of building a partnership (at the collaborate level) with iwi mana whenua, in line with the principles of Te Tiriti o Waitangi – the Treaty of Waitangi.

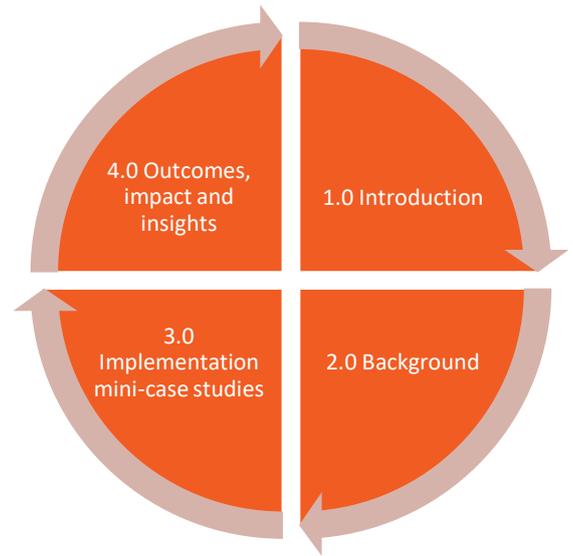
The initial engagement led to establishment of a Mana Whenua Steering Group which had a pivotal role in leading engagement with the uri (descendants or members) of the iwi that have mana whenua in the project area, and in engaging with wider stakeholders to collaborate on design of essential elements of the project for greatest community benefit.

Section 2.0 provides an overview of Te Ara Tupua and public participation context including past engagement and consultation, and how the engagement project was designed and planned.

Section 3.0 describes the implementation phase including how the engagement was managed from delivery through to analysis and reporting, with a focus on two aspects – the engagement with uri (descendants) of Taranaki Whānui iwi, and the engagement with stakeholders to collaborate on a vision for Honiana Te Puni Reserve.

Section 4.0 presents a reflection of the engagement with a focus on evaluation outcomes, impact and insights as well as evidence against the IAP2 Core Values for the practice of public participation.

This project advances knowledge or practice in the area of Māori and indigenous partnerships, highlighting the innovative approach to establishing a Treaty Partnership-based Mana Whenua Steering Group, with roles including leadership of engagement within the iwi community. Working in genuine partnership has led to the inclusion of mana whenua values at the core of the project's design and established a platform for collaboration during the delivery phase including early consideration of the economic and social procurement opportunities that construction may provide.



¹Mana whenua means customary authority exercised by an iwi or hapu in an identified area – Resource Management Act 1991

2.0 Background

Design engagement

Project overview

Waka Kotahi NZ Transport Agency (Waka Kotahi) is New Zealand's national agency responsible for the land transport system. We look after the national transport system with our partners, today and for the future.

We are delivering a series of projects to connect the two largest cities in the Wellington metropolitan area (Wellington City and Lower Hutt) with a safe, attractive walking and cycling link. The Ngā Ūranga ki Pito-One (Ngauranga to Petone) section of Te Ara Tupua is the largest (at \$170 - \$200 million) and most complex due to required coastal construction and reclamation.

This link has been identified as a priority by the Government, because it is an example of a project to connect a critical missing link in an urban walking and cycling network. The two cities are connected by rail and road, but there are poor links for walking and cycling – the only options are on the shoulder of the state highway, alongside high-speed traffic.

During 2020 the project was included in the New Zealand Government's COVID-19 Recovery (Fast-track Consenting) Act, aimed at accelerating projects to support jobs in the post-COVID-19 economic recovery.

Why we engaged

During the consenting or planning phase, we aimed to engage broadly with the community, potential path users, stakeholders, local government partners and KiwiRail, and – most importantly – with iwi mana whenua.

Waka Kotahi is committed to working with Māori, and with iwi mana whenua in our project areas, under [our Māori Strategy Te Ara Kotahi](#). This goes beyond legislative requirements, with the aim of forming genuine partnerships with Treaty partners in accordance with the principles of Te Tiriti o Waitangi / the Treaty of Waitangi.

Under [Hononga ki te Iwi](#), our Māori engagement framework, we use an engagement spectrum based on the IAP2 spectrum that recognises the Treaty partnership and a 'partner' level of engagement between collaborate and empower. This mirrors [guidance from Te Arawhiti](#) the Office of Māori-Crown Relations.

The Resource Management Act and New Zealand Coastal Policy Statement set high thresholds (in terms of regional benefit and environmental standards) for approval of coastal reclamation and construction. As a result, iwi mana whenua, partner, stakeholder and community involvement and support was seen as essential from the earliest stages of the consenting phase. The project aimed to partner (collaborate) with iwi mana whenua and consult and involve other groups as appropriate, to ensure a project design supported by all.

Engagement history and decisions to be made

Prior to the consenting phase, we had engaged the community as a part of the business case process. This engagement helped answer a big question – should we develop a seaward side walking and cycling link (requiring coastal construction and reclamation), or a simpler road-side alternative within the existing highway corridor? The seaward side link would be more attractive and provide a wider path, and restore access to the Harbour's coast – but it would also be harder to secure consents for. The road-side option would be cheaper and faster to implement but would be narrower and not so appealing to new users.

A major walking and cycling link proposed by Waka Kotahi NZ Transport Agency on the coastal edge of Te Whanganui a Tara / Wellington Harbour.

Partnership with iwi mana whenua and inclusion of mana whenua values seen as essential under organisational strategy and aspiration towards Treaty-based partnership.

Taranaki Whānui ki Te Upoko o Te Ika has 14,500 members represented by Port Nicholson Block Settlement Trust, and has mana whenua interests in an area covering Wellington Harbour, Wellington City and the Hutt Valley.

There was a history of consultation with mana whenua on the project, but more steps needed towards collaboration and Treaty partnership.



An early concept image of the seaward-side link option.



The rohe (tribal area) of Taranaki Whānui

Plan engagement

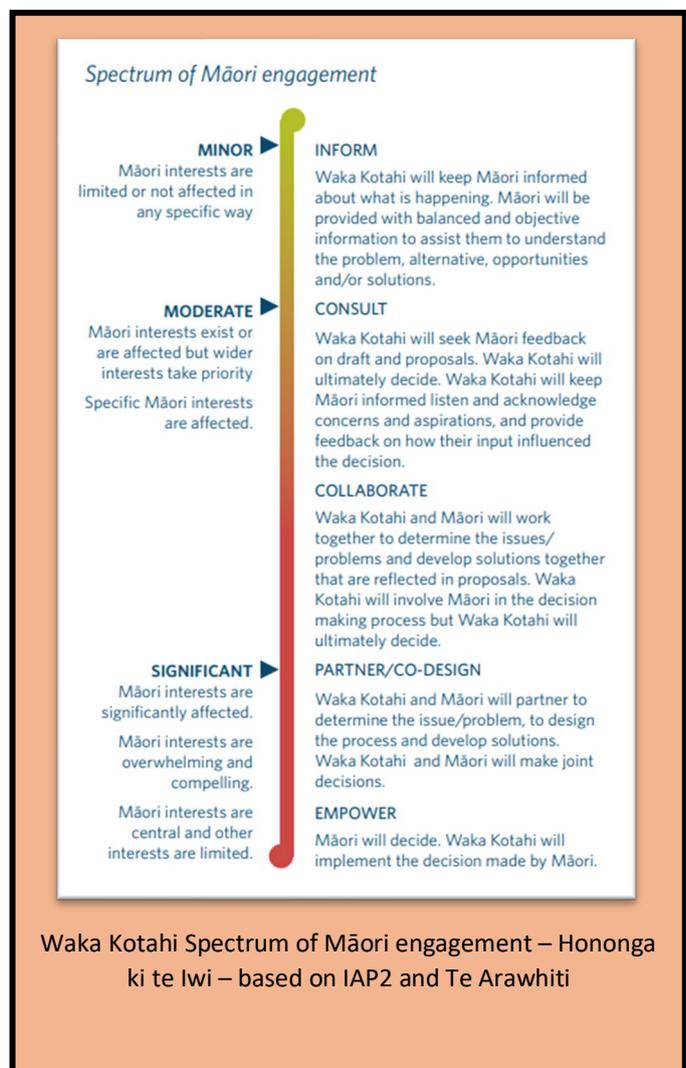
Establishing an innovative partnership

The Waka Kotahi project team agreed that it was important to establish a strong partnership with Taranaki Whānui. With support of a specialist iwi partnerships advisor, the project team reached out to PNBST to ask them how they would like to be engaged in the project.

In early conversations, the PNBST representatives expressed their desire to establish a partnership-based steering group to help lead the project. This led to the formation of the Mana Whenua Steering Group (MWSG). This group, a new model for Waka Kotahi project leadership, was made up of three Taranaki Whānui representatives (appointed by PNBST) and two Waka Kotahi representatives with responsibility for the project. The model provides an open door for Ngāti Toa representatives to be appointed by Te Rūnanga o Ngāti Toa.

The MWSG were responsible for ensuring mana whenua values and aspirations were appropriately recognised and incorporated in the project and for leading engagement with uri (descendants of the iwi). This approach to invite and facilitate mana whenua involvement in the governance of a transport infrastructure project at the project design and consenting stage represented an innovation for Waka Kotahi and is a model that other infrastructure projects are now looking to follow.

The MWSG iwi members are paid for their participation and have access to the Te Ara Tupua project team, Waka Kotahi communications and engagement team, and to paid specialist staff and consultants.



Working closely together and engaging others

The MWSG provided leadership to iwi cultural design and report writing, to project planning and to the tikanga Māori specialists contracted to the project. They engaged with cultural leaders and sought advice on an [appropriate name \(Te Ara Tupua\) and meaningful narrative for the project](#), which were adopted. They also appointed a lead cultural designer who is affiliated to Taranaki Whānui to incorporate the Te Ara Tupua narrative into the project design.

Working directly with the consultant architects and cultural advisors, the lead cultural designer developed design concepts that were included in the project's Cultural and Environmental Design Framework, ensuring that the heritage, language and identity of Taranaki Whānui will be visible to all when the shared path is built and opened.

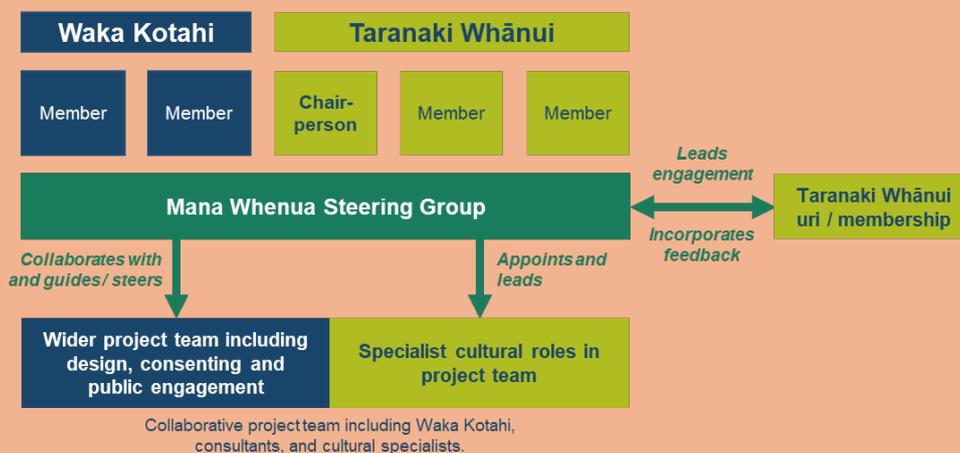
The MWSG directed and facilitated the project's face to face engagement with uri of Taranaki Whānui. This iwi engagement held at marae was separate from the [general public engagement](#) to ensure that the project team and MWSG could understand and include the views of Taranaki Whānui uri in decision-making. This engagement (outlined in **Section 3.0**) was led by the Taranaki Whānui members of the steering group who presented their work and the project team's work to their people alongside the Waka Kotahi project team. Together, we sought feedback on the concept design, project plans, and measures to protect the environment and cultural values.

The MWSG was also involved in and led engagement with other relevant stakeholders, including the affected sports clubs at Honiana Te Puni Reserve (also outlined in **Section 3.0**), and local councils, government organisations and interest groups involved in ecology and wildlife conservation.

Reporting back and getting ready for the next steps

Following the engagement with Taranaki Whānui uri and stakeholders, a number of changes and decisions were made. This was reported back to the uri by the MWSG. In addition, the report-back stage involved engagement on aspects of the next steps for the project.

Fig. 1 The Mana Whenua Steering Group structure and relationships during the consenting phase:



Mana Whenua Steering Group Members upon the adoption of the group's Terms of Reference in August 2019



As a result of engagement, cultural design and mana whenua values have been infused throughout the project.

3.0 Implementation

Mini case study: Uri Engagement at Marae

Planning engagement

Two iwi engagement hui with Taranaki Whānui uri were held at Taranaki Whānui marae in Lower Hutt (Te Tatau o te Pō marae and Waiwhetū marae) in Lower Hutt.

The hui (meetings) took the form of workshops/wānanga. To wānanga means to meet, discuss and deliberate. The wānanga were held observing local Taranaki Whānui tikanga (cultural protocols) including manaakitanga, the appropriate welcoming protocols for first-time visitors and hospitality through provision of food. The wānanga were planned and led by the MWSG, with support and materials provided by the project team. The first was held in November 2019.

Promoting engagement

The wānanga were promoted through Taranaki Whānui channels including word-of-mouth, the Port Nicholson Block Settlement Trust Facebook Page and the Trust's email database to ensure as many uri as possible were aware of the opportunity to engage. Around 30 uri attended and participated, representing all ages including children.

The two local Marae, Waiwhetū and Te Tatau o te Pō were used as the venues and the wānanga involved a presentation from the MWSG and project team, followed by small group discussions about values, priorities and specific ideas for the project.

Gathering and incorporating input

The wānanga gathered a wide range of feedback and suggestions about both the shared path design, and about a possible vision for Honiana Te Puni Reserve.

The main themes that emerged from the wānanga were the need to ensure that Taranaki Whānui cultural identity would be strongly represented throughout the project; and that whatever the project was to take from the environment it would give back more.

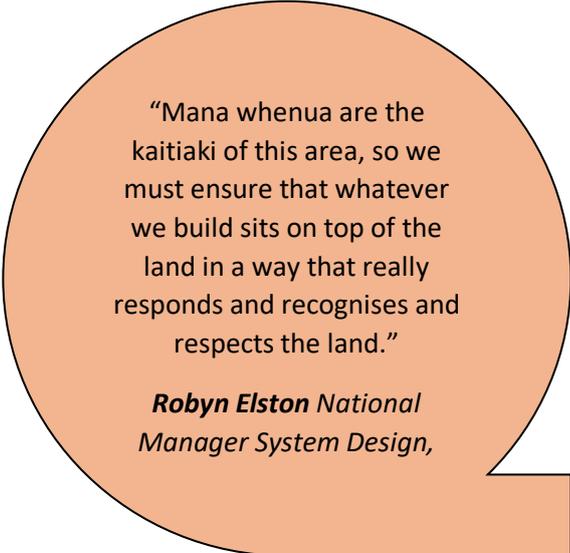
A detailed report from the wānanga was prepared and provided to the MWSG and project team covering the themes and specific ideas and comments raised by participants. The findings were used by the MWSG and project team to contribute to the design of the path, which featured cultural design elements, placemaking, place-naming to highlight the history of the area, and updated environmental measures.

The feedback contributed to the development and adoption of a Kaitiaki² Strategy for Te Ara Tupua project including eleven Te Ara Tupua Principles for the project's design and delivery, which were included in the project's Cultural and Environmental Design Framework.

Reporting back and confirming

A follow-up wānanga at Te Tatau o Te Pō was held in July 2020 to report back to uri and seek their input to the next steps. At the July wānanga, the updated project design and Te Ara Tupua Principles were shared, a concept plan for Honiana Te Puni Reserve was presented and further input was sought for the next phase – detailed design and construction. This included feedback on economic opportunities for Taranaki Whānui uri – employment and procurement – during the delivery stage.

Approximately 20 uri attended the follow-up wānanga and all expressed support for the way that feedback and mana whenua values had been incorporated.



“Mana whenua are the kaitiaki of this area, so we must ensure that whatever we build sits on top of the land in a way that really responds and recognises and respects the land.”

Robyn Elston National
Manager System Design,

² Kaitiaki means custodian, guardian, caregiver, keeper, steward. Taranaki Whānui uri are kaitiaki of their culture and the local physical environment.

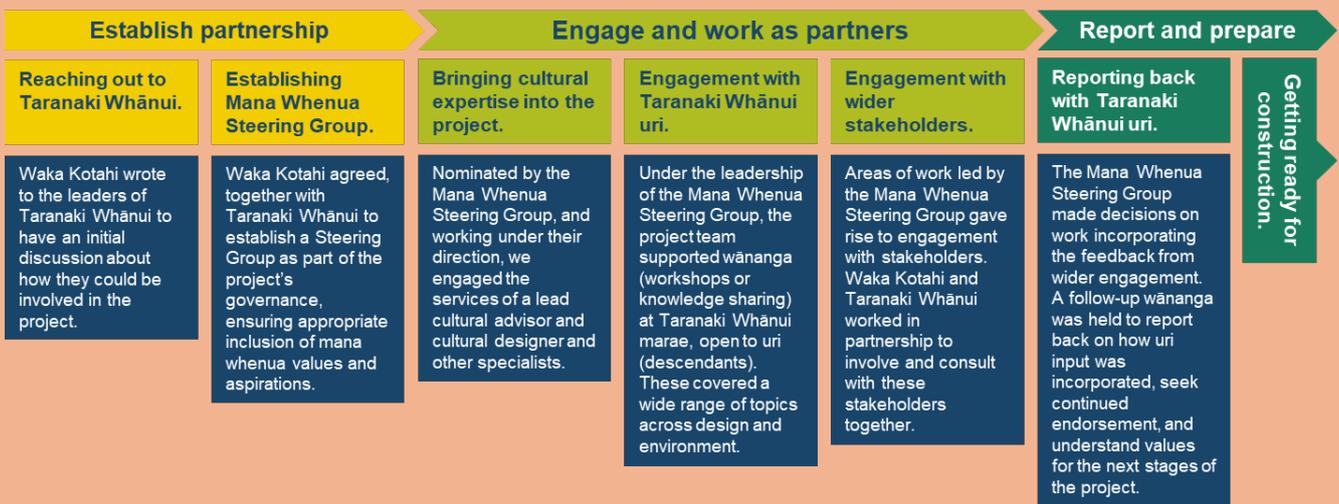


Wānanga / workshop at Waiwhetū Marae



Cover of update handout used at the session reporting back with uri

Fig. 2 The overall process of engagement involving Taranaki Whānui and led by the MWSG



Mini case study: Collaborating to design a shared vision for Honiana Te Puni Reserve

Reason for engaging

During design of the project, it became clear that there would be major physical impacts to Honiana Te Puni Reserve, on the foreshore of Pito-One, during the construction phase and that its location would see it become the northern gateway to the new Te Ara Tupua path after construction.

This reserve is a culturally significant site for Taranaki Whānui. It is named for Honiana Te Puni, a Te Atiawa rangatira and signatory of Te Tiriti o Waitangi in 1840. In the 19th century, Honiana Te Puni Reserve was the site of Pito-One pā (fortified Māori settlement) which extended beyond the current reserve area to include the Korokoro stream, surrounding food cultivations and urupā (cemetery).

The Reserve land was returned to Taranaki Whānui ownership as part of the Treaty Claims settlement which was signed between the Crown and Taranaki Whānui in 2008. The Reserve is managed by local authority Hutt City Council as a local purpose reserve with public access.

Parts of the Reserve are currently used by the Wellington Rowing Association and Wellington Water Ski Club who have buildings at the western side of the Reserve, closest to the entrance to the future shared path. The area surrounding these buildings will be used as part of the construction compound while the path is being built.

Planning engagement

The convergence of these multiple interests led to the planning of a specific engagement process involving five parties: Waka Kotahi, Hutt City Council, the Ski Club and the Rowing Association and Taranaki Whānui who led the engagement process, through the MWSG.

The engagement was done through workshops and site visits involving representatives of each of the parties starting with aspirations and usage requirements and moving through to design and planning. The MWSG led the engagement process, representing Taranaki Whānui as owners of the Reserve, and as iwi mana whenua for the project. The values and ideas expressed at the prior uri engagement wānanga were also incorporated through the leadership of the MWSG.

The project's design consultants were involved in the process to help create [a shared vision and spatial plan for Honiana Te Puni Reserve](#).

It needed to accommodate as far as possible the needs and aspirations of all parties: the construction requirements of the project (including relocation of the clubs), the building facility requirements of the Rowing Association and Ski Club, the community use of the Reserve, and most importantly the aspirations for Taranaki Whānui primacy, prominence and presence as both the Reserve land owners and iwi mana whenua.

The plan which enables project construction work to take place at Honiana Te Puni Reserve has now been approved under the Reserves Act by Hutt City Council, and as a part of the overall fast-tracked consent for the project.

“Working together, we have created a design that speaks directly about our stories of identity and our values as iwi mana whenua, and which acknowledges our history, our tupuna and our significant sites. The vision we have developed for Honiana Te Puni Reserve is a prime example of this.”

*Kim Skelton MWSG Chair,
Taranaki Whānui*

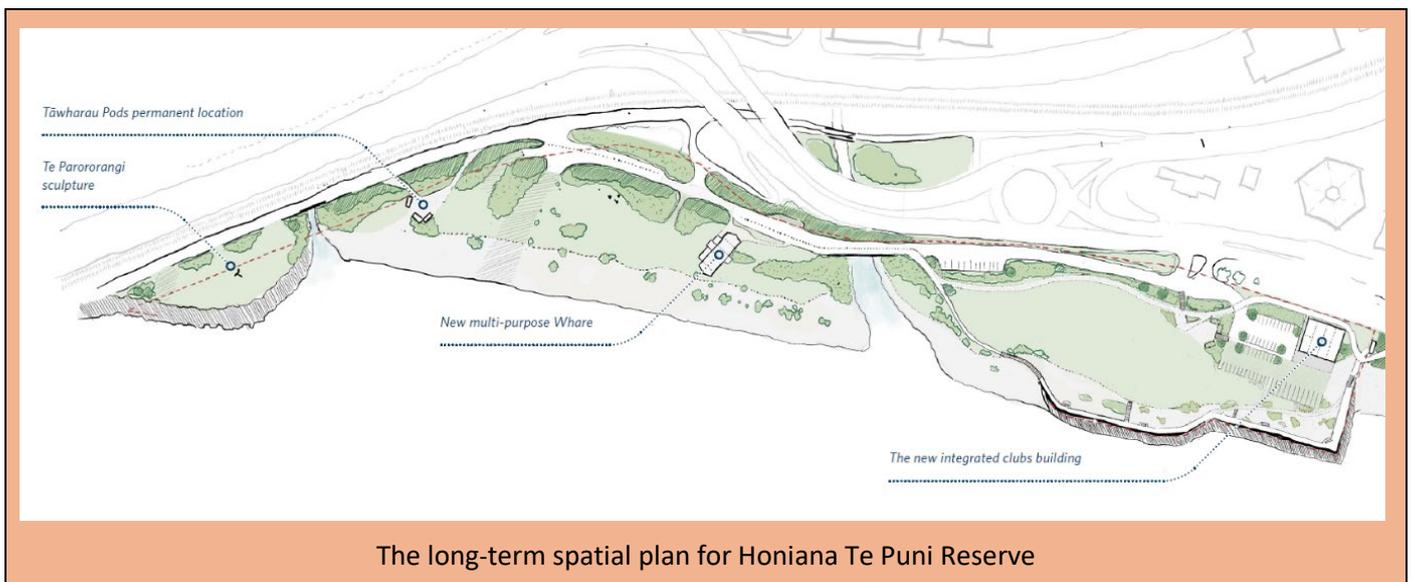


Concept design of new whare building

It includes Taranaki Whānui presence through Tāwharau pods (container-sized relocatable buildings) which will house a project information centre and other iwi-led and culturally appropriate activities. A new integrated water sports clubs building will be a long-term facility for both the Rowing and Water Ski groups, and provides for them to be relocated within the Reserve but away from path construction impacts. In the longer term, the Reserve plan provides for a multi-purpose whare building to be designed, built and owned by Taranaki Whānui.

Reporting back

Once the Honiana Te Puni Reserve design plan had been created it was shared with all of the groups involved. The MWSG presented it to Taranaki Whānui uri at the report-back wānanga (as described above), and the representatives of the Clubs took the proposal back to their home organisations. It was presented to Councillors of Hutt City Council, who approved it under the Reserves Act. All endorsed the jointly developed concept plan. The plans were also shared with the wider community (at the inform level) through two public open days held in November 2020 on site at the Reserve and at another venue in Lower Hutt.



Reflection and evaluation of engagement

The new partnership model of the Mana Whenua Steering Group, and the engagement processes that it led, have proved to be highly successful.

The Taranaki Whānui iwi authority has continued to endorse the project through a [letter of support](#) and a [supportive submission](#) during the formal fast-track consent process administered by the Environmental Protection Authority.

In its decision to grant consent, the Expert Consenting Panel commented “the Panel also respectfully observes that Waka Kotahi’s consultation with Mana Whenua to investigate, understand and address cultural values and interests is an exemplar of how that should occur, and the results reflect that.”

On the approval of the project, Minister for the Environment Hon. David Parker said in a media release, “it meets all the requirements under the fast-track consenting process to get people into jobs and support our economy, while upholding environmental standards and Treaty of Waitangi principles.”

The partnership that was formed enabled participation at the collaborate (or partner) level with strong and trusted relationships formed between Waka Kotahi and Taranaki Whānui. The engagement was able to reach into the wider iwi community of Taranaki Whānui, with communications through its own channels to uri, ensuring broad input to reflect mana whenua values. The overall partnership has resulted in changes like the adoption of a cultural name and narrative, Te Ara Tupua, and use of correctly written Māori place names like Pito-one (instead of the anglicised Petone).

The partnership and engagement involving Steering Group representatives, project team specialists and uri resulted in:

- A Cultural and Environmental Design Framework that reflects mana whenua values and input throughout, including the Te Ara Tupua narrative, the Kaitiaki Strategy and Te Ara Tupua Principles. It includes cultural design of key features like a shared path bridge crossing the rail at the path’s southern end.
- A jointly-developed plan for Honiana Te Puni Reserve reflecting iwi mana whenua aspirations (as Reserve land owner), shared path construction needs, community access, and the facilities required by the Rowing and Water Ski group members.
- Support from iwi mana whenua and key stakeholders during the consenting process which took place under the COVID-19 Recovery (Fast-track Consenting) Act in the form of letters of support and comments/submissions in support of the project – and ultimately the approval of resource consent for Te Ara Tupua Ngā Ūranga ki Pito-One project in February 2021.

Most importantly, the work done during the consenting phase has enabled strong relationships to be formed which will endure through the delivery stage and across other projects and initiatives locally.



An example of place naming and art along the route, developed in partnership with mana whenua. Places and spaces along the route have been named in line with iwi mana whenua history and traditional place names. Embedding this history and whakapapa (heritage) in the project was a theme of uri engagement.



Figure 1.5 Koke Kōrero - Ngāke & Whāitaitai Artwork. Len Hetet, 2019

Ngake and Whāitaitai are the two tupua (supernatural beings) of the name Te Ara Tupua (the pathway of the Tupua). They are the creators of Te Whanganui a Tara Wellington Harbour in Māori mythology. This artwork was created by project cultural designer, Len Hetet.

The process of establishing and maintaining this collaborative Treaty-based partnership between the Waka Kotahi project team and iwi mana whenua was a significant learning experience for Waka Kotahi.

The team needed to better understand the history and values of Taranaki Whānui to enable effective engagement. Identifying culturally competent and appropriately skilled iwi Steering Group members and specialist project team members (appointed/endorsed by the iwi) and integrating them in the project and its governance from an early stage was one of the keys to successful engagement with uri.

The MWSG members' collective knowledge, skills and experience working with their own people and deep understanding of the local iwi landscape made it possible for the project team members to engage effectively and in a culturally appropriate and respectful manner. The MWSG provided leadership, cultural guidance, and acted as the link between the project and uri community.

There were three critical lessons from this engagement process for Waka Kotahi, and for others involved in infrastructure project design in New Zealand:

- The community, Government and regulators increasingly recognise partnership between Crown agencies and projects and iwi mana whenua as essential. Innovative models are needed and one size does not fit all. Not all projects or all iwi will have the same requirements but structures that enable meaningful collaboration and involvement are necessary to ensure we can go well beyond the consult-level approaches that were the norm in the recent past.
- Forming strong relationships and a governance partnership early was the key to successful engagement with uri of Taranaki Whānui, with cultural knowledge already included in the project's thinking, and MWSG members who were able to speak positively about the project with confidence that mana whenua values were being included at its heart.
- Working with mana whenua as partners in conversations with wider stakeholders was a new move – but standing alongside one another and demonstrating 'partnership in action' led to excellent design outcomes at Honiana Te Puni Reserve where a mana whenua-led design was supported by the project team, local council and key user groups.

Alignment with IAP2 Core Values for the practice of public participation

IAP2 Core Values	Example or evidence from this project
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 groups with interests most affected by the project were involved in collaborative partnership structures (the MWSG) and processes (e.g. uri engagement and Honiana Te Puni Reserve workshops) to make decisions together.
2. Public participation includes the promise that the public's contribution will influence the decision	In line with the principles of partnership under Te Tiriti o Waitangi, the establishment of the MWSG was a promise to work in partnership and make decisions together.
3. Public participation promotes sustainable decisions by recognising and communicating the needs and interests of all participants, including decision makers	The collaborative development of the plan for Honiana Te Puni Reserve was a process in which the needs and aspirations of iwi mana whenua, project construction needs, the needs of the sports groups and broader community needs were communicated openly between all participants, and incorporated into the outcome.
4. Public participation seeks out and facilitates the involvement of those potentially affected by or interested in a decision	Engagement with iwi mana whenua began by actively reaching out to the iwi authorities, recognising the importance of mana whenua interests in the project area given its cultural significance, its history, and the environment. The engagement was supported by paying the MWSG members, resourcing mana whenua specialist project team roles, and supporting engagement with the uri of the iwi.
5. Public participation seeks input from participants in designing how they participate	The structure of the MWSG was suggested and developed by representatives of PNBST, and PNBST nominated its (skilled and experienced) representatives on the MWSG. The MWSG subsequently directed the engagement with uri of the iwi and led the stakeholder engagement process for Honiana Te Puni Reserve.
6. Public participation provides participants with the information they need to participate in a meaningful way	The MWSG had access to any required project information and to project team members (including specialists appointed by them) and used this to direct the engagement process and relevant work, ensuring an engagement process carried out in a meaningful and culturally appropriate way.
7. Public participation communicates to participants how their input affected the decision	The MWSG led both the engagement to gather input from uri and the reporting back session to share the results in response to the feedback. The collaboratively designed plan for Honiana Te Puni Reserve was endorsed by stakeholder group representatives and provided back to uri and to the stakeholder organisations for their final endorsement reflecting the collaborative design process.

Acknowledgements and to find out more

We would like to thank Waka Kotahi NZ Transport Agency and Te Ara Tupua Mana Whenua Steering Group for agreeing to share this case study and insights to advance engagement practice. This case study was authored by Joel Rowan and peer reviewed by Aimee Brock and Chloe Groser.

At the time of publishing, Joel was employed by Waka Kotahi NZ Transport Agency in the position of Senior Advisor, Communications and Engagement.

For more information about this project see:

- Project web page: nzta.govt.nz/projects/te-ara-tupua/
- Project summary video: youtu.be/J0b9WQJln34

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