

# **Submission by the National Climate Change Adaptation Research Facility**

Thank you for the opportunity to provide a submission to the inquiry of the Productivity Commission on Regulatory and Policy Barriers to Effective Climate Change Adaptation.

NCCARF welcomes this opportunity to make a submission commenting on the Issues Paper (October 2011).

#### This submission:

- provides an overview of the National Climate Change Adaptation Research Facility (NCCARF)
- 2. outlines NCCARF activities pertinent to the inquiry, and
- 3. provides input in response to the Productivity Commission issues paper.

#### 1. An overview of NCCARF

The role of the National Climate Change Adaptation Research Facility (NCCARF) is to lead the Australian research community to generate the biophysical, social and economic information needed by policy- and decision-makers in government, and in vulnerable sectors and communities, to manage the risks of climate change impacts.

NCCARF pursues this role through four main programs:

- research to develop new information;
- synthesis and integration of existing information;
- networks that coordinate Australia's research community, build capacity and support effective interaction between research and decision-making communities; and,
- communication and knowledge adoption.

All these activities focus on delivering information to decision-makers to support climate change adaptation investments and initiatives. Community and end user engagement is a key component of all activities undertaken by NCCARF.

#### Research to develop new information

Under the Australian Research Grants Program (ARGP), there was an initial investment of \$27 million by the Australian Government for the thematic research activity to address the priorities identified by the National Climatic Change Adaptation Research Plans (NARPs). NCCARF seeks every opportunity to leverage this funding, at program and project level. Additional funding of \$7 million for research programs has been leveraged from three organisations (the National Health and Medical Research Council, Fisheries Research and Development Corporation, and National Water Commission).

Research projects in the ARGP focus on addressing prioritised research questions identified in NCCARF's National Climate Change Adaptation Research Plans (NARPs). The NARPs were developed following a major consultative process, in conjunction with research

producers and users, including policy and decision makers in government at all levels, industry and business. Each of the nine Plans identify critical knowledge gaps, set research priorities based on these gaps, and identify science capacity that could be harnessed to conduct research to address these gaps.

NCCARF has produced Implementation Plans to identify the most effective pathways to undertake research to address priorities in each NARP.

On the basis of outcomes from the NARPs and implementation planning, open research calls are held and a rigorous process is followed to assess proposals. The projects in this Program are listed as Category A grants on the DISSR website. Such grants are highly regarded by Universities and their researchers, which ensures a wide range of proposals are received. NCCARF works with successful proponents to ensure that end-users needs are considered in the project, that there is opportunity for end-user engagement at all points, and that communication of results to end-users is a focus throughout each project.

All the funds allocated to the ARGP have been committed and NCCARF together with FRDC in the Marine Biodiversity and Resources theme and NHMRC in the Human Health theme are managing 97 projects. Most results will be delivered in late 2012/early 2013.

#### Synthesis and Integrative Research (SIR)

NCCARF conducts a Program of Synthesis and Integrative Research, which is aimed at:

- drawing together existing information relevant to climate change adaptation to address a particular issue; and,
- developing a body of 'integrative' knowledge which considers broad issues that are not particular to one theme. These often require an interdisciplinary and 'solutionsbased' approach.

Existing and planned projects focus on addressing the needs of decision makers working in the adaptation space, producing new insights and underpinning knowledge for decision making. User needs are regularly canvassed by NCCARF through discussions with a range of stakeholders around Australia. SIR projects are required to include substantial engagement with end-users throughout the project lifecycle and to continually consider the optimal approaches required to support relevant end-users.

NCCARF has funded 44 SIR projects. These generally have a shorter timeframe than the ARGP projects and as such many of these have been completed and are easily accessible through the NCCARF website. Two-page fact sheets have been produced for each project and widely disseminated to support end-users.

#### Adaptation Research Networks

NCCARF has established and manages eight Adaptation Research Networks around its priority themes (the Adaptation and Indigenous Communities theme forms a sub-network within the Social, Economic and Institutional Dimensions Network). These Networks are hosted by research institutions around Australia. Their critical role is in fostering a collaborative, inclusive environment to create opportunities for:

- capacity building around adaptation research and action, and,
- positive engagement between communities of researchers and decision makers.

Networks now have over 4500 members nationally. Over 50% of this membership is from government, industry and the community.

#### Communication and Knowledge Adoption

NCCARF will be successful if stakeholders have the information that they need to successfully adapt to climate change. NCCARF's knowledge communication and adoption activities focus on ensuring that decision makers have access to information they can readily use. These activities aim to:

- Ensure that climate change adaptation knowledge is delivered to priority end users at the right time, and in the right way via targeted communications products, activities and decision support tools.
- Build a better understanding of the need to adapt to climate change impacts, and the importance of research to support adaptation decision making.
- Raise NCCARF's profile as a trusted and credible source of information relevant to climate adaptation.
- Engage and work in partnership with priority research end users in the development and delivery of knowledge communication products and activities.
- Build and host effective research networks, forums, and other mechanisms to support the exchange of information and resources.

## 2. NCCARF Activities Pertinent to the Productivity Commission Inquiry

NCCARF is managing 141 research projects in its Thematic and SIR Programs. Many of these projects are relevant to the Productivity Commission Inquiry. Most projects are not completed and NCCARF is happy to work with the Commission to ensure that it has access to relevant results and conclusions as they become available. NCCARF will also ensure that the Productivity Commission is invited to stakeholder workshops which may be relevant to the Productivity Commission Inquiry.

A full list of projects is provided as attachment A.

### 3. NCCARF Response to Productivity Commission Inquiry

#### Adaptation and market forces - who should pay?

Government intervention is justified by market failure only, and this is clearly the view of the Productivity Commission. Nevertheless, the list of potential and actual market failures associated with adaptation is long, including:

- 1. Underprovision by the market of climate information for adaptation;
- 2. Failure of insurance mechanisms as a viable market option in the face of large-scale and extensive climate change;
- 3. Failure of private agents to act to manage risks through re-location of infrastructure due to huge transaction costs and fixed costs of change;
- 4. Lack of concern about discounted future risks leading to socially sub-optimal investment decisions;
- 5. Market failures associated with ecosystems, including lack of property rights and lack of economic prices leading to major under-investment by private agents. For adaptation, this includes coastal protection, water and soil management, land cover and use management – already areas of market failure.

Mitigation of climate change includes a series of technological interventions which, in the context of an appropriate carbon price, can be sold. There are fewer equivalent adaptation-related technologies. For adaptation, the private sector has less incentive to act, leaving the

state in this role. It is likely that governments will be required to bear the bulk of the costs for adaptation.

The Productivity Commission has adopted a very market-focussed approach to its inquiry. This could lead to important social, welfare and environmental considerations being neglected.

A combination of market forces, policy and regulation and incentives is more likely to result in change. Each of these mechanisms can also hamper action in certain circumstances, and an adaptive approach is required which may adjust the degree to which each of these levers is pulled.

The concept of "limits to adaptation" is important to consider. It is not likely to be
possible to adapt effectively to all impacts of climate change, particularly if the level
of climate change is greater than the lower ranges of current predictions.

#### Barriers to adaptation

Knowledge barriers: Lack of sufficient knowledge to support action is a barrier to
adaptation. Governments, business, industry and community may have insufficient
knowledge of the extent and intensity of climate change, of the available actions to
take in the face of climate change, the costs and benefits of these actions, and how
to plan and manage for the time frames associated with climate change, to allow
them to respond effectively to climate change.

There is a need to continually identify critical knowledge gaps and to prioritise research being conducted to ensure that work is done that is needed by stakeholders. There is also a need to harness the climate change adaptation research community and work with them to ensure that their research is focussed on addressing research gaps.

Lack of research capacity is a major barrier to the development of appropriate knowledge to underpin adaptation. There is a need for targeted training to ensure that Australia has the necessary capacity to generate knowledge to underpin decision making for adaptation, and the skills required for action.

- Leadership barriers: Leadership is often cited as a barrier to climate change adaptation (e.g., Moser and Ekstrom, 2010). It is important for initiating the adaptation process and sustaining momentum. Leadership can help with obtaining the funding required to adapt and with ensuring that knowledge continues to be developed to support the needs of "Adaptation Practitioners".
- The role of uncertainty: Uncertainty about climate change effects at fine spatial and temporal scales is often cited as a reason for inaction. However, a little thought provides many examples of human activity where uncertainty about the future does not raise barriers to action and decision-making, and forward planning in the defence and financial sectors would just be two examples. We have to ask, therefore, whether uncertainty about the future is simply an excuse for inaction, in which case it is necessary to explore more deeply to understand the true reasons for inaction, whether these be financial, psychological or legal.

#### Co-benefits

There is a need to recognise the variety of activities that take place for purposes
other than climate change adaptation, but which could be climate change adaptation
actions. It may be possible to build on or adjust these to enhance the adaptation
outcomes. For example, marine parks may be managed to protect present day
biodiversity. In doing so they may help protected areas to be more resilient to
climate change impacts such as large scale flooding.

At the same time, it is necessary to recognise that some of these activities may be maladaptations, particularly when we consider timescales – actions that we take today to protect ourselves against climate change and variability may turn out to increase our vulnerability to climate change impacts several decades in the future. Decision making around large-scale infrastructure with long lifetimes is an area prone to such timescale-related maladaptations.

In a world of moving baselines and longer planning/management horizons, adaptive management must be flexible and responsive to unforeseen outcomes.

				Attachment A
	Emergency Management Emergency Management	A spatial vulnerability analysis of urban populations to extreme heat events in Australian capital cities  Recovery from disaster experience: its effect on perceptions of climate change risk and on adaptive behaviours to prevent, prepare, and respond to future climate contingencies	Loughann Boon	Monash University James Cook University
ARGP	Emergency Management Emergency Management	Agent based simulation framework for improved understanding and enhancement of community and organisational resilience to extreme events  Harnessing private sector logistics for emergency food and water supplies in flood prone areas.	Padgham Dobes	RMIT University Australian National University
ARGP	Emergency Management Emergency Management	Public understandings, risk perceptions, and responses to climate change and associated natural disasters  Adaptation of the built environment to climate change induced increased intensity of natural hazards	Reser King	Griffith University  James Cook University
ARGP	Emergency Management Emergency Management	Changing Perceptions about Climate Change The Right Tool for the Job: Achieving climate change adaptation outcomes through improved disaster management policies, planning and risk management strategies	Reser Howes	Griffith University Griffith University
ARGP ARGP ARGP	Emergency Management Emergency Management Emergency Management	Developing an Excel spread sheet tool for local governments to compare and prioritise investment in climate adaptation  Understanding the Pacific's adaptive capacity to emergencies in the context of climate change  Exploring the adaptive capacity of emergency management using agent-based modelling	Trueck Willetts Padgham	Macquarie University University of Technology, Sydney RMIT University
ARGP	Settlements & Infrastructure Settlements & Infrastructure	Past, Present and Future Landscapes: Understanding Alternative Futures for Climate Change Adaptation of Coastal Settlements and Communities.  Reforming Planning Processes Trial: Rockhampton 2050	Hurley	University of New England Rockhampton Regional Council
ARGP ARGP	Settlements & Infrastructure Settlements & Infrastructure	Development of tools that allow Local Governments to translate climate change impacts on assets into strategic and operational financial and asset management plans.  Pathways to Climate Adapted and Healthy Low Income Housing	Balston Barnett	University of South Australia CSIRO Climate Adaptation Flagship
ARGP ARGP	Settlements & Infrastructure Settlements & Infrastructure	A model framework for assessing risk and adaptation to climate change on Australian coasts  Enhancing the resilience of seaports to a changing climate	Woodroffe McEvoy	University of Wollongong RMIT University
ARGP	Settlements & Infrastructure Settlements & Infrastructure	Limp, leap or learn?: Developing a legal framework for adaptation planning in Australia  Strata Title in a world of climate change: Managing greater uncertainty in forecasting and funding common property capital expenditure	MacDonald Guilding	University of Tasmania Griffith University
ARGP	Settlements & Infrastructure Settlements & Infrastructure	A Framework for Adaptation of Australian Households to Heat Waves Robust optimization of urban drought security for an uncertain climate	Saman Kuczera	University of South Australia University of Newcastle
ARGP	Settlements & Infrastructure Settlements & Infrastructure Settlements & Infrastructure	Analysis of institutional adaptability to redress electricity infrastructure vulnerability due to climate change Climate Change and the Welfare Sector – Risk and Adaptation of Australia's Vulnerable and Marginalised Australia's Country Towns 2050: What will a Climate Adapted Settlement Pattern Look Like?	Foster/Sharma Mallon Beer	UniQuest (UQ) & University of Technology, Sydney  ACOSS  University of Adelaide
	Settlements & Infrastructure Settlements & Infrastructure	Coastal urban climate futures in SE Australia: from Wollongong to Lakes Entrance What would a climate-adapted Australian settlement look like?	Norman Griggs	University of Canberra Monash University
ARGP ARGP	Terrestrial Biodiversity Terrestrial Biodiversity	The architecture of resilient landscapes: scenario modelling to reveal best-practice design principles for climate adaptation.  Optimal habitat protection and restoration for climate adaptation.	Doer Fuller	CSIRO University of Queensland
ARGP ARGP	Terrestrial Biodiversity Terrestrial Biodiversity	Climate-resilient vegetation of multi-use landscapes: exploiting genetic variability in widespread species.  Adaptation strategies for Australian birds	Byrne Garnett	DEC WA Charles Darwin University
	Terrestrial Biodiversity Terrestrial Biodiversity	Determining future invasive plant threats under climate change: an interactive decision tool for managers.  Developing management strategies to mitigate increased coextinction rates of plant-dwelling insects through global climate change.	Hughes Moir	Macquarie University University of Melbourne
ARGP	Terrestrial Biodiversity Terrestrial Biodiversity	Determining high risk vegetation communities and plants species in relation to climate change in the Australian alpine region.  The role of refugia in ecosystem resilience and maintenance of terrestrial biodiversity in the face of global climate change	Pickering Williams	Griffith University  James Cook University
ARGP	Terrestrial Biodiversity Primary Industries Primary Industries	Adapted future landscapes – from aspiration to implementation  Will Primary Producers Continue to Adjust Practices and Technologies, Change Production Systems or Transform Their Industry – An Application of Real Options  Adapting capacity and adapting strategies of broadcast forms experiencing climate change.	Meyer Hertzler	University of Adelaide University of Sydney University of Mestern Australia and Dept of Agriculture and Food WA
ARGP	Primary Industries Primary Industries Social, Economic & Institutional Dimensions	Adaptive capacity and adaptive strategies of broadacre farms experiencing climate change.  EverFarm® - Design of climate adapted perennial-based farming systems for dryland agriculture in southern Australia.  Extreme heat and climate change: adaptation in culturally and linguistically diverse (CALD) communities	Kingwell Abadi Bi	University of Western Australia and Dept of Agriculture and Food WA  Future Farm Industries CRC (FFI CRC)  University of Adelaide
ARGP ARGP	Social, Economic & Institutional Dimensions Social, Economic & Institutional Dimensions	What about me? Factors affecting individual adaptive coping capacity across different population groups  Impact of Climate Change on Disadvantaged Groups: Issues and Interventions	Unsworth Hugo	University of Western Australia University of Adelaide
ARGP ARGP	Social, Economic & Institutional Dimensions Social, Economic & Institutional Dimensions	The Legal, Institutional and Cultural Barriers to Adaptation to Sea-Level Rise in Australia Changes to Country and Culture, Changes to Climate: strengthening institutions for Indigenous resilience and adaptation	Barnett Weir	University of Melbourne Australian Institute of Aboriginal and Torres Strait Islander Studies (AIATSIS)
ARGP	Social, Economic & Institutional Dimensions Social, Economic & Institutional Dimensions	Heat-Ready: Adapting Aged Care Facilities to prevent premature death in elderly Australians.  Developing adaptively: The role and capacities of private sector development institutions in urban climate change adaptation.	Black Dodson	University of Sydney Griffith University
ARGP	Social, Economic & Institutional Dimensions Social, Economic & Institutional Dimensions Social, Economic & Institutional Dimensions	Every state for themselves? Learning from cross-border regulatory instruments to support and promote climate change adaptation in Australia  An assessment of Australia's existing statutory frameworks, associated institutions, and policy processes: do they support or impede national adaptation planning and practice?  Pagilia pathyline in the individual regions of frameworks, associated institutions, and policy processes: do they support or impede national adaptation planning and practice?	Steele Hussey	Griffith University Australian National University Control Operating University
ARGP ARGP ARGP	Social, Economic & Institutional Dimensions Social, Economic & Institutional Dimensions Social, Economic & Institutional Dimensions	Social networks analysis: bridging degrees of separation to enhance climate change adaptation  Costs and coasts: an empirical assessment of physical and institutional climate adaptation pathways  Valuing adaptation under rapid change: anticipatory adjustments, maladaptation and transformation	Kinnear McAlister Jones	Central Queensland University CSIRO Victoria University
ARGP ARGP ARGP	Social, Economic & Institutional Dimensions Social, Economic & Institutional Dimensions Social, Economic & Institutional Dimensions	Valuing adaptation under rapid change: anticipatory adjustments, maladaptation and transformation  Rental housing, climate change and adaptive capacity: a case study of Newcastle, NSW  Enhancing the Adaptive Capacity of Small-to- Medium Enterprises (SMEs) to Climate Change and Variability	Instone Kuruppu	Victoria University University of Newcastle University of Technology, Sydney
ARGP	Social, Economic & Institutional Dimensions Social, Economic & Institutional Dimensions	Cognitive and affective barriers to climate change adaptation: Exploring the risk and adaptation appraisals of South Australians to different climate risks  Water Trade, Climate Change and Irrigator Adaptability in the Murray-Darling Basin	Bi Wheeler	University of Adelaide University of South Australia
ARGP ARGP	Social, Economic & Institutional Dimensions Freshwater Biodiversity	Assessing the potential for, and limits to, insurance and market-based mechanisms for encouraging climate change adaptation  Novel methods for managing freshwater refuges against climate change in southern Australia.	McAneney Robson	Macquarie University Murdoch University
ARGP	Freshwater Biodiversity Freshwater Biodiversity	Predicting water quality and ecological responses to a changing climate: informing adaptation initiatives.  Joining the dots: integrating climate and hydrological projections with freshwater ecosystem values to develop adaptation options for conserving freshwater biodiversity	Dyer Barmuta	University of Canberra University of Tasmania
ARGP	Freshwater Biodiversity Freshwater Biodiversity	Adaptive management of Ramsar wetlands Impacts of elevated temperature and CO2 on the critical processes underpinning resilience of aquatic ecosystems	Kingsford Thompson	University of New South Wales Monash University
ARGP ARGP ARGP	Freshwater Biodiversity Freshwater Biodiversity Freshwater Rindiversity	Building the climate resilience of arid zone freshwater biota: identifying and prioritising processes and social soft management  The role of refugia in ecosystem resilience and maintenance of terrestrial biodiversity in the favore of global climate change  Adapting to climate change: a risk assessment and decision framework for managing provided to consider a consistent with declining water levels.	Van Der Wal Chambers	Monash University  James Cook University  Murdoch University
ARGP ARGP	Freshwater Biodiversity Freshwater Biodiversity Indigenous Communities	Adapting to climate change: a risk assessment and decision framework for managing groundwater dependent ecosystems with declining water levels  Contributing to a sustainable future for Australia's biodiversity under climate change: conservation goals for dynamic management of ecosystems  Learning from the past, adapting in the future: identifying pathways to successful adaptation in Indigenous communities	Dunlop Parsons	University of Melbourne
ARGP ARGP	Indigenous Communities Indigenous Communities	Living Change: Adaptive housing responses to climate change in the town camps of Alice Springs Indigenous voices in climate change adaptation: Addressing the challenges of diverse knowledge systems in the Barmah-Millewa	Horne Griggs	RMIT University  Monash University
ARGP ARGP	Indigenous Communities Indigenous Communities	Aboriginal responses to climate change in arid zone Australia – Regional understandings and capacity building for adaptation  Understanding how the use of intertidal marine resources by Indigenous women in the Northern Territory will be affected by climate change and their referred adaptation options	Memmott Fleming	University of Queensland NT Government, Darwin Aquaculture Centre
	Indigenous Communities Indigenous Communities	Towards a Framework and Process to identify Indigenous vulnerability and adaptive capacity to Climate Change Future change in ancient worlds: Indigenous adaptation in northern Australia	Low Choy Larkin	Griffith University Charles Darwin University
ARGP	Indigenous Communities Human Health	Community Based Adaptation to Climate Change: The Arabunna, South Australia Changing Heat: direct impacts of temperature on health and productivity - current risks and climate change projections	Nursey-Bray Dear	University of Adelaide Australian National University
	Human Health Human Health Human Health	Climate Change and Rural Communities: Integrated study of physical and social impacts, health risks and adaptive options  Dengue transmission under climate change in Northern Australia: linking ecological and population based models to develop adaptive strategies  Projection of the impact of climate change on the transmission of Ross River virus disease	McMichael Harley Tong	Australian National University  Australian National University  Queensland University of Technology
ARGP	Human Health Human Health	Health impacts of climate change on Indigenous Australians: identifying climate thresholds to enable the development of informed adaptation strategies  Climate Change impacts on Workplace Heat Extremes: Health Risk Estimates and Adaptive Options	Green Hanna	University of New South Wales Australian National University
ARGP	Human Health Marine Biodiversity and Resources	Displaced twice? Investigating the impact of Queensland floods on the wellbeing and settlement of a cohort of men from refugee backgrounds living in Brisbane and Toowoomba	Correa-Velez Barrett	La Trobe University University of Tasmania
ARGP ARGP	Martine Disables of December	Adaptive management of temperate reefs to minimise effects of climate change: developing effective approaches for ecological monitoring and predictive modelling		CSIRO
ARGP	Marine Biodiversity and Resources  Marine Biodiversity and Resources	Adapting to the effects of climate change on Australia's deep marine reserves  Vulnerability of an iconic Australian finish (Barramundi, Lates calcarifer) and related industries to altered climate across tropical Australia  Vulnerability of an iconic Australian finish (Barramundi, Lates calcarifer) and related industries to altered climate across tropical Australia	Thresher Jerry	James Cook University
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