

Conflict and consultation: Exploring visions of fair and sustainable dune management in coastal communities



by

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Candidate's Declaration

This thesis contains no material which has been accepted for the award of any other degree or diploma in any university. To the best of the author's knowledge, it contains no material previously published or written by another person, except where due reference is made in the text.

Katelyn Kummer

Date:

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Abstract

Natural resource managers have increasingly recognised that communities need to be actively involved with decisions that affect their local landscapes and natural resources. Yet communities are rarely homogeneous, often having conflicting visions of what their local landscape should look like and how we should manage it as a resource. Managing social conflict and community opposition is becoming a more common feature of environmental management. In coastal environments especially there are often trade-offs between community outcomes and environmental outcomes, such as access versus preservation in coastal dune environments. By understanding the fairness dimensions of these conflicts decision-makers may be able to work towards more durable, participative governance of the environment.

This research aimed to explore the specific justice and fairness dimensions of a dune management project at Long Beach, Batemans Bay on the coast of New South Wales. Planting the foreshore had previously been controversial and this community controversy led to the upheaval of an entire project. Another similar, more participatory, project was in the process of being implemented while the research was being carried out. The main research aims were then to identify and understand the key factors in conflicts over the environment and to explore the utility of theories of fairness in implementing participation in divided communities. A series of qualitative interviews were carried out with project participants and members of local organisations. Fairness was explored using the three dimensions of justice: interactional justice- how people were treated, procedural justice- how programs were implemented, and finally, distributive justice- the benefits and impacts of outcomes.

The interviews combined with document analysis, revealed that the current project had been a marked shift towards more effective participation, but the community's perception of historical injustices hindered full participation. There was still some division about the aims of the project, connected to a lack of shared vision between all parties, and linked to perceptions of historical injustice. Nevertheless, improved practice in participation dramatically increased community support and the viability of the project compared to previous attempts.

Whilst this was a unique case study, with the implementation of climate change adaptation and more of an emphasis on locally implemented environmental programs, ensuring community acceptance and support of environmental projects will only increase in importance in the future. Challenges still remain in fostering an understanding of local histories and contexts from the perspective of the participants, especially in regards to interactional justice. Making the role of fairness explicit in participatory management might offer a way of increasing community support and, ultimately, achieving outcomes that are both sustainable and fair.

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List of acronyms, Glossary and Terms

Dunecare- A coast based subsidiary of Landcare.

ESC- Eurobodalla shire Council

Landcare- A nation-wide community based land management organisation, with many small subsidiaries.

LBCA- Long Beach Community Association

LBIG- Long Beach Improvement Group

Scarp- A cliff or escarpment formed on the beach from erosion.

Chapter 1: Introduction

1.1 Introduction

In recent decades natural resource managers have increasingly recognised that communities need to be actively involved with decisions that affect their local landscapes and natural resources. Yet communities are rarely homogeneous, often having conflicting visions of what should happen in their local spaces. This research explored how one particular coastal community was involved with a dune management scheme in cooperation with their local council. Behind an apparently simple “consult and plant” revegetation program was a divided community with different ideas of what the beach should look like and how it should be managed. This case study raised issues of conflicting visions for environmental management, as well as asking how community participation can contribute to reaching a shared vision and help address social conflict and community opposition. Understanding, minimising and effectively responding to conflicts like these are central to sound natural resources management practice, yet there is relatively little guidance for managers or communities on how to achieve this.

There is a need for local communities and governments to share a vision for the aims and form of natural resource and environmental management, but this is not always the case. Conflicts and debate often emerge, especially when communities feel shut out of the decision making process. This lack of participation by local communities often results in multiple dimensions of unfairness: distributive, interactive, and procedural. Better participative governance may offer a way of creating fairness and facilitate the development of a vision for natural resources that both communities and governments support.

But why does understanding the participation dimensions of environmental participation projects like these matter? At a fundamental level, effective and balanced participation is important in achieving an outcome which is informed by the community’s unique perspective, and more likely to be supported. In a practical sense, the actions and behaviours of communities are not apart from nature and have impacts on the local environment (Agrawal & Gibson 1999). This makes engaging communities in projects in their local area pivotal for managing those impacts. Community participation may also improve the viability of projects through their contribution of local ecological knowledge and volunteer support of the project.

Coastal areas are especially dynamic and highly valued environments and community participation should be a key feature of managing these environments. In the face of the expansion of population centres on coasts and changes in the climate, coastlines have the

potential to change quickly. Dune instability from de-vegetation and erosion from sea level rise are issues that will only become more common with climate change. A recent Climate Council report highlighted that as these things become inevitable, adaptive measures at the local scale will need to take place. These measures will likely involve changing the face of many foreshore locations will need community support (Steffen et al. 2014). Engaging communities in a fair way in these policies is pivotal to their acceptance and support of programs and, ultimately, coming to a fair and sustainable vision for the use of our natural resources (Gross, 2014b, Ch.8:162).

This research focused on the specific justice and fairness dimensions of the management of dunes at Long Beach, Batemans Bay on the coast of New South Wales. I used a qualitative methodology to explore what makes environmental management fair for communities and what makes participation effective to understand how to increase community support of these projects. The case study is a locale where there has been a history of conflict and divide over the issue of vegetation plantings on the beach. Some of these conflicts have resulted in plantings being removed and waste of grant funding. In early 2014 a project began to be implemented to trial the removal of Coastal Wattle after community concern about its spread across the dunes and non-endemic nature. The Coastal Wattle Project focused on the participation of the community from the outset.

This thesis consists of five chapters outlining how the research was carried out and my findings. The rest of the introduction will now present the research aims and questions, as well as defining the scope and background. The literature review then consults the literature on participation, conflict, and fairness in environmental decision making. The principles for assessing good participation and three pillars for exploring justice and fairness issues are outlined. Chapter 3 outlines the research design and methodological approach. The themes and issues revealed in the data collection will then be presented in the findings section, and begin to be analysed. Finally, these results are synthesised with the literature and the research questions are answered, with some conclusions and recommendations.

1.2 Research question and aims

In this study I aimed to explore how community members and their varied worldviews can be included effectively and fairly in the management of the local environment through participation. Particularly in areas where there are tensions between government management aims and community ones. I also aimed to explore the utility and impact of theories of justice and fairness by applying them to community dispute over changes to the

local environment. I did this by exploring a case study where there were known conflicts over a local environmental area.

As such two main research questions were pursued:

1. What are the key factors in conflict and community relations in local areas with a high natural and public amenity value?
2. Can theories of justice and fairness help to understand these conflicts and community relations, thereby contributing to better participative governance?

1.3 Case Study Background

The study site for this research is a small coastal community called Long Beach, near Batemans Bay in New South Wales (NSW). This section will outline the context and scope of the research. It will highlight the main characteristics of Long Beach including the local history and political context. Coastal areas like these are inherently complex socio-ecological systems. There are a variety of stakeholders that access them and the coastal environmental processes are often dynamic and changing (Tett et al. 2011). They are also under a great deal of threat from climate change and urban expansion. This makes them prone to land-use conflicts.

1.3.1 Long Beach: Demographics and management history

Long Beach is an outer township of Bateman's Bay, under the Eurobodalla Shire Council jurisdiction on the South East coast of NSW. It consisted of 830 dwellings and had a population of 1379 in 2011 (Australian Bureau of Statistics, 2011). As Bateman's Bay is a popular holiday area, only around 60% of the houses in Long Beach are lived in year round (Australian Bureau of Statistics 2011).

Long Beach is the site of some unusual land management histories. In 2007 the community protested so adamantly against an environmental planting on the foreshore that it was removed and the grant money refunded (Stateline, 29/06/2007). The area has also been significantly altered by the spread of a species of non-endemic wattle on the western end of the beach. As a native, but not local species, it is difficult to manage and has caused a divisive debate in the community about what should be done about it (Bay Post, 30/08/2013). These issues combined with an active community and ongoing environmental project made this an ideal case study in fairness and participation in complex land management issues.

There is some uncertainty regarding the early history of the area, as the only surviving accounts are personal (EcoLogical 2010). Participants identified two main areas of the beach.

“Old Long Beach”, consisting of Bay Road and the houses that have been built since the 1960s, and Long Beach Estate which was established later and where most of the housing development continues today. The Western Reserve is also an area of note, and stretches from the end of Bay Road, in front of Sandy Place (Figure 1).



Figure 1 Areas of Long Beach, The green area highlights the coastal wattle management area, the yellow area indicates what is referred to as the "western reserve". Long Beach Estate is currently far more developed as this was taken 6 years ago. Red indicates the plantings that were later removed (Map Image from: Eurobodalla shire Council public Global Imaging System 2006, Available at: <<http://maps.esc.nsw.gov.au/>>)

Foreshore management activities can be divided into three different stages (Table 1 Summary of participatory environmental management history). The first stage of targeted management efforts began as the Long Beach Estate was being built in the 1980s-90s. The Western Reserve (Figure 1) was deeded to the local council by the developer. The local environmental group, Dunecare, was then involved in implementing revegetation plantings with money also donated by the developer (EcoLogical 2010). This involved shaping the dunes and at some point the mass planting of Coastal Wattle (Appendix A: Early management records and consultant report excerpts), which is believed to be a subspecies of *Acacia sophorae* introduced to the area.

The second stage took place in 2007 when a grant funded planting on Bay Road was implemented as part of a Plan of Management with the Long Beach Improvement group and Long Beach Landcare. The broader community protested loudly to this, with over 200 people- including visitors and semi-permanent residents- who turned up to a self-organised demonstration against the erection of fences and planting of what they believed to be inappropriate species on the dune (Bay Post., 30/03/2007; Sydney Morning Herald, 02/07/2007).

The plantings were later removed after the community protested the lack of consultation and impact on the outlook of the beach, much to the dismay of the local Landcare group (Bay Post., 30/03/2007). Under the pressure the Long Beach Improvement group was disbanded by community vote and replaced with the Long Beach Community Association to better represent the views of the wider community. Meanwhile there was growing concern and debate within the community over the spread of the Coastal Wattle (Long Beach Community Association minutes, 7 June 2008, Long Beach). A consultant's report was produced on request of the community. The report discovered that the Coastal Wattle was impacting the plant diversity of the dunes, creating a monoculture, and not endemic to the area. A trial removal to reduce the extent of the wattle was recommended (EcoLogical, 2010; Appendix B: Extent of Coastal Wattle and management area). This developed into the Coastal Wattle Biodiversity Project, funded by the Office of Environment and Heritage, NSW Environment Trust (Eurobodalla Shire Council 2014b).

The community association continued to be active in its involvement in environmental management, but there was still tension around the management and future of the beach (Bay

Post, 30/8/2013). At the time of this research the Coastal Wattle Project had involved removing parts of the wattle and planting a barrier of other species on the edge of the wattle, with an emphasis on consultation and negotiation with the community (Eurobodalla Shire Council 2014b).

Table 1 Summary of participatory environmental management history

	EARLY MANAGEMENT (1990-2007)	BAY ROAD PLANTINGS (2007)	COASTAL WATTLE PROJECT (2007-ONGOING)
DESCRIPTION	Vegetating of the western reserve, reshaping of the dunes, fencing, planting of Coastal wattle, weeding	Plantings and fences on Bay Road following production of a Plan of Management with limited consultation	Staged trial removal of 15% of the wattle and planting of native species around it
AIMS	Protect the dunes from Erosion, recover biodiversity lost from development	Protect the dunes from erosion, increase biodiversity	Control wattle control through selective clearing , protect dunes and improve biodiversity
PARTICIPATION	Local Dunecare group	Local Landcare group, Long Beach Improvement group	Landcare and Long Beach Community Association
COMMUNITY RESPONSE	None until later, concerns about spread of Coastal Wattle	Large protest Landcare disappointed by planting removal Long Beach Improvement Group renamed Long Beach Community Association	Landcare in support of wattle control Community members wish for the Western reserve to be returned to its original state
OUTCOME	Coastal Wattle introduction Non-native weeds eradication	Plantings removed Community association replaced LBIG Some Landcare members leaving the community association	Some wattle removed Wider engagement Increase plant diversity Trial still under assessment

1.3.2 Political context

As part of the New South Wales (NSW) Office of Environment and Heritage Coastal zone management reforms, Eurobodalla shire is currently implementing a Coastal Hazards Management plan (Eurobodalla Shire Council 2014a). This includes managing erosion risk from storm and sea level rise close to assets such as houses and infrastructure. Long Beach, specifically Bay Road, has been rated as a high risk area in scoping studies (Glatz 2010) and risk of erosion has to be considered in all foreshore management activities.

As part of the *Local Government Act (1993)* local governments have a legal obligation to manage public land and produce a Plan of Management. The land around Long Beach, specifically the western reserve and hind dunes, was allocated as public open space but has since been rezoned into an environmental area in line with the changes to NSW zoning legislation (EcoLogical 2010).

The native vegetation act is also of relevance as it guides any management activities that can take place on native vegetation (*Native vegetation act 2003 (Commonwealth.)*). Specifically, one of the unique contextual factors of Long Beach is that the Eurobodalla Shire Council owns the Western Reserve and manages it as property under a Property Vegetation Plan for remnant vegetation (Eurobodalla Shire Council, 2012). Management is complicated by the fact that Coastal Wattle, whilst introduced to the area, is an Australian species and is legally protected under this Property Vegetation Plan.

1.4 Scope and boundaries

The scope of the research focussed on the environmental projects at Long Beach. An outline of what this entailed in terms of data collection and participants can be seen in Figure 2. Participants were selected from the key organisations and interviews were supplemented by key documents listed.

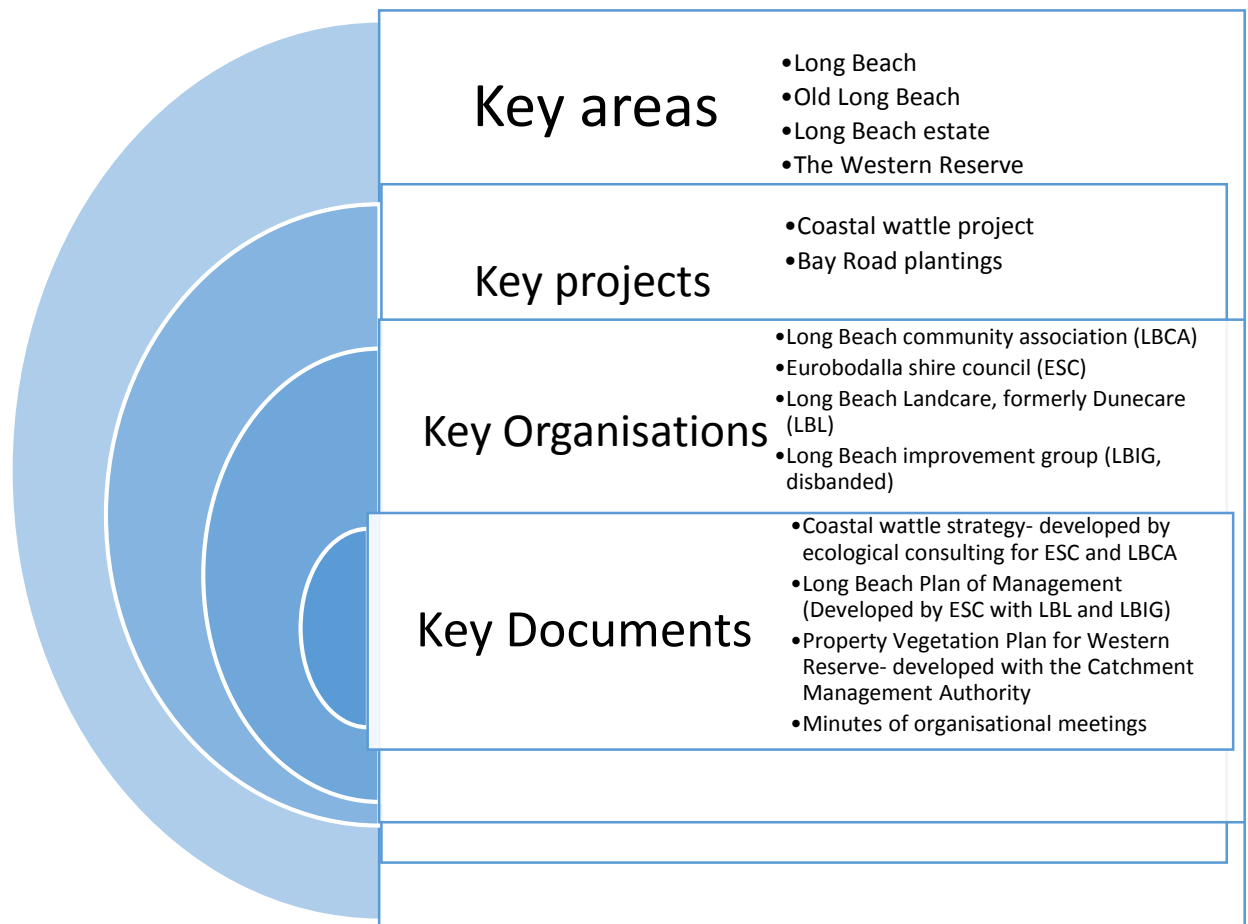


Figure 2 Scope and boundaries Data collection was contained within these key areas and projects. These organisations and documents were used for participant selection and document analysis.

Chapter 2: Literature review and conceptual framework

A variety of literature is used to frame the research and orient the interviews and analysis. This chapter will summarise that literature, following theories of participative governance, land-use conflict, and, lastly, justice and fairness. Studies with similar themes are discussed, then highlighted in relation to the case study. Finally, an analytical framework based on the literature is presented represented how justice and fairness is implied in the principles of participation.

2.1 Literature review

2.1.1 Participative governance and community engagement

Participative governance (Public participation, or participatory environmental management) is a paradigm favouring the involvement of stakeholders in decision making- especially local community members. It encompasses stakeholder engagement, community engagement and consultation but in all forms involves communities and promote a diversity of values and ideas in the decision making process. By doing this more equitable and informed outcomes can be reached and decisions will be widely supported without local opposition. Using a diversity of values and ideas creates different ways of understanding the world and this needs to be included more than ever in environmental governance to help make decisions both viable and fair. As such, there has been a rise in environmental programs favouring these more participative methods (Raik et al. 2005; Reed 2008) and a range of literature that follows.

Models for good participation have been suggested but ultimately each model depends on different contexts and mindsets. There are a number of typologies in the literature which Reed summarises (Reed 2008). Firstly there are the two theoretical ways of looking at stakeholder engagement itself: Normative and pragmatic. The normative basis is that people have a democratic right to participate in processes, where the pragmatic basis is that a more durable and higher quality outcome will be achieved upon stakeholder participation. The first empathises with the participants' perspectives, and the second with the position of governments. These two approaches are related, but often in participation literature either the democratic or practical implications are favoured. Secondly, participative governance can be studied in terms of the intensity and kind of involvement, such as Arnstein's ladder (Arnstein 1969). These types of scales imply that more empowered levels of participation are superior, but have more recently evolved to mean different levels of engagement should be

tailored to different situations and ends. Finally, it can be studied simply as a way of meeting an objective, such as development or research aims. The objective based perspective this research takes is that of effective and fair environmental management as the end goal of participation.

Using the pragmatic typology, more viable and effective decisions have also been attributed to participative methods (Reed 2008). Many studies -- covering topics from sea level rise to local wildlife management-- have explored how community participation increases the viability of environmental management programs (Ghai 1992; Tompkins et al. 2008). Community participation does this through creating ownership and continuous on the ground support of the project, which allows practitioners to learn about problems quickly. Essentially, local communities are an eye on the ground and often much better equipped to be stewards of the environment due to their proximity to the local environment. From a more humanist perspective, scholars have also noted the good social outcomes of including communities in environmental management, such as their needs being adequately understood and catered for (Ferketic et al. 2010).

Despite the benefits, upon application participative governance has not been without its pitfalls. Participation in itself is a loaded term, without a consistent meaning across ideologies and methodologies (Lawrence 2006). A resounding criticism has been that there is no across the board clarity for practitioners and researchers of what it means and how to achieve it (Reddel 2002; Keast & Mandell 2012). Furthermore, it is often a costly and time consuming exercise for all involved. Practitioners are often disillusioned by failed attempts at participation, consultation fatigue has been cited as disillusioning participants (Burton et al. 2006; Cavaye 2004). Considering the ethical importance that stakeholders continue to have some inclusion in the decision making process, this disillusionment has posed a major barrier for continuing to improve participative governance practices. In light of this Reed has suggested eight broad principles to guide participation (Table 2 Principles of good participative governance).

Table 2 Principles of good participative governance as outlined by Reed (2008)

Principles of participative governance (Reed, 2008)	
1. Philosophy of empowerment, equity, trust, learning.	
2. Early engagement	
3. Relevant stakeholders analysed and represented systematically	
4. Clear objectives at the outset	

- 5. Tailored to context including objectives, type of participants and appropriate level of engagement**
- 6. Highly skilled facilitation is essential**
- 7. Local and scientific knowledge should be integrated**
- 8. Participation institutionalised**

Reed (2008) also suggests the disillusionment with participative methods is due to too much emphasis on tools and toolkits, and not enough emphasis on the process itself. As a tool, participation can be achieved in a tokenistic sense simply by allowing stakeholders to participate in an activity, such as a meeting. This does not necessarily yield any fair outcomes for participants. Participation when seen as a tool is unlikely to produce fairness (Gustavsson et al. 2014) as participants have no power to change the decision making process. Unless stakeholders are systematically sought and represented, community engagement might only replicate existing power dynamics (Reed 2008). Even within cooperative community groups, it is problematic to assume consistent needs and visions across all members (Tompkins et al. 2008). Even in the same context, people's preference for management decisions are not fixed, and may change with different information (Tompkins et al. 2008). This changing information and responses by the community means participation is an ongoing process.

Community engagement has previously been interpreted as simply communicating information to communities (Rowe & Frewer 2000), but this assumes an absence of information is the issue rather than a core disagreement in how that information is interpreted. Part of engagement is representing and *utilising* different perspectives by integrating the interpretations scientific and local knowledge lend (Hindmarsh 2012; Agyeman & Evans 2004). Understanding the participation context can be more important than the project factors themselves (Kaufman et al. 2014), and local communities may potentially be best equipped with knowledge of the context. By contrast, approaching the participation assuming the community has no information to offer can miss the opportunity that local knowledge provides (Agyeman & Angus 2003). In coastal policy especially, there is a false dichotomy between local and scientific knowledge which has placed them at odds, where there are actually a number of knowledge systems (Nurse-Bray et al. 2013). These different knowledge systems need to be integrated to achieve the best possible results (Reed, 2008). Local ecological and social knowledge of the community must be seen as complimentary and legitimate to systematic scientific knowledge, which practitioners too often favour (Mellado et al. 2014; Agyeman & Angus 2003).

2.1.2 Conflict over the local environment

Participation in environmental policy can fulfil the need to encompass community's views in planning and environmental management, avoiding conflict and local opposition. Stakeholders have different world views, which means they do not necessarily value the environment in the same way or desire the same outcome from environmental initiatives (Raik et al. 2005). These public values for landscapes are difficult to consider and there is no simple quantitative method of estimating them (Swanwick 2009). Conflict often emerges in reaching an agreed outcome, especially where community interactions with the environment conflict with government conservation goals. When looking at how people value the environment biodiversity is the favoured discourse for practitioners, but sometimes conflicts with ideas of untouched environments as it implies to some degree that people should attempt to improve nature (Fischer 2007). Conflicts can also emerge in response to place disruption as a result of changes to environments that people have a strong sense of attachment to. Coming to an agreed vision between different stakeholders for what this outcome should be is important for these pragmatic reasons (Ferketic et al. 2010; Prenzel & Vanclay 2014).

The need to include the value local people have for their environment in planning processes has been a wide spread recommendation to reduce conflict and increase the fairness of decision making (Brown 2006; Norton & Hannon 1997; Hindmarsh 2012; Moore-Colyer & Scott 2005). A place is somewhere that has been "given meaning through, personal, group or cultural processes" (Vorkinn & Riese, 2001: 252). Both groups and individuals can form their identities, and in turn meaning around places (Devine-wright 2009). Working with place-based-value in policy is difficult though, as a place and its meanings "cements the intersection of historical, socio-cultural, biophysical, and political-economic aspects of any local community"(Hindmarsh, 2012: 124), so there are many factors involved. The strong values for the environment that develop through living in a place over time, often called place attachment, have been linked to place protective actions and concern when the local landscape begins to change (Brehm 2006; Vorkinn & Riese 2001). Community protest conflict can occur when people's sense of place is not considered in planning and changes to the local environment.

Place attachment is people's sense of place and relationship with the environment, and has been used to explain local opposition and conflicts over changes to the environment- like at Long Beach. Conflict and protest, or "*place protective actions*", form in response to change and "*place disruption*" to the local landscape (Devine-wright, 2009: 428). Theory generated about opposition to disruption of the landscape has often focussed on changes such as the development of energy projects. Landscape changes like change to ecosystem structure or

species composition have been less studied, but can be also conceptualised as *place disruption* (Upham et al., 2009). People with a strong place attachment will respond with *place protective actions* such as protest.

Coastal environments are places that people generally have a high level of attachment to, which makes them especially prone to conflict (Tett et al. 2011). But the meanings behind these place attachments are often varied, ranging from valuing pristine environments to enjoying the amenity of the area (Kindermann & Gormally 2013). These different meanings make coming to a shared vision for the area more difficult. Nevertheless, across different contexts there has often been a common idea that aesthetic values and leaving the beach 'natural' is preferable (Kindermann & Gormally 2013; Brown 2006), even if there is debate about what a 'natural' beach entails. Sometimes these debates are simply intractable, and require new mediation techniques (Campbell 2003).

Place attachment debates are often intertwined with the NIMBY- Not in My Backyard- discourse, as environmental change causes locals to act on their attachment to a place (Devine-wright 2009). NIMBYism, where NIMBY stands for "Not In My Backyard", is a discourse that often emerges in land use debates. The NIMBY discourse suggests local residents are concerned only with the impact of large scale projects on themselves, whereas the reality is much more complicated. It has been criticised for framing local residents as selfish, concerned only with the eventual benefits or costs that landscape change will have on them (Wolsink 2007; Devine-wright 2009). It is often a misunderstanding which doesn't get to the core of people's issues (Gross 2014a). Social psychology has found that people are often much more concerned with *how* the decisions were made- or procedural justice- more often than not outrank their concern for the outcome of decisions (Gross 2007). If the process for deciding to change the nearby landscape is fair, it is more likely to be accepted and conflict avoided (Gross 2014a). Thus, fairness is a key consideration in conflicts over the environment.

2.1.3 Justice and fairness in environmental decision making

Whilst there is the sentiment to keep environments pristine and aesthetically beautiful, when disagreements arise about management outcomes it reveals how differing ideas of caring for the environment can be. This raises questions about how we can integrate cultural and social meanings into a vision for environmental management and create fairness through engaging local communities. In the face of vastly different values for the local environment, an outcome that takes into account all views and needs is sometimes only partially possible. This makes fairness through the entire process, not just the outcome, important. Participative governance may be able to achieve this fairness, as creating fairness is often implied in participation

processes. But reframing participation as trying to create a fair process, rather than just governments trying to reach an outcome, may present a more direct approach to understanding communities' issues and increase local acceptance of environmental programs.

To reach justice and fairness in environmental management, it has to be understood that it is perceived in different ways and as such the literature and definitions of justice and fairness are constantly evolving (Gross, 2014:24). The original environmental justice was the study of the distribution of environmental quality, including environmental degradation and access to natural environments, amongst different social groups (Mitchell 2011). It has since moved beyond social justice issues to study everyday phenomena, such as the everyday experiences of fairness that justice consists of. Social psychology and organisational justice provide a theoretical framework for exploring the justice and fairness concerns of individuals in the workplace and society.

There are three different dimensions of justice and fairness each contribute in different ways to how things are seen as fair or unfair, as outlined in Gross (2014b, Ch.8: 151). Interactional justice is concerned with how people treat and approach each other. Respect, recognition of roles and mutual interests and inclusion are the components of this kind of justice. Procedural justice is concerned with how governments and organisations operate, including adequate information flows, participation and balanced decision making. Finally, distributive justice is concerned with outcomes, and whether or not they have a rationale that has appropriately allocated resources considering need, equity and equality. Issues can contain multiple justice and fairness dimensions, so they often overlap (Figure 3). All of these dimensions are needed for creating a vision for the use and management of environments, also guiding how we interact over them (Ibid:162).

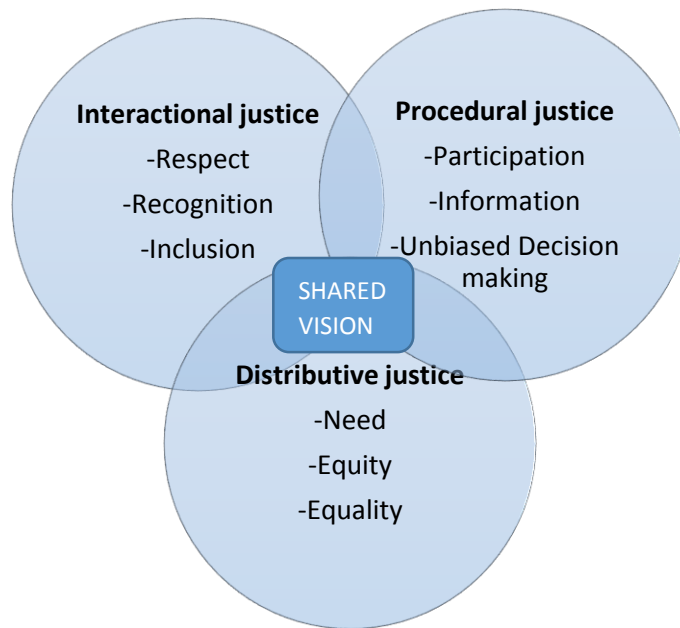


Figure 3 The three dimensions of justice and fairness. Source: Gross 2014, pg.

38. The diagram reflects that the three dimensions often overlap.

Interactional justice encompasses how people are treated, recognition between individuals, and inclusion. Procedural justice reflects participation, the dissemination of information and the unbiased decision making all parties need to navigate in creating outcomes. Finally, distributive justice is the outcome and whether it is distributed equally, to people who need it and in a way with a clear rationale.

The way things were done- Procedural justice- is often just as important as the outcome- Distributive justice (Gross 2007; Tyler 2000). This highlights the importance of not only consulting to reach an outcome for a project, but including communities in the procedure through participative governance. Within procedures how people are treated, included and recognised can also create interactional justice. There has been a wide range of literature using this framework to study justice in a qualitative way (Gustavsson et al. 2014; Drew et al. 2002; Tyler 2000). Many of these studies emphasise how public participation produces fairness, or potentially unfairness, in practice. How participants perceive the fairness of processes and outcomes, and in turn what they believe to be just or unjust, has been the focus of studies involving large scale energy projects (Gross 2008) and conservation (Ferketic et al. 2010). But even studying something as seemingly innocuous as lopping tree limbs can cause conflict and uncover flaws in policy and the participation process (Drew et al. 2002).

In dealing with environmental issues an extra level of complexity is added. Justice for individuals in a community can conflict with global justice concerns. Typically there is a tension between wider environmental justice and local perceptions of justice, especially in coastal

contexts (McKenna et al. 2009). Large scale energy projects attempt to create wider benefits by reducing greenhouse gas emissions, but for the communities faced with a site nearby the negative impacts are often much more tangible whilst these global benefits are dispersed broadly and seem intangible (Haggett 2011). In coastal zone management tensions have also been reported in policy that supports local interests and national dune conservation goals (McKenna et al. 2009). Conservation programs offer the potential to bring tangible benefits to the community, but to do this communities' issues must first be understood (Ferketic et al. 2010).

The justice and fairness literature presents a way of understanding conflicts over the environment by understanding people's issues, and potentially improving participation. The presence of conflict and the ability to mediate and resolve it are closely intertwined with justice and democracy (Prenzel & Vanclay 2014). If there is lack of justice or fairness in a situation that involves considerable landscape change, conflict will usually arise in the form of a protest- or divide within community.

2.2 Research gaps

This study fills a number of gaps. Firstly it is a contextual study around community perceptions of coastal management, specifically dunes and the foreshore. Few studies in Australia have explored qualitatively how coastal communities are engaged with their local government in addressing these issues, and whether these attempts at participative governance are effective.

There tends to be less research focussing on the local government scale, despite it being the point of implementation of much environmental policy. The views of coastal residents have been explored focussing on issues such as sea level rise and dune stability, and emphasising a theme of participative governance (Tompkins et al. 2008; Drew et al. 2002). Problems have been documented in the European Union that in satisfying local residents facing erosion near their homes, wider strategic environmental government principles are compromised (McKenna et al. 2009). Strategies of compromise between regional and local interests need to be developed (McKenna et al. 2009).

Participation is one such way of involving local interests in wider projects. Where and how public participation works, and where it does not still needs exploration (Gustavsson et al. 2014). This case study contains elements of social conflict, ethical and pragmatic considerations, as well as being a key context in Australia where sea level rise and dune stability measures are going to be implemented. The Eurobodalla Shire Council appear to have more recently embraced the principles of participative government, especially in their attempts in mediating conflicts over dune vegetation at Long Beach. As such the case study

yields a unique perspective as to how the community experienced any engagement or mediation processes. There is a need to find out how conflicts-- such as around Coastal wattle- - are intractable and what barriers are of key concern in making the dispute impossible to resolve (Campbell 2003).

This study also contributes to gaps in contextual social justice research (Gross 2008; 2014:19), furthering the understanding of how perceptions of justice and fairness can change from context to context. Whilst justice may be implicit in good public participation, few studies explore how they interact in environmental management. Studies have been done involving communities, justice and large scale energy projects, but few have been done in regards to government funded local environmental projects. This offers policy makers more information about how they can implement fair and just governance of the local environment.

Finally, many participative governance studies have investigated stakeholder engagement in national park planning and management (Bojórquez-Tapia 2004; Raik et al. 2005; Fischer & Vanderwal 2007; Ferketic et al. 2010), but more complicated public areas with natural value have been little explored. The Long Beach Western reserve is not a national park, but council owned land with a high amenity value for residents, as well as political pressure for it to contribute to local environmental value. Beyond the traditional use of conservation areas to preserve the environment, there is a push for the creation of public land use areas such as these that include the use value of an area to stakeholders as well as conservation value using multi-objective land use planning (Geneletti & van Duren 2008; Bryan et al. 2011).

2.3 Chapter summary: Conceptual framework

The conceptual framework for this thesis looks at processes around conflict and participation, exploring justice and fairness as potential key factors. Throughout the eight principles of good participation, there are elements reflecting distributional, interactive and procedural justice (Table 3). This shows how participation has the three dimensions of justice and fairness implied within it. Essentially, justice, fairness and participation are all required to create a shared vision for the local environment even in the face of conflict (Figure 4). Nevertheless, achieving good participation is not easy and there is debate in the literature as to whether it is always worthwhile. The analysis will reflect on how participants perceive what is fair around the dunes considering these themes, and using the principles of participation and three dimensions of fairness as orienting concepts.

Table 3 The Justice and fairness principles implied in participation Principles P1 through to P8

Principles of community justice and fairness (Gross 2014) ***Relevant principles of participative governance (Reed 2008)***

<u>Procedural justice</u>	P2 Early engagement
Participation	P3 Relevant stakeholders analysed and represented systematically
Information	P4 Clear objectives at the outset
Unbiased decision making	P5 Tailor to context in terms of objectives, type of participants and appropriate level of engagement
	P7 Local and scientific knowledge should be integrated
<u>Distributive</u>	P5 Tailor to context in terms of objectives, type of participants and appropriate level of engagement
Need	
Equity	P3 Relevant stakeholders analysed and represented systematically
Equality	
<u>Interactional</u>	P1 Philosophy of empowerment, equity, trust, learning.
Respect	
Recognition	P6 Highly skilled facilitation
Inclusion	
<u>Other</u>	P8 Participation institutionalised

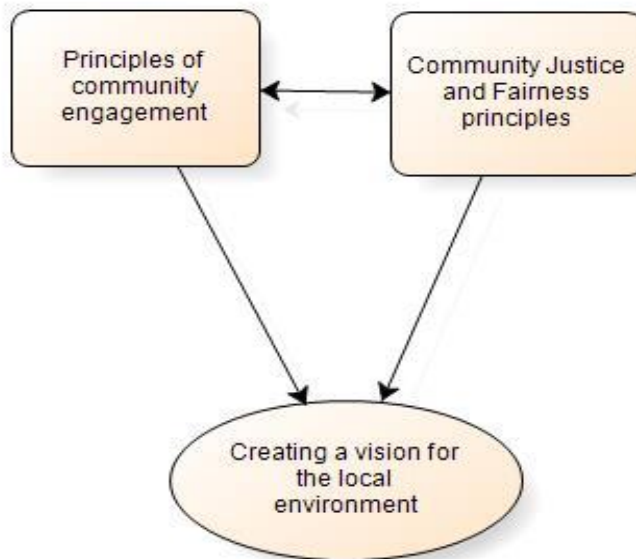


Figure 4 Participation and the three dimensions of justice and fairness may work together to create a vision for the local environment

Chapter 3: Research design

This chapter makes transparent how the research was carried out. To answer the research questions a qualitative approach was taken, utilising an adaptive methodology to link the theoretical and grounded implications of the case study. Participants were selected carefully to represent the people central in the conflict. The interview protocol and resulting coding and analysis process are described. Finally the rigour of the research and participant comfort is discussed.

2.4 Methodology

A qualitative and adaptive approach was taken to this case study. Qualitative enquiry is concerned with the *why* and *how* of people and society. It is descriptive rather than prescriptive and gives an in depth and contextual understanding of individual's experiences and social structures (Hay 2010). Layder's adaptive theory (Layder 1998; Layder 2012, chap.1) is an approach that blends inductive and deductive methods to solve research problems. This means the research uses theory and orienting concepts to understand the research phenomena, but emergent themes are also generated from the raw data. This makes it especially applicable to qualitative research, which is often iterative as findings outside of the theoretical framework emerge. It accounts for the gap between theoretical and empirical researchers and maximizes the value of the research by linking the practice and theory surrounding a problem.

A comprehensive literature review was carried out as part of this approach. The literature review highlights research gaps but, more importantly, establishes the key theories that act as orienting concepts, or lenses, for data collection and analysis. Community engagement and participative governance, land use conflict, and justice and fairness literature were all explored from the outset. This relevant literature can be seen summarized in the literature review (2.1).

In qualitative research case studies are a methodology, rather than a method, that allow a particular phenomenon to be explored in depth in order to test and expand on explanatory concepts (theory) or solve a concrete problem (Baxter 2010). The in-depth understanding given by a case study is valuable on its own for this reason. This particular case study can be used to solve practical problems in community engagement and to expand on the academic understanding of social and environmental justice (Baxter 2010).

2.5 Method

2.5.1 Data collection

2.5.1.1 Participant selection

A mixture of purposive and snowball sampling was used (Hay 2010:75). Purposive sample groups are outlined in Table 4. For the first round, key stakeholders such as Long Beach Community Association committee members, community representatives, Landcare coordinators and local government officials were interviewed. Further participants were sought under their recommendations- otherwise known as snowball sampling. The number of community members interviewed for the project was disproportionately greater than practitioners or environmental volunteers. This was in part due to the large size and amount of interest of the community association wanting to participate in comparison to the relatively smaller number of environmental volunteers and practitioners who were involved. This was mitigated by using documents written by practitioners, minutes of meetings, and statements from previous volunteers in the local media.

The sample was categorised by stakeholder type (Table 4). The categorisation was done by their membership, occupation and used to select participants. Participants' time staying or living at long beach ranged from 1 year to 30 years.

Table 4 Number and kind of participants

Participant group	Participants
Long Beach Community Association: Committee members or members cited in interviews as heavily involved	6
Environmental volunteers: Members of the local Landcare group	2
Local Government: Local government workers with some knowledge of the case study	2
Bipartisan: General Long Beach Community member equally involved in both groups	1

2.5.1.2 Semi-structured interviews

Interviews help to establish a detailed picture of “a diversity of meaning, opinion, and experiences” revealing insight into debate or consensus (Dunn 2010, p.102). Two iterations of semi-structured interviews were held and audio-recorded. Interview protocols were used to approach different participants consistently but still allowed for them to be at ease enough to tell their story. Interview protocol were standardised and open ended, though different for community members and practitioners. A pilot test of questions was run through with a contact involved in the case study to fine tune the interview protocol and maximise participant comfort and professionalism. A summary of the themes of interviews can be seen in Box 1. This standardised protocol method produced longer interviews and required more coding, but reduced interviewer bias by asking the same questions of local environmental volunteers and the community association (Turner 2010). This style of interview involves the researcher asking structured questions but, importantly, the conversational nature allows the participant to talk about what they feel is important and follow their own direction (Longhurst 2010; Dunn 2010). This way themes can emerge beyond the researcher’s theoretical framework. In some cases a smaller secondary interview was held over email correspondence to clarify meanings. In three of the interviews, participants’ partners were asked if they would like to be group interviewed.

These were longer, and it was clarified before the interview that the participants were comfortable with expressing any different opinions in front of each other, allowing perspectives of both individuals to be drawn out.

Box 1 Interview themes

Content of first round Interview themes:

- Connection to the area
- How they use the area and see it being used.
- Concerns about the area
- Knowledge of an involvement in the Coastal Wattle Project
- The roles of different groups in the project
- Their feelings about the project
- Experience of consultation and community engagement
- What they would like to see out of the project

Content of second round interview themes:

- Connection to the area
- How they use the beach
- Involvement in the Coastal wattle project
- Aims of the project
- Benefits of the project
- Their experiences working with other people in the project
- What they think is a fair outcome for the project

In the first round more open questions were asked about people's experiences and perceptions of dune management at Long Beach (Appendix C: Interview protocol). Through asking people about their use and preferences for the beach, their value and attitudes about the landscape can be ascertained (Swanwick 2009). They were asked first about more general beach management of the area before being prompted to talk about the Coastal Wattle Project. Aids such as the coastal wattle project documents and local Plan of Management were brought along for reference of the interviewer and participant. The second round involved a funnel structured interview with more in depth questions about the emerging justice issues and to clarify themes from the first round (Appendix C: Interview protocol). This second round also utilised "Focus cards" saying respect, recognition and inclusion laid out on the table to hone in on the principles of justice and fairness. Interview questions were varied for different stakeholder groups in order to target their potential knowledge and experience of the project, but there was an emphasis on their involvement and where their beliefs come from. Interview protocol can be seen in the appendix, but these evolved in practice as participants were allowed to take some direction in the interview and questions were refined throughout the

research process. Finally, interviews were transcribed by hand and verbatim for reference in the coding process.

2.5.1.3 Interview analysis

Analysis was an ongoing process from the first interview involving content analysis to develop themes. The interview transcripts were coded in using the NVIVO software. Coding is the process whereby the raw data, often a text or transcript, is highlighted to generate themes. A number of coding approaches can be taken, and different coding processes will produce different solutions as researchers interpret or emphasis elements of the data differently (Ryan & Bernard 2003). This is where an adaptive methodology becomes especially useful as orienting concepts from the literature review were used to inform the coding process (Layder 2012, p.139). The conceptual framework outlined in Chapter 2 summarises these orienting concepts. Emergent themes were also identified in the coding process from the repetition of ideas and by highlighting similarity and differences across interviews and participant groups (Ryan & Bernard 2003). This was a continuous process beginning at data collection, and was refined in writing the results and discussion section. Success of the community engagement project was assessed using both the community's perception of fairness and Reed's best practice principles for participative governance- as outlined in the conceptual framework (2.3).

2.5.1.4 Document analysis

Documents were used both as a primary data source to supplement the local government and to supplement the analysis by cross referencing with interviews. A simple content analysis was used. This included the Coastal Wattle Report, media reports on the case study and letters to the editor. A full list of these sources can be seen below. Official documents such as consultant's reports were used in the analysis to cross reference descriptions of procedures in the interviews and situate the views of participants. For example, if a participant referred to a document positively or negatively, the document would be used to corroborate this perspective.

Box 2 Key Documents

Key documents

- **Coastal Wattle Report, Ecological (2010)**
Commissioned by Eurobodalla Shire Council at request of the Long Beach community. Fulfilled by EcoLogical consultants.
- **Local Plan of Management (2001)**
Comissions by the Eurobodalla Shire council. Created by Oculus consulting in conjunction with the Long Beach Improvement Group and Long Beach Landcare.
- **Coastal Wattle Strategy (2013)**
Strategy developed by Eurobodalla Shire Council based on the Ecological report
- **Minutes of meetings**
Minutes from Long Beach Community Association meetings
- **Property Vegetation plan (2013)**
Produced by the catchment management authority to allow controlled works on the Coastal wattle, which is protected under the *Native Vegetation Act (2003)*

2.6 Rigour and Ethics

The case study was only made possible by existing social networks and interests at Long Beach. Namely, a family residence on Bay Road and long term updates on what was happening in the community. I mitigated this by ensuring I sought out contrasting perspectives, and seeking out a diversity of views in the participants.

The case study has been a site of conflict and social discontent. As such, ethical procedures and safe guards were established with the Australian National University Human Research Ethics Committee (Protocol 2014/151) to minimise any social harm potential of the research. Interviews and data recordings were only sought with the signed consent of participants. Participants were only ever identified by the group they were affiliated with to ensure confidentiality. They were also fully informed through an information sheet and consent form. The information sheet identified risk of identification due to the small sample size of some participant groups, such as local government officials. Participants were also made aware in the information sheet that some quotations may be used to demonstrate themes in the thesis itself.

In terms of comfort, participants were fully informed and a rapport was built up through email and at the beginning of the interview through more general questions about living at Long Beach. There were some sensitivities in terms of conflict in the area. This was managed through firstly being aware of any conflict participants had experienced and adjusting

questions accordingly. And secondly, having a course of action when participants seemed uncomfortable or upset. This involved responding quickly by offering to give them a break or ceasing the interview. Finally, support services were made visible on the information sheet in case of any emotional impacts after interviews.

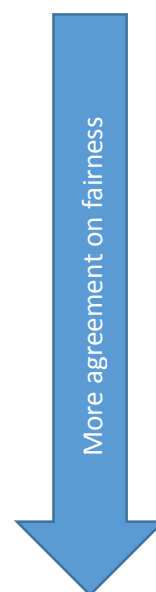
Chapter 3: Research findings

This chapter presents the findings from the interviews and begins exploring the Long Beach case study using the key concepts of justice, fairness and community engagement. The first research question, “What were the key factors in the conflict?”, will begin to be answered in this section. I discovered that Long Beach has a complex history of competing land uses and community interactions. Historically unfair management of the foreshore reserve was an ongoing concern for some community members, but others were more worried about maintaining the stability of the dunes. Interestingly, the community group and Landcare group had consistently different perceptions of the fairness of each project (Table 5). These findings will be discussed through the three dimensions of fairness.

Table 5 Different perspectives of fairness between groups and between projects

Y= Yes, fair. N= Not fair. Y/N= Mixed response. The Coastal Wattle Project had improved, with fairly consistent elements of fairness across the board.

		Community association	Landcare
<i>Early management</i>	Distributive	N	Y
	Procedural	N	Y
	Interactional	N	Y
<i>Bay road plantings</i>	Distributive	Y	N
	Procedural	N	Y
	Interactional	N	N
<i>Coastal Wattle project</i>	Distributive	Y/N	Y
	Procedural	Y	Y
	Interactional	Y	Y



3.1 Distributional justice: How did participants feel about the outcomes?

Distributive justice is concerned with outcomes and the need, equity and equality dimensions of those outcomes. Participants' concerns about outcomes included need to access the beach, erosion, and conceptions about what the natural state of the beach should be. There was some tension between outcomes that were perceived to be for the greater environmental good- like adaptation to climate change- and outcomes that take into account the community's needs and perspectives. Participants were divided over what the outcome for the coastal wattle project should be, but their perception of fair outcomes was situated in their knowledge of local history, especially longer term residents. When asked about environmental management, many participants talked about the Coastal Wattle issue and subsequent project without prompting. They often referred to the aims of previous projects to support their beliefs about the current project. This, for some, was a marked achievement in engaging a conflicted community, but for others reflected more environmental projects where environmental concerns still trumped broader community concern.

3.1.1 Environmental outcomes: Natural environment versus functional environment

The intended outcome of current management in the area was the total removal of coastal wattle and introduction of biodiversity (See Case Study section). The spread of the Coastal Wattle into the hind-dune was a concern for both the Long Beach Community Association and the Local Landcare group. Some community members supported the retention of the bulk of the wattle to prevent instability in the dunes, but others saw total eradication of coastal wattle as the only fair outcome. Use can often indicate how people value the environment but the way residents used the beach was quite similar, even when they had different opinions about management practices. Many of these ideas about the environmental outcomes instead considered the function of the dunes and the natural historical state of the foreshore. Previous management activities, specifically on Bay Road, have involved large scale fencing and planting of that foreshore. For many residents this dramatically changed the character of the beach and is contrary to what they remember the natural state to be:

Key Quote 1 *"The people who have a long history and connection with Long Beach, they remember the area as it was when they came here...they picture of it I think is as more of a grassland"* (Community association)

The natural history remains under dispute, although consultants' reports suggest it was potentially a grassy dune with only a few shrubs (EcoLogical 2010, sec.2.5). From the council's perspective the fact that the area is highly modified by use over the years is the complicating factor of any restoration activities, as legislation requires pre-European vegetation as a baseline for environmental projects. Local residents with a long history in the area described the Western Reserve as an open block used as a camping retreat, with no livestock on the foreshore. The council and local environmental groups on the other hand believe this area was still probably cleared and used as grazing land while it was Blair's farm, keeping down the shrubs to create the grassy dunes that some residents describe. Another issue that came into play was the loss of remnant vegetation with the approval of Long Beach Estate. For some participants, the preservation of vegetation as habitat is important and as such keeping the foreshore vegetated with more complex habitats, not just grasses, was a key outcome.

Considering how close houses are to the shore, erosion was also a consideration for any outcome for the shoreline vegetation. The same residents, who disagreed about the natural vegetation, disagreed about the function different vegetation had on the dunes and beach. Some saw the beach as a naturally dynamic environment which needed shallow rooted vegetation on the strand line, and others as a barrier between houses and the sea that needed tall shrubs with deep rooted systems to protect against storms. Many participants referred to the storm in 1974 as evidence for the need to introduce large plants to the dunes. They recounted that Sandy Place was inundated in parts and yet *"people build there now, I worry about what will happen"* (Landcare). This combined with Sea Level rise concern led to the Long Beach Improvement group originally wanting thicker vegetation cover on Bay Road *"a lot of people were saying they were concerned"* (Landcare). But many foreshore home owners in the area had no concern about storm or sea-level rise in the immediate future. Moreover, they accept it as a manageable risk of living on the foreshore. The Community Association members believe that tall woody plants like the Coastal wattle aggravate erosion problems as it turns a dynamic dune into a static and vulnerable environment causing scarping (Plate 1). They observed during their time on the beach *"Dunes get blown up by wind and water you know created by wind and water and they get changed by wind and water"* (Community association) and this was a natural characteristic.



Plate 1 The beginnings of a scarp in front of the coastal wattle taken in July 2014 after a winter storm. Source: Authour

3.1.2 Community outcomes: Conflicting visions

But preserving the natural environmental state of the beach wasn't the only concern, how people use the beach was important too with many participants raising concerns about access. Some dissonance over the beach was also expressed between participants and even in the same interviews. On one hand, the beach was seen as a natural open space which should be busy and well used by residents, on the other, as a remote and private area to be enjoyed and rehabilitated for its natural qualities. These ideas were not necessarily incompatible.

When asked about their personal visions for the beach some had a clear desire to see the beach attract more visitors and receive more infrastructure, whereas others didn't express this or emphasised isolation as a favourable characteristic of the area. Some enjoyed using the beach as a site of discussion and connecting with neighbours, but others also value the fact that *"you can often be on the beach and be the only one there which is amazing for a beautiful sandy beach"* (Landcare). Even with the original Long Beach Estate *"There was the 'us and them'"* (Community Association member) as local residents were concerned about the environmental impacts of clearing the headland and increased traffic on the beach. Many participants enjoyed walking on the beach, utilising both the hind dune and the beach itself. They said the spread of Coastal Wattle stopped them from doing this, with the beach inaccessible at high tide. Others believed that having vegetation on the dunes looked perfectly natural, as well as the stability benefits mentioned earlier. So whilst the uses for the beach were very similar, their vision for what it should look like- considering both aesthetics, access and the function of the dunes- were quite different.

Visions for the area can both unite and divide the community, as seen in the Bay Road protests. Wider environmental outcomes like stabilising the dunes and increasing net biodiversity for the area came into conflict with maintaining the beach for the community. Despite the conflict, the Bay Road protests and the subsequent rearrangement of community organisations allowed neighbours to form alliances and caused previously disconnected residents to become engaged and raise their concerns about environmental management of the beach. They found *“The last few years that the community is very willing to come together....People talk to you, they'll stop you on the beach you can have a chat”* (Community association). The Bay Road protests strengthened some aspects of the community and caused the formation of the Long Beach Community Association, but also to some degree discredited the Landcare Committee as a minority group— this will be explored further in the ‘Interactions’ section. The community association themselves identified concerns that whilst relations during the Coastal Wattle Project were cordial, the community was yet to come to an agreed vision for the area.

Views, sightlines and access are a complex issue that go beyond simple interests such as property values. Practitioners have previously had problems with tree and limb removal, to improve sightlines to the beach and are mindful of providing view corridors for residences. But the LBCA’s concerns about tall growing vegetation on the beach are not just about views, but the fact that previous sightlines and open areas have been *“taken”* through intentional vegetation and inability to access the area. The Bay Road plantings for instance would have *“Completely changed the nature of the suburb”* (Community association). This wasn’t only a concern for the beach front houses as residents that didn’t live on the foreshore had reduced access. Furthermore they felt the planting *“wasn’t environmental. It was landscaping”* (Community association) and any landscaping in this form *“impose[d] upon the majority a minority view”* (Community association). So whilst views and the impact on property value is a concern for the community, it is tied in with other concerns such as fair decision-making, public access and conservation of the beach as what they consider is a natural state.

The Plan of Management contained concerns that letting residents mow and creating wide open spaces made the foreshore appear as a privately owned space. Being able to see residences from the beach also impacted visually on the landscape, affecting its *“Remote character”* (Oculus, Eurobodalla Shire Council, 2002:23). Thereby creating view corridors at the cost of *“alienating public open spaces”* (Ibid: Plate 33). Contrarily residents said open spaces were more amenable and accessible to the public. This was an interesting contradiction, and poses a challenge for creating spaces that are amenable to everyone.

The perception that government prescribed conservation will always involve shutting out people still held strong with many LBCA participants. They thought many environmental projects trumped community wishes and desires:

Key Quote 2 *“What they don’t understand is biodiversity also means us. We’re part of the biodiversity.....we’re bio and that’s part of our spot as well. Just as much as any bloody tree or any plant down there, we are as much a part of that environment as anyone else”* (Community member, living in the area for over 10 years).

Dislike of outcomes that seemed to exclude and override the community’s views was intertwined with dislike of how they were done- procedural justice. Lack of consultation procedures especially were commonly cited as an issue. Coming to a vision for the Western Reserve and the rest of Long Beach’s foreshore is still a prevalent issue, according to the community association. Whilst all parties had clear objectives at the outset, they have yet to come to an agreed vision of the area. Ultimately outcomes are decided through procedures. In relation to the coastal wattle project, there was procedural confusion between a council meeting which recommended eradication of the wattle (Eurobodalla Shire Council 2010, Minute No. PSM10/05) and the current goal of improving biodiversity and control of the wattle through competition. How procedures shape fair or unfair outcomes will be discussed in the next section.

3.2 Procedural justice: How did they feel about the way it was done?

It is significant that the Bay road plantings were completely rejected by the majority of the community, but the seemingly similar planting of the Coastal Wattle project were accepted. This was largely due to better participatory processes and the open information flows between stakeholders. Use of participation and information are key elements of procedural justice which lead to more inclusive decision making.

3.2.1 Participation: Must be representative

Whilst participation was occurring in some form in early stages of management, if it was not inclusive and representative of the whole community it was not effective in addressing conflict- it in fact exacerbated it. Controversies over the foreshore and disputes amongst the community that ensued led the local council to shift away from the original methods of consultation to a more representative negotiation process. Previously community meetings

with consultants, newspaper ads and letterbox drops were cited by most community members as quite an ineffective technique for engaging residents, as it gives little space for negotiation. Some residents felt it made it more difficult for their individual concerns to have a genuine impact on the decision making process. The original methods of consultation mostly captured the views of the Landcare group and the affiliated Long Beach Improvement Group. Multiple open meetings were held to produce the Plan of Management and implement plantings at Bay Road, but this involved mostly the Landcare group with around thirty members usually turning up (Local environmental volunteer). It must be noted that government professionals suggested this Plan of Management might be revised in the coming years, potentially due to this. Many of the Long Beach Community Association members reported never hearing about the meetings, or not realising that the Bay road plantings would be part of the Plan of Management, despite living in the area at the time. By contrast, for the Coastal Wattle Project, a representative was selected from both Landcare and the LBCA and given the responsibility to attend meetings with council, pass this onto their members. Some participants expressed preference for this representative system, as open meetings and group sessions usually foster argument rather than agreement.

In this case being a permanent or semi-permanent resident was an important consideration in engaging the community. Engagement activities such as meetings held in the off season are unlikely to capture all the users of the beach. Moreover, the Bay Road protests took place near to the Easter holiday, very publicly and openly, so more semi-permanent residents were involved with the protests and formation of the Long Beach Community Association. This was an important turning point in engaging a wider range of people in environmental management at Long Beach.

Early engagement is also vital for getting a good participant turn out and for participative governance in general. Yet the interviews revealed that participation is a long and ongoing process that *“Starts before anything happens”* (Government professional), so it may extend well beyond the early stages of a participation project. Older community members cite being concerned about the spread of coastal wattle even before the Bay Road plantings (Long Beach Community Association, 2008), so timely engagement was required to respond to this. Likewise wider engagement during the early Dunecare activities in the 1990s may have reduced the conflict from the outset, as the Plan of Management may have better considered needs to access the beach.

3.2.2 Unbiased decision making: Can the community impact a conservation focussed agenda?

Unbiased decision making is a result of both thorough consultation processes and capacity for feedback from stakeholders to genuinely impact decision making. After the Bay Road Plantings the community protested largely because of a lack of consultation, and this resulted in what was perceived to be a biased decision in which only the local Landcare group had been consulted. Some residents had received mailbox notifications but these didn't reveal the extent of the works. As one person described it:

Key Quote 3: *“Council very hard-handedly decided with long beach Landcare to put in gardens and other vegetation where the community was used to having grassed areas where they could picnic and sit and watch the beaches. The sea roll in etcetera and quite rightly the people at that end protested.... thank heavens they did”* (Community association member).

The planting felt hard handed as Bay Road residents felt no risk from storm or erosion, *“The foreshore houses didn't ask to be saved”* (Community association). By contrast those involved with the planting believe this protest was mainly because residents' ocean views were being interrupted, and the need to manage future coastal hazards was more important.

The Coastal Wattle report consulted many of the views residents communicated through interviews (EcoLogical, 2010:12). But it seems these views were not adequately considered or used in later negotiation processes, whether that be due to resource limitations or the legal requirements of the grant. Participants said they could detect a “sham” consultation right away:

Key Quote 4: *“It's where you consult by sticking enough people in a room that they'll never agree on anything.....you can see the process by which they deal with opinions is to say that cancels that out. That cancels that out. We can do what we wanted”* (Community Association)

In terms of the community's idea of good consultation, they expressed that getting an outcome in which their suggestions were genuinely understood was ideal, and demonstrated that the decision making was balanced. Other responses included *“I can say when we weren't [Consulted well], those are the things that stick in your head”* (Community member). Ultimately, some of the community still felt as though many of the policies and aims of the council were working against them to favour the local government's *“Green agenda”* (Community Association) of using Long Beach

solely for conservation- disregarding the original state of the area.

The rezoning of the Western Reserve was one such example where the outcome was intertwined with what the community perceived to be biased decision making. The Western Reserve was purported to be donated by the developer and zoned as “Public open space” (6A) for the use of the community, but in 2012 rezoned to Environmental conservation (E2) (Appendix) as part of NSW government changes. Public recreation is one of the management aims alongside environmental preservation and heritage protection. This change was perceived to meet the council’s conservation agenda whilst being *“in contravention to the spirit in which that land was donated by the developer”* (Community association) and ultimately hindering the removal of the coastal wattle. The community believes if they were consulted a more recreational zoning could have been agreed upon, but any changes were *“buried in the LEP”* (Community association) discouraging them from commenting on a procedural decision which causes the area to be managed more for environmental purposes than for local residents. The Property Vegetation Plan (PVP) is another example where the community association felt the council’s decisions lack transparency, and were biased toward conservation. Any vegetation management on private land requires a PVP, and as the Western Reserve is owned by the council they produced one with the Catchment Management Authority protecting Coastal Wattle as remnant vegetation, and allowing only small amounts to be cleared. The community association knows the Coastal Wattle isn’t native to the Eurobodalla region and was planted, so to them this is another inconsistency that seems to allow the council to do nothing.

3.2.3 Information: Conflicting knowledge systems need to be integrated through the participation process

Different knowledge systems about how the dunes work were still a feature of the conflict. Developing the same information, such as that of the Coastal Wattle’s origins, was vital to decisions and the participation process. Overall the information flows at Long Beach were good, with a grounding in the empirical research of consultants covering top down information flows and plenty of residents with an open line of communication with the council. The bigger issue was integrating this knowledge. That is, using both local knowledge and empirical science to inform decision making. Local council officers had a clear idea that good environmental consultation requires balancing community views and beliefs with scientific ecological knowledge. One local practitioner involved in consultation said successful consultation:

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Key Quote 5 *“-doesn’t discredit anybody, it doesn’t ignore anybody.... [but] it still needs to have that grounding in science, it still needs to achieve a good environmental outcome but it involves the input of the community and probably a lot of compromise” (Government professional)*

This captured the need to integrate scientific and local knowledge. This was easy when the community’s perception of the coastal wattle as invasive species aligned with consultant’s reports, but more challenging when ideas about the origins of the wattle conflicted. There was also still dissonance between whether observations by the community members show the dunes will remain stable in the absence of vegetation, or whether deep rooted shrubs are essential on the strandline.

An emergent issue in discussing environmental outcomes was specifying which areas were being talked about. Dunes and foreshores can have many different vegetation types over a short area, including the strandline, the hind dune, and more forested areas further back from the dune. In interviews, often management preferences were made as a blanket term initially, for example, removal of all vegetation on the foreshore, but a more nuanced response was given when asked to clarify in more detail. These ranged from filtered views on the hind dune, vegetation barriers on the strandline, to clear dunes and mowed areas. Clearly defining more specific areas using photos to visualise what the foreshore will look like will be a useful tool for negotiations. In conclusion, integrating different ideas and information to ensure decisions are based upon agreed factual evidence is part of creating procedural justice- and participation.

3.3 Interactional justice: How did they feel they were treated?

How the community felt they were being recognised, respected and treated- Interactional justice- was embedded in the process and outcomes. The interactional unfairness of some Landcare members being excluded from the community association due to their support of introducing dune vegetation, as well as the council’s lack of acknowledgement of the community’s concerns, hindered cooperation.

3.3.1 Interactions with the council: Lack of respect and recognition of the past

In a community meeting an older resident expressed frustration at the *“paternalistic attitude of some Council staff with no knowledge of the history of the area promoting their personal views whilst suggesting that individuals such as himself were inferior to them and those views.”*

(Long Beach Community Association minutes, 7 June 2008, Long Beach). The view that the beach should remain a dynamic grassland was discounted by local practitioners due to concerns that it wouldn't provide enough protection from the ocean, and the concern that community members were expressing this view to protect their ocean views and property values. Community members were not only concerned with the unwarranted changes to the beach, but also lack of acknowledgement of their concerns about the spread of the wattle.

A series of planting days presented a new set of onsite interactions between the community, council and local practitioners. But despite the events being largely positive, there were mixed perceptions of them. The council had to carefully balance participation with their requirements to clear no more than 15% of the vegetation and protect the dunes from activities. As a result, the removing of the wattle that the community was keen to be involved in was done by contractors. Some saw the plantings as a tokenistic exercise so that council could maintain control over the project. They felt unwelcome and could see no visible purpose to the plantings. One Long Beach Community Association member said *"They pick[ed] up on the body language...they could see from the planting and clearing that was happening it wasn't going to make much of an impact at all"* (Community Association). By contrast some members did develop some ownership over the plantings, and the local project officers reported a strong line of communication and monitoring of the plantings. Participants that were not involved with the previous history responded more positively. In this was perceptions of inclusion were based on previous experiences. In fact some residents that participated had little knowledge of the historical conflict, which changed their perspective of the project to a more positive one. The ownership generated led to community monitoring and watering of the plantings, and will likely increase their viability in the long run.

Interestingly, online spaces in the form of emails were a site of conflicts between community members and with council. Many of these interactions reinforced the community's feelings of not being listened to, and were sites of conflict between the two major community groups. But these spaces also allowed conflict to come out in the open, and some participants supported the usefulness of online spaces for use in creating visions for the future (See later: Key Quote #6). Following conflicts and protests, this community was highly connected, with important interactions and spread of information occurring in the multiple public spaces such as the beach. Whilst social knowledge processes like this are informal and anecdotal, it is still a powerful knowledge discourse. The results showed that the community social knowledge spread quickly through interactions in public and online spaces. Processes and outcomes are the substance of creating fair environmental management, but the power of interactions in

reinforcing the community's views cannot be underestimated and are useful for understanding the what, where and why of conflict in the community.

3.3.2 Interactions within the community: Recognition and personality conflicts

As mentioned in the outcomes section, the interest generated through protests and lobbying led to the Long Beach Community Association being formed to replace the Long Beach Improvement group in order to look after the community's interest in a more balanced way. Conversely previous members of the Long Beach Improvement group felt their interests were thereby excluded and felt "bullied" by the larger community for their environmental views. Through email and letter correspondences, animosity was generated between both interest groups in the community. The impact of this on the Landcare group was quite severe as they now felt their views were being undermined. These interactions placed any environmental works in the area at odds with the community's access to the beach, and highlighted the competing values in the area. This later hindered the Landcare group's cooperation in the Coastal Wattle Project. The Landcare group *"had good intentions when they planted it...now I don't think their intentions are so good. It's mostly defensive"* (Community Association) following some evidence that the same group may have been responsible for the coastal wattle.

Personal conflicts between individuals were a part of this, as participants reported personalities driving some of the debate. Whilst the disagreement about an outcome for the dunes was still there, interactions could change from tense to cordial depending on which community members were involved. Aggravations between specific community members were intractable, and led to tense and ineffective negotiations facilitated by the local council. New representatives were elected by the community association to meet with each other and the council. This was an effective strategy, allowing much more positive interactions and contributed to more effective negotiations. So whilst the local council must select highly skilled facilitators to manage these interactions, the community members they work with also had an impact. Neutral and representative parties were more preferably in this instance, specifically those without heavy involvement in previous conflicts but that had still represented the interests of the community.

Positive recognition by other parties is part of interactional justice, and a key concern for community diplomacy. Local environmental volunteers gain a sense of personal and moral accomplishment for their achievements in ridding the foreshore of non-native weeds. Having this positive impact on their local area is very tangible. Likewise they had ownership over the

Bay Road planting project and were also upset with its removal: *"For those that maybe invested their time and energy into those plantings and to see them torn up it was quite disheartening"* (Government professional). For them the removal, rather than actual planting was unexpected and under-consulted. Whilst the Landcare group was involved with many activities that changed the dunes without adequately engaging the community, they lacked recognition of their work from the local community association. They engaged much better with the environmental aims of projects on the foreshore, and contributed a lot of volunteer hours both to previous projects and the current one: *"The reality is that the people who are putting in the hours are primarily Landcare. Not the association"* (Landcare).

3.4 Summary: Where is the vision?

A summary of the issues raised by each group (Table 6) and in each project (Table 7) can be seen below. Table 7 demonstrates how different participation processes created different justice outcomes. Poor participation in lack of systematic engagement, clear outcomes and early engagement caused issues in previous projects. Whilst community participation can increase the viability of coast management projects, unless the outcomes, processes and interactions are all fair an inclusive a shared vision for the local environment cannot be reached- especially in light of historical injustices. The dispute at Long Beach was driven by a history of non-inclusive management outcomes and procedures but magnified by personal interactions in the community, resulting in many layers of issues (Table 6).

Table 6 Summary of the community's concerns and type of injustice. IJ= Interactional justice, DJ= Distributive justice, PJ= Procedural justice

Issue	Type of injustice	Concerned group
Coastal wattle was planted, spread and community concerns were initially not acknowledged	DJ, PJ, IJ	
Lost Access to the dunes and views taken	DJ	
Biased consultation for Plan of Management	PJ	
CWS funds used for plantings instead of eradication	DJ	
Protection of Coastal Wattle as a native species, despite the fact it was planted	PJ	

Planting Bay Road without consultation	PJ	
Lack of acknowledgement of the community's concerns	IJ	
Change in zoning from Public Open space to Environmental Preservation	PJ, DJ	
Treatment and exclusion of some Landcare members from the community association	IJ	Local Environmental Volunteers
Lack of recognition of previous work	IJ	
Removal of Bay Road plantings	PJ, DJ	
Loss of remnant vegetation at Long Beach estate	DJ	

Distributive justice depended on participants' different needs and understandings of how the environment worked, but also depended on their beliefs about the function and natural history of Long Beach. The community needed access and ownership to the local foreshore, but many environmental volunteers thought that the greater environmental good of erosion risk overrode access to the strandline and any community decisions that might endanger the dune stability. These issues played out through the participatory processes, decision making and information sharing involved in procedural justice. The Coastal Wattle Project involved adequate participation processes, but even effective participation was hindered by past conflicts. The community ultimately perceived that local government decision making was biased towards keeping the Western reserve as a conservation area, due to the zoning and legislative arrangements.

Table 7 Issues raised in the interviews from project to project A summary of the issues in different projects, and associated with the different approaches taken to each project

	<u>EARLY</u> <u>MANAGEMENT</u>	<u>BAY ROAD</u> <u>PLANTINGS</u>	<u>COASTAL WATTLE</u> <u>PROJECT</u>
INTERACTIONAL	-Wider community not included	-Lack of recognition and inclusion of Landcare group -Hard handed approach to plantings	-Lack of initial recognition of the communities concerns about the spread of Coastal Wattle
DISTRIBUTIVE	-Coastal wattle planted and dune are 'shut off'	-Views and amenity taken -Grant cancelled	-Coastal Wattle trial removal, not eradicated
PROCEDURAL	-Lack of consultation	-Lack of consultation	-Use of legislation and rezoning to favour environmental outcomes

A key point throughout the dimensions of fairness was that perceptions of past injustices have the capacity to influence current projects unless rectified. The current project had been a marked improvement in fairness. Yet, part of the community was still unhappy with the outcome. This was because they perceive past procedural and interactional injustices to be related to current outcomes of improving biodiversity rather than completely removing the wattle. This reflects that justice and fairness has a strong historical element, and singular projects are often considered as a part of government processes as a whole by the community- as far as the same people and organisations are involved.

The Coastal Wattle Project had a mostly successful participation process which the community saw as fair, yet a shared vision is still lacking. The community association themselves identified the need to create this vision, and wished to act as a vehicle through which to do so, although it will be an ongoing process in reconciling the facts and everyone's views- the below quote encapsulates this:

Key Quote #6 *"The association provides a vehicle where you can generate a lot of discussion over that and start to come around to something that people might agree with Find the stuff that you can actually have as absolutely factual so you can put it up there with references and things like that so that's clear cut and then you can actually put up what we think is the people's vision for what they would like the site to be like. Now that means that other people can come along and say 'oh no we don't agree with that. No you're wrong about that' but it actually gives the medium within which you can actually raise public understandings and agree on things that you couldn't do before." (Community association)*

Negotiating wider contextual factors such as legislation, the availability of human and monetary resources are still barriers against coming to a community supported vision for local areas that is both fair and sustainable. Nevertheless, good participative governance- perhaps by utilising the community association- might offer a way to navigate the tensions between local needs and community dimensions of justice and fairness.

Chapter 4: Discussion

The introduction raised issues of how to come to a community supported vision for the environment through participation in the face of conflicting ideas of what is fair. How perceptions of fairness might play a role in participation was then discussed in the literature review. I took a qualitative approach to understanding the participation experiences of the Long Beach community in the Coastal Wattle Project. The three dimensions of justice and fairness were used as a lens to examine their issues. This raised the question of how to balance environmental conservation with broader community needs in a fair way. Now, this chapter will synthesise those results with the literature and present it as a framework. The research questions and aims will be answered and based on that further recommendations and conclusions will be made.

4.1 Research question 1: What were the key factors in the conflict?

A framework outlining the key factors in the conflict was developed in light of the findings and key concepts in the research (Figure 5). This framework shows key factors in conflict and their relationship to the dimensions of justice. It also attempts to illuminate how the components of participative governance and the dimensions of justice can contribute to creating a vision for the environment – and conversely how lack of participation and shared vision can be a core issue. Whilst justice and fairness issues and conflict may be innate ‘local factors’- good participation and the principles that entails are ‘contributing factors’ which can be acted upon to achieve all dimensions of justice in decision making and create a shared vision.

Before discussing the key factors, the nature of the different conflicts in the case study must be clarified. These conflicts occurred at different scales, some were innate in the context but others were the result of poor governance. Firstly, and most importantly, there was an underlying ideological conflict between all stakeholders- council and community- in which they had divided visions over the function and management of the beach. Secondly, there was conflict between the community and the council and local Landcare over the specific plantings on Bay Road and the governance and decision making of the area. Finally, there were further social conflicts within the community over an outcome for the Coastal wattle- spurred by the Bay Road protests.

There were three levels of key factors in these conflicts, with ‘vision for the environment’ at the core. Firstly, local factors were the factors unique to the area that contributed to the

different perceptions of justice, this level was based in the local history, social context and local environment. Key factors included the tensions between access and stabilising the dunes, previously biased participation methods, and the way community members felt they were treated generally- both by each other and the council. The second level of factors was related to participative governance. It is at this level where environmental management occurs and participation also has the capacity to impact local factors and exacerbate conflicts. In this case study poor participation through unilateral consultation resulted in a chain of events, and ultimately poor relations with the community. The third overarching level was the wider contextual factors that are ever present in environmental management. These were beyond the scope of the research, but in interviews and document analysis climate change risk, legislation and resources were cited as limiting factors to reconciling the conflicts at Long Beach.

A shared vision- or lack of- was at the core of the conflicts. This is not an unexpected finding due to the complexity and often intractable characteristics of environmental conflicts (Campbell 2003). But importantly these opposing visions could be exacerbated by poor participation. Furthermore, the outlook many community members took to the Coastal Wattle Project was embedded in historical experiences of which there was a need to acknowledge in decision making. Nevertheless, with a good participation process community opposition to the Coastal Wattle Project plantings was avoided - despite there still being a tension in achieving an outcome that was fair to the community. Participation may offer a way forward in reconciling the residents' ideas of justice and fairness to create a shared vision.

Using this framework to understand and explain the key factors in conflict might be a useful exercise for coming to an agreed vision. For example, there were some conflicts between the human use and ecological value of the area in this case study. It is useful to note that these visions do not necessarily have to be contradicting. In environments with a long land use history returning them to a "natural" state is not often a standard guideline for what an area should look like, this is where the community's insights into the future direction of an area can be useful.

Place attachment is often used as an explanation for conflict over changes to the local environment, especially when it is not considered in the decision making process (Norton & Hannon 1997; Brown 2006). Place attachment did play a role in the conflict as participants who protested the Bay Road plantings had a strong level of place attachment to Long Beach, purportedly so did the visitors that attended, and planting the shore was "place disruption". But it was not place disruption in itself which concerned the community, but the unfair management activities. The practical implications of this is that fairness is not created just in

recognising people's attachment to place in decision making- that is just one component of fairness. Especially when there are conflicting conceptions of what characterises the place, as seen in the conflicting views about how the dunes functioned. Ultimately, the results suggest that the unique contextual factors of the locality is important in decision making, similar to what Norton (1997) and Brown (2006) suggest, but place attachment alone is not a utilisable concept to understand and then resolving a community's issue.

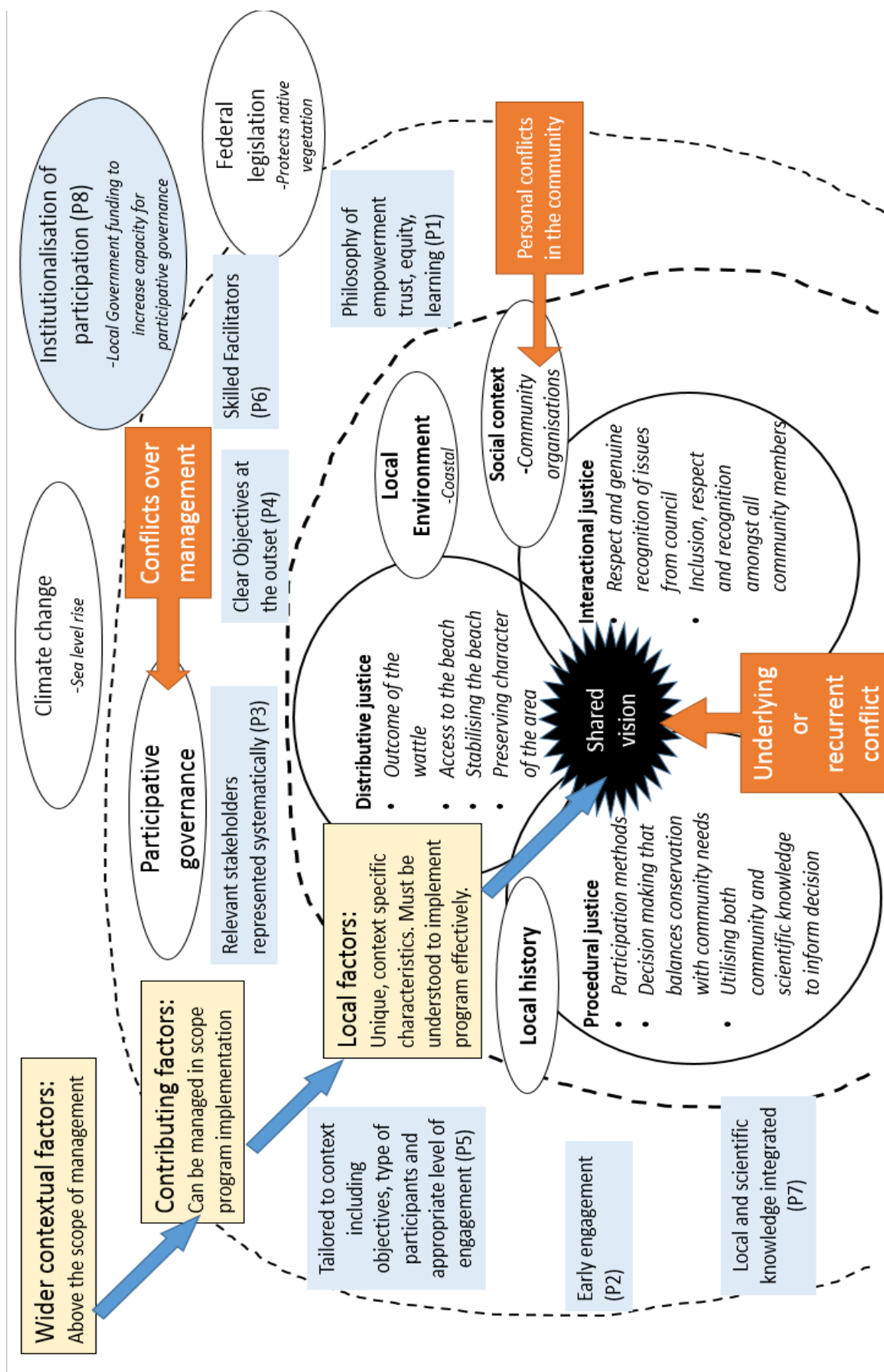


Figure 5 Vision is central to debates and conflict. This figure demonstrates how factors in conflict can occur at different scales (Yellow boxes), but a lack

of shared vision is often core to conflicts. Examples from the findings can be seen in italics. The local scale is where ideas of justice and fairness are formed by stakeholders based on their historical experiences, their observations and knowledge of the local environment and the social context. Only if all dimensions of fairness are addressed can a shared vision be reached (Gross 2014). The principles of participative governance (blue, Reed 2008) are contributing factors, which can be acted upon to create justice or injustice. Principles P1-P7 are contributing factors, but P8- institutionalisation of participation- stands alone as a wider factor. Wider factors were not within the scope of this study and are often outside the control of project implementation. Nevertheless, they are overarching limitations.

4.2 Research question 2: Can justice and fairness improve participation?

The second research question asked: *“Can theories of justice and fairness help to understand these conflicts and community relations, thereby contributing to better participative governance?”*. Looking at justice and fairness can contribute to community engagement in a number of ways. Firstly, it shifts the focus away from project factors and towards that core vision. Secondly, it gets to the core of people’s issues and can unravel what are often distributive, interactional and procedural issues bound together. The findings suggest that making fairness more explicit in the participation process can improve participation by fostering a genuine understanding of the community’s issues. In giving more focus to issues such as interactional justice and procedural justice, as opposed to just the distributional outcomes of projects, more key factors in the conflict can be clearly identified and addressed.

The dimensions of justice and fairness and the good participation principles are complementary, though should be applied in different ways. Reed’s principles are an effective guideline for participation. Participation alone still does not produce justice and fairness (Gustavsson et al. 2014), as this case study revealed community members may bring past injustices to the participation process. The justice and fairness dimensions disentangled many of the community’s intractable issues from solvable ones. This may be especially useful for governance bodies, such as local governments and community organisations, to communicate and understand the issues surrounding community conflict. For example, communities may be upset with how they were treated in the past. Past interactional injustices might not be reconciled with better procedural justice, but could instead be reconciled with fostering better interactions.

Reed’s Principles are more useful when applied at the beginning of a project. The dimensions of justice and fairness on the other hand can be helpful in assessing projects at all stages and can be an important tool for deciding how best to improve projects when communities are

beginning to become disillusioned with the participation process.

Essentially, the dimensions of justice and fairness present a straightforward framework for unpicking and resolving issues, and can be used to disentangle interactional conflicts, such as interpersonal ones, from the outcomes of projects. The justice and fairness dimensions may help to gain traction in contexts fraught with conflict and community opposition. In these situations it is especially important that the implied fairness in participation processes is drawn to the surface, and to ensure any fairness issues are understood and can be addressed directly.

This application is not limited to local councils, as community associations revealed themselves as an important engagement body. Community groups may use justice and fairness principles to advocate for fair processes, interactions and outcomes on complex issues, as well as assessing the fairness of their own governance. This way they can communicate their issues in a clear way that managers can respond to.

4.3 Developing good participation

Better participation has the capacity to mediate and influence the innate conflicts at Long Beach. Lack of participation can also exacerbate existing conflicts. The results revealed that good participation was important in including the whole community and creating fairness, and that lack of good participation and unfairness are also intertwined.

The Bay Road protests were driven by the view that consultation was minimal, save for a small environmental group, and this left the broader community with little capacity to contribute to the decision making process. The community felt that the foreshore's nature as a public space, and their agency to decide what happens to it, had been bypassed. By extension, adequate participation in later projects reduced conflict.

How then could good practice be achieved from the outset? Reed's Principles (2008) offer some guidance for policy makers (Table 8). One general criticism is that fairness and coming to a shared vision for the environment is only inadvertently addressed through applying the principles. Developing clear objectives at the start, for example, could be reframed as 'Coming to a vision for the area'.

Table 8 Principles of participation in the Long Beach case study(P1-7 from Reed 2008)

<u>Principle of participation</u>	<u>Examples</u>
P1 Philosophy of empowerment, equity, trust, learning	-Fostering a knowledge of the unique factors of the context and genuinely understanding the community's issues
P2 Early engagement	-Consulting the community before the Bay Road plantings
P3 Stakeholders analysed and represented systematically	-Divide in the interests of the community needs to be accounted for
P4 Clear objectives at the outset	-Coming to a vision for the area
P5 Tailored to context including objectives, level of engagement and types of participation	-Negotiation methods -Accommodating for semi-permanent residents in the context
P6 Highly skilled facilitation	-Could potentially mediate interpersonal conflicts
P8 Participation institutionalised	-Wider contextual factors (Figure 5) such as resourcing for participation activities

In areas like Long Beach where there are a range of different perspectives, systematic representation of their interests is pivotal to good participation, and a participation process from the outset can avoid conflicts later. The previously unilateral community engagement of early management and the Bay Road plantings was where most of the issues stemmed from. Consulting the Landcare group served a practical engagement purpose of keeping a line of communication with the local area and having a pool of volunteers to support environmental projects. But looking at the fairness dimensions of participation, a more durable result could have been achieved by including a variety of views in the process. By contrast, the dual representative system and negotiation process around the Coastal Wattle Project caused the decision to plant the dunes to be accepted, just with a higher proportion of grasses as the community suggested. The different approaches targeted the groups in different ways (Table 5), emphasising the importance that a systematic approach is taken to engage all different stakeholders.

As semi-permanent residents are a large amount of home owners in the area (See section 1.3.1), it is especially important to include them, as well as summer visitors. This is something that needs to be tailored to context (P5, Table 8). By holding community meetings in the busier months participant diversity can be maximised. This was seen in the large turnout to the Bay Road protests on a popular long weekend, whereas in the winter months community opposition may have been less successful.

The shift towards a negotiation *process* in implementing the Coastal Wattle Project was a marked improvement in community relations, and signified for the community that they were then being listened to and had the capacity to impact decision making. As well as being more supported by the community, the use of two elected representatives to communicate with council was also much more effective than public meetings at reaching agreement (see **Key Quote #4, pg. 43**). Whilst they could impact the local council's decision making process, such as species choice and area of the dunes to be planted, there were still some wider legislative factors that the community could not negotiate on.

4.3.1 Local history and context

A notable barrier to good participation is the fact that many of the core principles require detailed knowledge of the context to be applied. Moreover, conflicts may be embedded in the past history. Given the important role of communities in natural resource and environmental management, an understanding of the unique characteristics of each socio-ecological environment- including the local history- needs to be fostered in local governments. As it stands inconsistent funding and a project-by-project approach leads to different project officers and consultants being used. This fulfils the need for highly skilled facilitation, but may have also limited opportunities for learning about the context and improving on procedures.. This may be overcome by using the same consultants in the same regions or having community representatives that are happy to share a detailed knowledge of the area. Simply keeping detailed records and reflections could also help to learn from past projects, and create a sound background to new ones.

Problematically, mistrust still existed because of previous encounters between local government and communities. This emphasised consultation as ongoing process and raises questions about where the boundaries of the process are. When past consultations affect latter ones, where does "early engagement" begin? A participation process may extend beyond the life of a project, as it reflects the ongoing relationship residents have with their local council. As perceptions of justice were an accumulation of fair or unfair experiences outside the current wattle project, theoretically the results question where the temporal

boundaries of the three justice categories are for individuals. The qualitative semi-structured approach of this case study drew out how participants' perception of justice can be based on previous projects, and can also be related to wider experiences. If a more restrictive enquiry was made focussing on one particular project or event, it might not reveal the wider causes of feelings of unfairness, and the resulting rejection of government activities.

More genuine, open and unbiased participation increased fairness for the community and likely reduced open conflict in the current project. But results suggest that it is not effective participation processes alone which produce this perception of fairness- as seen with the mixed responses to the planting days. Some long term residents drew on their past experiences and knowledge of the area to judge the management activities as inappropriate, and reflect on past management mistakes that have yet to be acknowledged or fixed. Whilst they may have recognised legal and financial limitations to controlling the wattle, they sensed a lack of will to remove it on behalf of the council. By contrast, newer participants approached the project with much more optimism. This demonstrates how conceptions of justice and fairness reach beyond current projects, and history and context play a significant role in how communities approach participation processes.

Kaufman et. al. begin to touch on this in emphasising that the unique contextual factors may be more important than the project factors themselves (Kaufman et al. 2014). These findings suggest that practitioners and participation assessment in general should move away from a project-by-project basis, and instead consider participation histories if an understanding of the issues and how to solve them is to be reached. Current projects may be limited in their capacity to change past procedures and outcomes, but in the very least an application of interactional justice through recognition of people's issues can improve community relations and reduce conflict.

4.3.2 Community interactions

The importance of interactional justice cannot be underestimated by governments or community organisations. The interactions community members have with council officials and the way they feel they were treated gives them some indication of whether their issues are being genuinely considered in the decision process- regardless of official procedures. The justice and fairness framework provided some explanation for this, with the interactions communities have with government officials affecting public perceptions of procedural fairness. Highly skilled facilitators (P6) may offer a way of creating more positive interactions.

Interestingly, it was not only the wider community that felt they had been ill-treated. Local environmental volunteers felt the removal of the Bay Road plantings was unfair, and further

interactions within community meetings led to open disagreement with the coastal wattle removal and the suspension of some individuals from the association (Long Beach Community Association 2008). There was also some suggestion that personal interactions with the local government were also unhappy. Potentially, in being aware of the effects interactional justice can have on people's willingness to participate, community organisations may be able to improve their working relationships between community members as well as with the local council.

In community contexts sometimes there are intractable factors that participation cannot manage, and can only be mitigated. One such factor in this conflict was the interpersonal conflicts between individual community association and Landcare members. The role of mediators and skilled facilitators may then be managing these intractable debates by disentangling some interactional injustices from current outcomes and procedures and allowing progress towards a shared vision in spite of personal conflicts.

An idea that occurs commonly in environmental conflicts and is often considered an interactional injustice is that of labelling community members as NIMBYs (Devine-wright 2009; Gross 2007). One danger of the NIMBY discourse, beyond simply treating community's and their views unfairly, was the danger of dismissing genuine claims under concerns that they are personally or politically motivated. For instance, the spread of the coastal wattle was very slow to be addressed and the community members suggest this was because their concerns were not taken seriously as they were accused of only worrying about their views. The NIMBY discourse creates conflict between governments and communities whilst avoiding the real dilemma of trying to balance those tensions, as in this instance, the tension between returning the dunes to the natural state the community wanted and adapting for erosion and climate change. Balancing the community's outlook for the beach with the need to keep it vegetated is another tension that needs to be resolved in a shared vision for the area. In coastal contexts there are often property values at risk from erosion measures such as changing the outlook of the foreshore and limiting views and access. The NIMBY discourse may unfortunately become more common if these erosion measures are necessary.

4.4 Implications

Ensuring a fair and acceptable outcome in the eyes of stakeholders is no mean feat for practitioners. Some factors in the conflict were uniquely contextual, but there are still take home lessons in terms of reaching a vision for natural resources using a fair participation process. This case study reflects important lessons for governments and the private sector working in communities with complex environmental histories.

The community's response to the consultation process improved along with the application of Reed's principles (2008), therefore they may be effective guidelines for assessing participatory processes both in development and in hindsight. More specific guidelines to apply these principles are needed, but rather than a universal framework, an in depth knowledge of the participation context developed by local governments may be a more useful starting point for implementing participation that follows these principles.

One of the debates in the participative governance literature is whether participation is always a worthwhile exercise, especially due to the high time and government resource costs it requires. If so, where is participation worthwhile? This study supports claims in the literature that effective participation can increase the viability of projects through community support, despite scepticism over community engagement. Whilst catering to community desires may seem to be at the cost of the environmental goals of projects, it increases the long term viability. Good participation can save money in the long run, but lack of resources for consultation was cited as a major concern for the council. In complex contexts such as Long Beach, more investment in community engagement officers and support of inclusive community associations as engagement bodies is sorely needed to prevent future problems for local governments.

The idea that community needs and conservation are at odds with each other has once again emerged (Ferketic et al. 2010; Kindermann & Gormally 2013; Tompkins et al. 2008). This notion needs to be challenged at the local scale to prevent either the loss of environmental quality or the loss of value for communities. Evidently a shared vision needs to be developed which considers both. Participative governance might offer a way forward to balance these two needs, and can in fact achieve better environmental outcomes by utilising local knowledge and gaining community support of projects.

4.5 Limitations and Further research

As a small scale case study this project was limited in its scope, but some avenues for further research appeared. Firstly, the case study showed communities do not have a homogenous vision of what caring for the environment means. Understanding how a variety of communities think the environment should be managed and understanding the different conceptions of environmental care may help better understand how a shared vision for landscapes can be reached across communities. Refining the framework (Figure 5) to guide local governments and community groups over a number of different land management contexts has emerged as something that also warrants further investigation.

Conclusions: Coming to an agreed vision for the environment

In contexts prone to conflict it is beneficial to reframe participation from a justice and fairness perspective, rather than the purely objectives based assessment the literature often uses. Participation needs to be an ongoing process that facilitates learning and reflection about the context and acknowledges the historical elements of community environmental management- as opposed to the project by project basis on which it is usually viewed. This leaves local governments better equipped to reconcile historical injustices that can create barriers to agreeing on future outcomes. Whilst there is still any community perception that decision making is biased, support for a shared vision will be limited.

Governments cannot assume that communities are homogenous in their beliefs about how the environment should be cared for. Past injustices and some innate tensions between community needs and environmental needs were key in conflicts at Long Beach, but not insurmountable. This case study demonstrated that effective participation can increase the viability of projects through procedural fairness. Furthermore, unless participation addresses underlying conflicts by developing an overall vision, problems will continue to resurface. Applying the three dimensions of justice and fairness offers a way of assessing and reflecting on what conflict is about and can improve the participation process in order to work towards a shared vision for local areas.

Even without reaching a shared vision for the long run, improved participation processes caused the Coastal Wattle project studied in this research to have a far greater support from the community than previous projects and has led to more durable decision making. The notion that conserving the environment involves excluding people is one that needs to be challenged. With an approach to community participation, which recognises all dimensions of justice, there is a higher chance of achieving community ownership and community support, and subsequently increasing the viability of environmental project. In the face of climate change adaptation and potentially dramatic changes to local environments such as erosion control, the participation of communities will only become more important in achieving a fair but sustainable vision for the management of natural resources both locally and globally.

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Appendix A: Early management records and consultant report excerpts

Excerpts from a Consultant's plan developed by Catchment and Land Management (Now Catchment Management Authority), 1993. This shows the initial plan to augment the dunes to improve stability, including plantings and reshaping of the dune. Interviews seemed to suggest these activities were implemented through Dunecare group, now Landcare. The section, "Public Access" is of note, as community engagement is limited to making residents aware of the works and asking them to be "custodians".

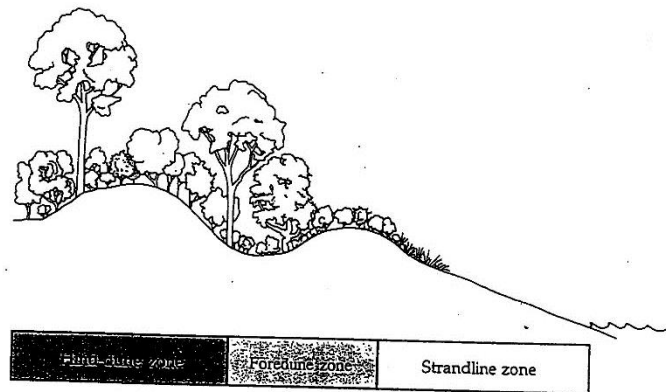
This appendix has been provided as online copies may be difficult to find. This was provided from local residents' personal records they had saved previously.

AIMS OF REHABILITATION PROGRAM

The aim of the above program is to provide a stable well vegetated frontal dune system that will protect adjacent vegetation from the effects of salt-laden winds and protects future infrastructure and residential development from erosion damage during storm periods.

In mimicking nature the proposed works will enhance and develop a frontal dune system made up of strandline, foredune and hind-dune zones.

Figure 1
Zones of plants on dunes near the sea



The program proposes to achieve the aim through the implementation of structural and revegetation works, augmented by improved land management practices.

REHABILITATION WORKS PROGRAM

A dune rehabilitation program for Long Beach will include dune shaping, provision of non-eroding beach access, protective fencing, grass and tree planting, and signposting.

Year 1

1. Dune Shaping - This is necessary to reform the dune where required to an even profile with no irregularities. The dune height is adequate so shaping should be restricted to battering the erosion scarp where specified to a grade of approximately 5:1 and the evening out of surface irregularities. In this process care should be taken not to disturb the beach berm as it has a good vegetative cover.
2. Beach Access - Walkways should be constructed to give non-eroding access to the beach. In general pedestrian type walkways should be used, but at the north eastern end a vehicular type accessway should be used. The location of accessways is shown on the plan. Appendix II and III outline accessway specifications.
3. Protective Fencing - A low standard 3 wire fence should be erected as per attached plan. This measure is aimed at reducing trampling damage to existing and planted vegetation. Appendix IV provides specifications.
4. Primary Revegetation - In all disturbed and shaped areas plant sand spinifex heads at a rate of 20 bags per hectare on a 60cm grid at a depth of 12cm into wet sand. Plant marram grass culms to a depth of 25cm into moisture on a 60cm grid over the frontal dune shaped areas. Marram grass forms the basis of the initial protection, but gradually dies out making way for the more desirable native trees, grasses and shrubs to provide a canopy for long term protection, which will be self sustaining if left undisturbed.
5. Fertilizer - Apply fertilizer to specified areas two weeks after planting of grasses and again 6 months later. A high analysis fertilizer such as N:P (17.5:8) at a rate of 250kg/ha is recommended. During initial application broadcast *Acacia Longifolia sophorae* seed at a rate of 2kg/ha.
6. Signs - Signs should be erected to indicate to pedestrians the location of accessways. Additional signs informing the public of the purpose of the works and requesting their co-operation in keeping out of fenced areas are also recommended.

Year II

In the second year of the program *Acacia longifolia* *sophorae* and *Leptospermum laevigatum* should be planted in alternate rows 3 metres apart, planted at 2 metre intervals in areas previously planted to marram/spinifex grass. This stage can commence in Year I in areas having pre-existing primary vegetation.

Year III

Eucalyptus botryoides and *Banksia intergrifolia* could be planted in the back section of the fenced out area on a 4 metre grid. Outside the fenced out area these species could be planted in guards as spot plantings.

Public Awareness

Local residents should be informed of the beach improvement works. The benefits to the beach environment and their role as honorary custodians of the beach and the program should be emphasised.

Maintenance (Years II to V)

1. Apply a high analysis fertilizer (N:P [17.5:8]) biannually during Spring and Autumn at a rate of 250kg/ha per application for 2 years.
2. Replant any area which fails to establish.
3. Lift and relocate fences and accessways on a regular basis according to sand erosion or accretion.
4. Repair and maintain all works in a functional condition.
5. Remove any weed reinfestation (Blackberry, pampas, bitou).

Appendix B: Extent of Coastal Wattle and management area

Figure 2 from the Coastal Wattle Strategy (EcoLogical, 2010, *Long Beach Coastal Wattle Strategy*, pg. 16) shows a more detailed image of extent of the coastal wattle in the Western Reserve at the time of the study.



Figure 2 Distribution and abundance of Coastal Wattle across the study area

Appendix C: Interview protocol

4.6 First round protocol and sample questions

Below is the interview protocol I brought to interviews. This was a 'running sheet' for the interview, but the interview did not always play out exactly this way. If participants felt strongly about an issue they were allowed to take their own direction. I would ensure all topics were covered.

Community Association and Local Environmental volunteers

Focus: Their attachment to the beach and vision for what it should look like, their interpretation of procedures surrounding dune management, and whether it was fair, their concerns about the beach

-Introductions

-Information and consent form

-Outline interview topics

The beach, value for it, natural processes

- Tell me about your connection to LB?
- How do you use the foreshore and hind dune area along the beach from day to day?
- What do you think are the main amenities of Long Beach?
- Changes over the beach
 - Can you describe Long Beach to me and what it's like living in LB
 - Can you describe to me the history of LB in terms of landscape change?
- What's your understanding about the natural processes of the beach?

Vision for the dunes

- In the future, what would you like to see happening to Long Beach's foreshore
- What do you think characterises Long Beach's dunes
- Do you have any concerns about the beach? Can you explain what they are?
- What actions do you think should be taken to address these concerns

Events

- Do you know about the coastal wattle project?/You mentioned the Coastal Wattle project
- Can you describe to me the history of the project? For example, what is it about and what does it aim to do?

- Have you been involved or only heard about it. Describe to me your involvement.
- Were you aware of the plantings on Bay Road in 2007? Please tell me about how that unfolded.

Consultation process and procedures

- What role do you think the community has in the Coastal Wattle Project and Dune management in general?
- What activities or consultations have the council organized...have you been involved? How?
- What was your experience of the council in these situations?
- What is your vision for the dunes?
- What do you think would be fair for everyone?
- What would make this a more successful project?

Local practitioners

Aim: understand the logic behind a lot of their activities, their value for long beach, what they believe the role of the community is, what they think the communities concerns are, how they approached the engagement process.

-Introductions

-Information and consent form

-Outline interview topics

- Describe how the coastal wattle project developed.
- What impact did the community protests over foreshore plantings have on the program?
- What do you think that protest was about?
- What is the purpose of the project? How does it meet the council's policy goals in terms of improving the resilience of foreshores around Batemans bay? What are the benefits?
- What do you think the responsibilities and requirements of the council are in managing Long Beach's dunes?
- What was the council's role in the project?

- What are the greatest concerns about the foreshore?
- What actions should be taken to address these concerns?
- How do you think the project is playing out?

Community engagement

- Did these projects involve community engagement? How did you go about the process of getting the community engaged and ensuring they were all well consulted
- How did community members approach and respond to this engagement process? What attitude did they appear to have?
- Do you think it was successful? Why/why not?
- What general challenges do you find with consultation processes?
- How do you think community consultation processes could be improved?
- What have Long Beach community association expressed to be their greatest concerns about the beach? What do you think motivates these concerns?
- What have local environmental volunteers expressed to be their greatest concerns about the beach? What do you think motivates these concerns? Was it any different from the community association?
- Similarly, what do you think concerns community members about Coastal Wattle?

(If they are different in either case), how do you deal with the divided nature of this community?

- How does the local government take these sorts of community concerns into account?
- You organized a community planting, what was the purpose of this? How do you think it went?
- What do you think the role of the community has been in this program?

4.7 Second round protocol and sample questions

Aims of this round:

Further explore interactional justice as a driver for the conflict.

Understand how history has framed the fairness of the foreshore management

Comitte. Member and community member-

- How long have you lived in the Long Beach area?
- What sort of area is the Eurobodalla region? Can you describe it for me?
-How does Long Beach and its community fit into that area?
- **Comittee member- As part of the committee, what sort of things does the long beach improvement group do?**
-Overall what would you say your aims are
- Who do you think the main users of the beach are?
-Residents vs. holiday letters.
-Local community wider community
- Could you describe what you think the main local interest groups in the area are?
- How have management activities over time changed the area
-How has the introduction of CW changed the area
-How does CW change the dunes
- What has the effects of that land management been?
- How have you been involved in the coastal wattle project
-What could you tell me about it
- What is your opinion of the coastal wattle project and how are people reacting?
- Are there community members that are in favour of the coastal wattle project?
- What sort of procedures happened to get the grant funded
- How were the council, the community association, Land care allowed to contribute
- What are the aims of the project?
-Is it meeting these aims?
- What do you think the benefits are of the environmental grant project
-locally and in the wider community
-Who do the benefits go to?

- There have been notions from the community of returning the area to its natural state.
What do you think the natural state of the beach is?
-Do you think it should be returned to its natural state? Why/Why not
- Can you describe how people have interacted over the course of this project?
-Has it changed?
-Has it impacted the project at all?
- What sort of changes would you like to see the council implementing in the area?
- Have you had any personal interactions with council members?
- How does the council approach the community? What is their attitude towards engagement and involvement in planning?
- In turn, what is the committee's approach towards them?
- What are the benefits of the community getting involved? Who benefits?
- Where do you think consultation is appropriate? Who do you think are the best people to consult over changes to the foreshore?
- Can you describe to me what sort of relationships people and groups have with each other and the council in this community?
- Did relationships change over the course of the conflict?
- How do you think the dual representative system is working?

3) Local practitioner

- Starting off, what sort of work do you do?
- Could you tell me a bit about your involvement in the Coastal wattle project
- How long have you been involved in this area?
- Tell me a little about the grant. What is its purpose? How does it fit in to the bigger picture?
- What sort of procedures happened to get the grant funded
- How did the council, the community association, Landcare contribute
- What are the aims of the project?
-Is it meeting these aims?
- How have the plantings been going

- What sort of negotiations do you have with the community
- What do you know about the history of the area... and the people... and council management activities?
- What is your opinion about the use and effects of coastal acacia (sophorae) in environmental plantings?
- Can you tell me a little bit about the community and what they think of the project
 - What do you think their attitude is towards the project
- Have you worked with either of the two community representatives?
 - How has that been
- How do you approach and try to involve the community
- What does good community engagement look like for you?
- How does the way people interact around long beach compare to other case studies you have worked on. What has your experience been working with the community members?
- What do you think will happen in the future of the project, what would you like to see happen?

Appendix D: Participant information sheet

Conflict to consultation: Exploring stakeholder visions of fair and sustainable management in coastal areas

What is the project about?:

My name is Katelyn Kummer. I am an honours student at the Australian National University studying environment and sustainability.

My project is about how dunes can be managed fairly and sustainably, with the involvement of local communities. My aim is to collect a picture of what all parties believe is good practice for the management of Long Beach's dunes. I will do this by interviewing people representing a diversity of perspectives and opinions. These people will include members of the community association, local environmental volunteers and policy makers such as members of the council.

I would like to record and transcribe the interviews, with the consent of participants. This interview data will be analysed and used in my honours thesis. The research will be submitted to my university for marking, and may be published in an academic journal at a later date. An executive summary of the research will be written and made available to participants.

Participation in the research:

I would like to spend up to an hour asking you some questions in a semi-structured format. The questions will be about:

- Your occupation and connection to the Long Beach area
- Dune management activities such as the Coastal Wattle Project- your awareness and involvement
- Your views on current dune management strategies and how they might be improved
- Your perspective on the community engagement process

The interviews will take place between May and June, at a convenient location for participants. As far as the law allows (namely, the ANU policy for responsible practice of research and the *Commonwealth Privacy act 1998*) all interviews will be confidential and I will not disclose interviewee names or what they say to other participants. Following the interview I will send you the transcript of the interview (By post or e-mail).

Participation in this project is completely voluntary. You may, without any need for explanation, decline or withdraw from taking part in the research up to the point that data collection ends. You may also choose to not answer specific questions. If you choose to withdraw all copies of the interview data will be destroyed.

While I do not foresee that these interviews should incur any specific risk to the interviewee, the topic of this research may create a stressful situation. Thus, some participants may have an emotional impact following the interview. However, if participants feel uncomfortable during the interview they can ask to bypass particular questions, call for a break, or cease the interview. A list of services for people experiencing emotional distress is listed at the end of the information sheet.

While every attempt to maintain confidentiality will be made, there is a small risk that some comments or quotations in the thesis may be attributed to a participant. Thus it is recommended that participants recognise this risk and consider their responses to questions carefully.

Confidentiality and data storage:

Your personal identity will be kept confidential by identifying you only as a member of a group (e.g. community member 1, local volunteer 4). In addition, you will be given the option not to identify with any specific group.

Only I will have access to personal information, like names and email addresses. They will be stored privately and securely: in digital form in a personal and password secure online account. They will be stored separately from any interview data collected.

The data will be stored on my personal laptop, my desktop in the ANU geography building and hard copies will remain locked in the ANU Geography building when not in use. The data will be stored for a year after any publication of the honours thesis. At the end of the storage period data will be shredded or deleted permanently and wiped.

Queries and Concerns:

<u>Any queries or concerns can be directed to myself or one of my supervisors</u> Primary investigator: Katelyn Kummer <contact details> Supervisor: Lorrae van Kerkhoff <contact details> Supervisor: Catherine Gross <contact details>	<u>Contact Details if in Distress:</u> Beyond Blue is a free mental health support service Website: http://www.beyondblue.org.au/ Phone: 1300 22 4636 Lifeline is a free emotional crisis service Website: https://www.lifeline.org.au/ Phone number: 13 11 14)
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Ethics Committee Clearance:

The ethical aspects of this research have been approved by the ANU Human Research Ethics Committee. If you have any concerns or complaints about how this research has been conducted, please contact:

Ethics Manager

The ANU Human Research Ethics Committee

The Australian National University

Telephone: +61 2 6125 3427

Email: Human.Ethics.Officer@anu.edu.au



Participant Consent Form: Interview

Protocol:
2014/125

Project Title:

'Conflict to consultation: Exploring different stakeholders visions of fair and sustainable dune management in suburban coastal communities'

Principal Investigator(s):

- Katelyn Kummer, Honours Candidate at the Fenner School of Society and Environment, Australian National University.
- Contact: u5008519@anu.edu.au
- Phone: +61432552993

1. I consent to participate in the project named above. I have been provided a copy of the participant information statement to which this consent form relates and any questions I have asked have been answered to my satisfaction.

2. *In relation to this project, please circle your response to the following:*

- | | | |
|---|-----|----|
| • I agree to be interviewed by the researcher | Yes | No |
| • I agree to allow the interview to be recorded by electronic device | Yes | No |
| • I wish to receive a copy of the transcript later, to check what I've said | Yes | No |
| • I have read the information provided and understood it | Yes | No |
| • I wish to be sent a summary of the research once it is completed | Yes | No |

3. I acknowledge that:

- (a) my participation is voluntary and that I am free to withdraw from the project without explanation. The researcher will be happy with whatever I choose to do;
- (b) any identifiable information about me which is gathered in the course of and as the result of my participating in this project will be (i) collected and retained only for the purpose of this project and, (ii) accessed and analysed by the researcher for the purpose of conducting this project;
- (c) my confidentiality is respected and I will not be identified in publications by name, address or contact details.
- (d) the researcher will hold these materials securely in Canberra, using and storing them as specified in the info sheet
- (e) Interview quotations or remarks may be identifiable in publications as something said by a member of my relevant stakeholder group. I understand that my identity may be recognized, and as such I will consider this while making statements in the interview.

By signing this document I agree to participate in this project.

Name of Participant:

Signature & Date: