

# Coastal Policy and Resource Management

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## Talk outline

- 1. The value of the coast, globally and nationally
- 2. The 'combination lock effect' on coastal policy and management
- 3. Putting the 'value' into decision making in coastal management



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# International recognition of value of the coast

Each coastal State should consider establishing, or where necessary strengthening, appropriate coordinating mechanisms ... for integrated management and sustainable development of coastal and marine areas and their resources, at both the local and national levels.

(United Nations, Agenda 21, Chapter 17.6, 1992)



### Global value of the coast

- The coast provides both market (commercial) and non-market (social & environmental) services which can be valued using different methods to determine the \$ attached to coastal ecosystem service products (ESP)
- Costanza et al (1997) estimate global total ESP (including natural and human altered ecosystems) at \$US 33,268x10<sup>9</sup> per year
- Martinez et al (2007) estimate that global coastal total ESP is \$US 25,782x10<sup>9</sup> per year or over three quarters of the total global ESP



# National values of coastal ecosystem services (ESP)

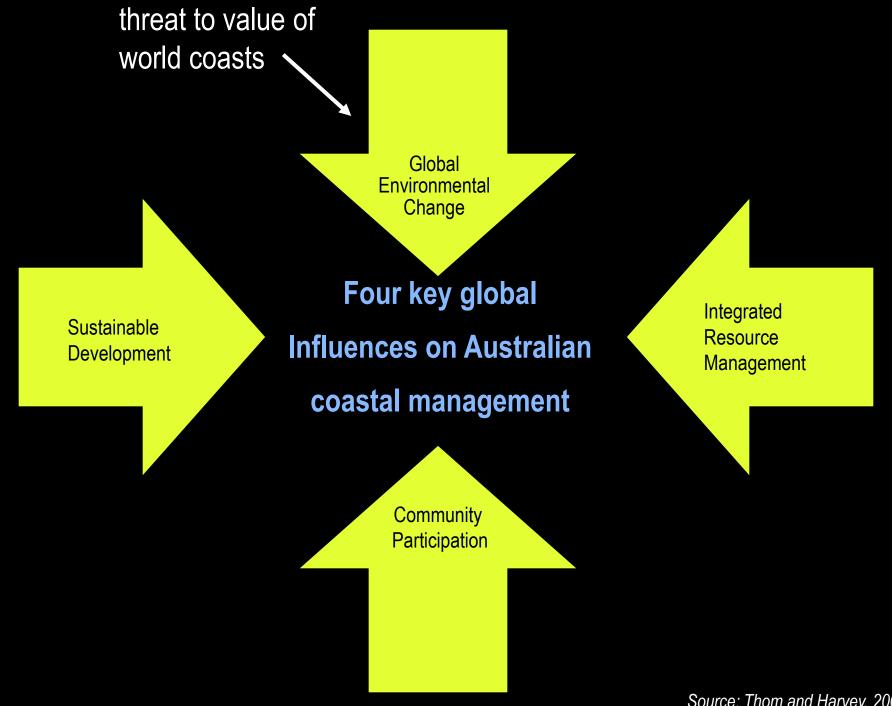
Top countries	million \$US
Australia	316,184
Indonesia	285,499
Russian Federation	279,218
Canada	124,432
United States	100,203
Brazil	67,611
Papua New Guinea	60,276
Mexico	58,341

(source Martinez et al 2007)



## Other national values of Australian coast

- Value of coastal assets at risk due to climate change
- Ecological value of coasts and importance of sustainable use
- Explicit and implicit value of coast in numerous national public inquiries
- Value of coast for living (>80% near the coast) and infrastructure
- Value of coast for tourism, fishing, shipping, ports, strategic purposes



Source: Thom and Harvey, 2000

# Intergovernmental Panel on Climate Change (IPCC) Assessments

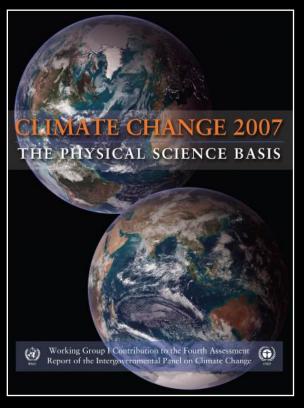
First Assessment Report (FAR) 1990

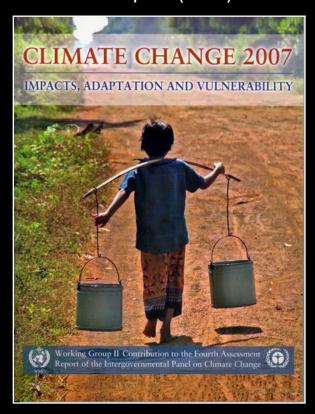
Second Assessment Report (SAR) 1995

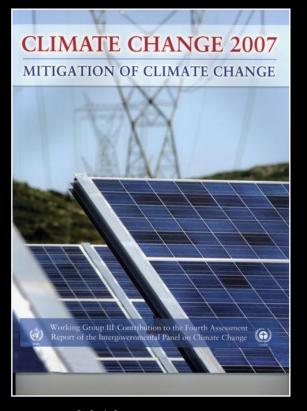
Regional Assessment Report 1998

Third Assessment Report (TAR) 2001

Fourth Assessment Report (AR4) - Nobel Prize - 2007

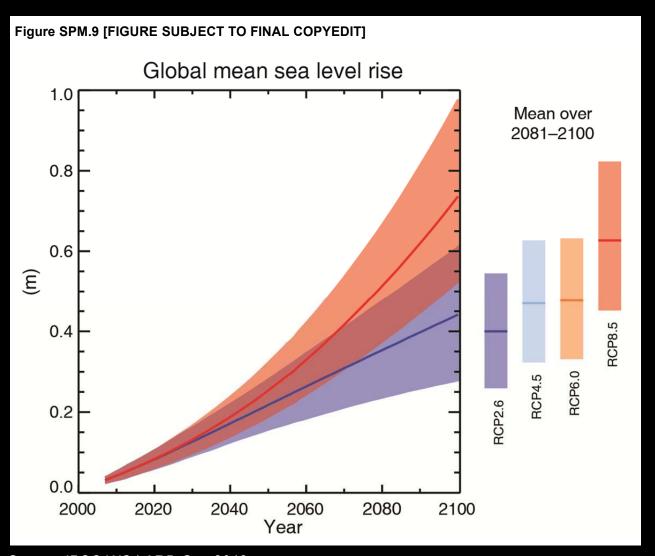






Fifth Assessment Report (AR5 - SPM)

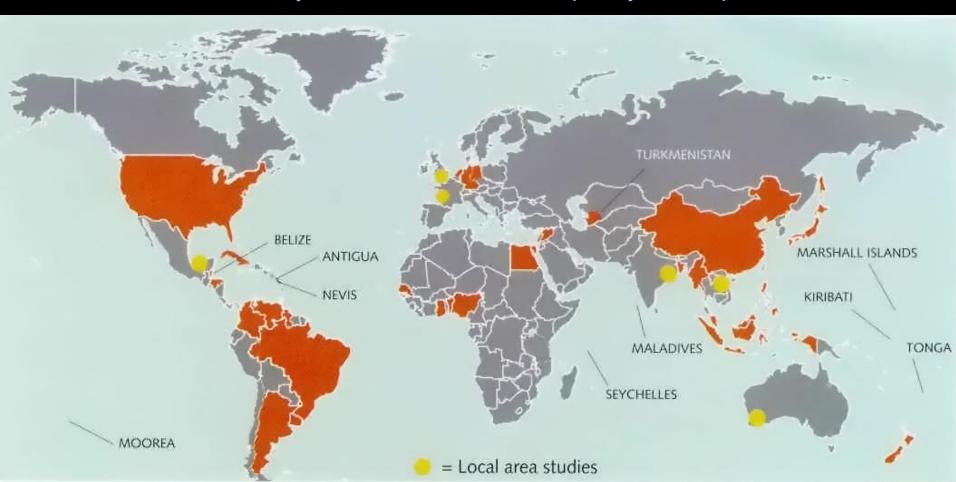
# IPCC AR5 Summary Report for Policy Makers provides sea-level rise projections (confirming projections from AR4)



Source: IPCC WG1 AR5, Sep 2013

# Earlier IPCC Global Coastal Vulnerability Studies

Low GDP countries may not have economic capacity to adapt to sea-level rise



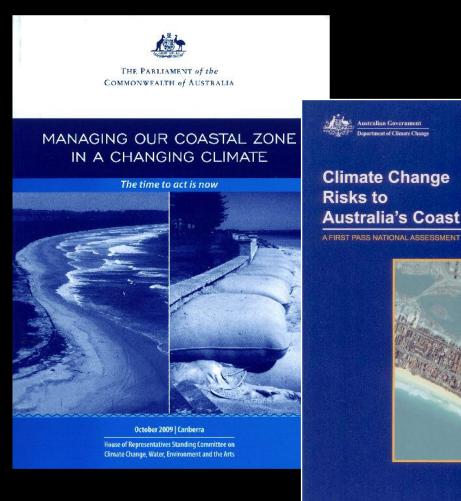
Source: World Coast Conference, IPCC, 1994



# National response to threat of climate change on coast

- Gaps analysis of Australian coastal vulnerability 2006
- Department of Climate Change (created 2007) influential on coastal issues
- National Climate Change Adaptation Research Framework (NCCARF) 2008
- House of Reps Inquiry into coastal management and climate change 2009
- Dep Climate change report on coastal risks of climate change 2009
- Change of government downplays climate change as issue 2013

# Two major government reports related to climate change and coasts released in 2009

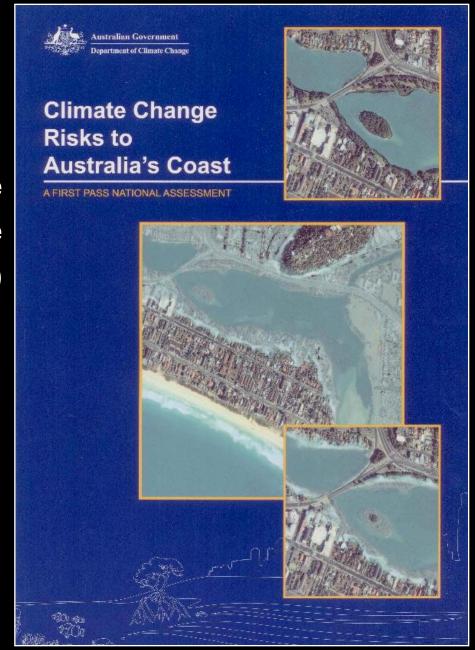


House of Representatives
Standing Committee on
Climate Change, Water,
Environment and the Arts

Australian Government Department of Climate Change

# Coastal Risk, November 2009

Release of Report (166 pages) by the Climate Change Minister (prepared by the Department of Climate Change)

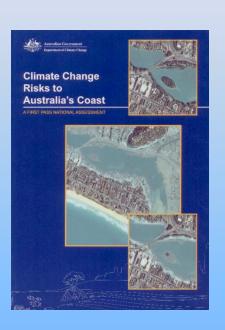




# 2009 Coastal Risk Report

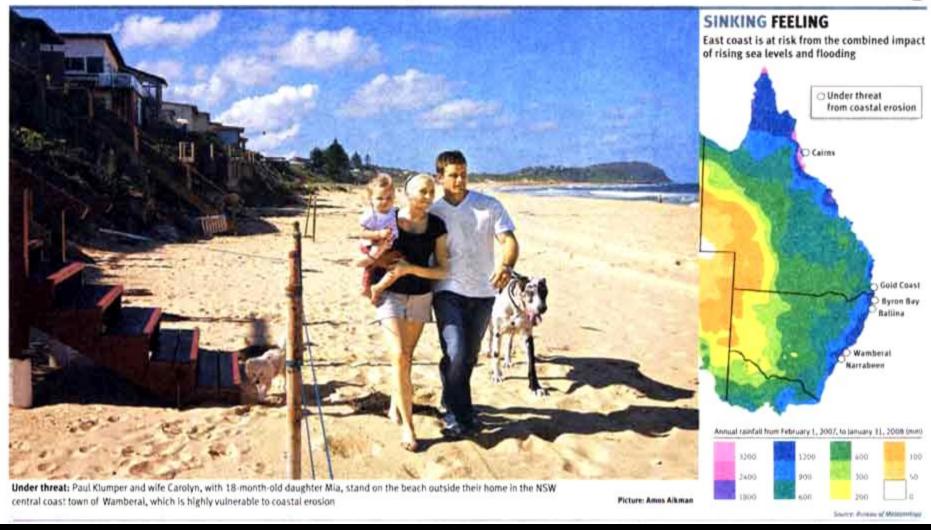
#### **KEY FINDINGS**

- 1. Used a higher sea-level projection of 1.1 m by end of century
- 2. mid-range rise of 50 cm makes 10 yr event 10 days by 2100
- 3. 1:100 event (eg NSW 2007 \$1.3 billion) several times a year
- 4. Accreting beaches will flip to become receding beaches
- 5. Bucket-fill model used to illustrate problems (has limitations)
- 6. Up to \$63 billion residential properties at risk from 1.1 metre sea-level rise
- 7. Between 157,000 to 247,600 buildings at risk (most in QLD, NSW)
- 8. Communities ability to adapt will vary where there is less capacity



# Industry recognizes changing coastal values and levels of risk

# Insurers race to map areas at risk of flooding



# The Sydney Morning Herald

Bubble wrap boy: yes, it's art NEWS, PAGE 5

Thai food pioneer takes to the street Australian twist in Lucan riddle NEWS, PAGE 3

**NEWSPAPER OF THE YEAR** 

# Make evacuation plans

Climate change warnings

INSIDE

be swamped

flooding.

land Government.

planning guidelines, the law,

insurance and emergency plan-

ning that need to be addres

NEWS - Pages 6 and 7

nightmare, plus

Insurance

Report calls for immediate action

'I do worry

what's going to

KYLIE LAMBERT is getting used to waves

crashing on her back lawn. "After every storm my friends ring me

on Wetherill Street in Collaroy, Her home

Ms Lambert lives with her twin daughters

and ask if I'm still here," she says.

faces the shrinking Collaroy Beach. As sea levels creep up, the beach on Ms Lambert's doorstep has become one of the world's most scrutinised patches of

sand. A series of university studies and

able points as seas rise about 90 centi-metres by the end of the century.

Thaven't spent any money renovating it because I do worry what's going to happen to it one day. And nearly everybody here has got

absolutely no insurance-you can't get it. The beachfront is starting to resemble the Western Front, with a patchwork of

sandbagged walls, concrete slabs and boulders facing off against the Pacific Ocean.

Ms Lambert welcomed the news last week that the NSW Government would give

neonle more latitude to fortify their homes. even though it may mean storm damage

Warringah, and other coastal councils, are

grappling with the problem as best they can. Several properties on Pittwater Road and

least one more is earmarked for purchase. But funding for "open space embellishment" is down to \$391,000 – not enough to buy more

rises at Collaroy are anchored in bedrock and

should be able to resist the higher sea levels.

even if they end up looking like lighthouses.

The long-term answer could be sitting yond the surf line, said Andy Short, of

What it needs is massive sand nourish-

Sydney University's coastal studies unit.

ment," Professor Short said. "We have

dredged up to nourish the beaches at key points in Sydney and along the coast."

enormous sand resources just off the coast on the continental shelf, and it could be

surrounding streets have been bought by

homes, a council spokeswoman said. Older homes are the most vulnerable,

while newer buildings like the three high-

worsens as water encircles strong points. "Like all the beachfront property owners, I'd like the right to be able to defend our

properties," she said.

coastline at Narrabeen

would be pushed back

council surveys over the past decade have concluded it is one of Sydney's most vulner-

"We bought here [in 2001] knowing it was beautiful but vulnerable," Ms Lambert says.

happen to it'

Ben Cubby ENVIRONMENT

URGENT action to cope with the impact of rising sea levels needs to start now, including improving evacuation routes for coastal communities during extreme storms and flooding.

As well, a sweeping federal parliamentary report calls for an overhaul of the building code to make homes more resilient and for the legal liability for future

property losses to be sorted out. Warning that "the time to act is now", the bipartisan report brought down last night states that thousands of kilometres of coastline have been identified as at risk from the threat of rising sea levels and extreme weather events caused by climate

The committee, led by Labor's Jennie George and with the Lib-eral Mal Washer as co-chairman, wants the Government to take a far greater role in preparing coastal towns and cities to adapt to the impact of sea level rise.

Their report recommends a new Intergovernmental Agree-ment on the Coastal Zone to be worked out between Canberra. the states and councils to set out actions and guidelines on the enormous coastal challenges from climate change.

"The first clarion call from everybody was the need for national leadership," Ms George told the Herald. "We have taken

up that call". Eighty per cent of Australians live in the coastal zone facing major pressures, says the report. The concentration of people and infrastructure makes Australia "particularly vulnerable to the coastal erosion and inundation that will accompany increases in

There are about 711,000 addresses within three kilometres of the coast and less than government in the coastal zone described as "complex and fragmented".

The committee accepts the United Nations scientific findings that sea levels will rise about 80 centimetres globally by 2100. but it says this could be an underestimation if greenhouse gas emissions are not slowed and the polar ice caps melt. It notes each centimetre of sea level rise could push the shoreto sea level rise next month. line back a metre or more.

Sea level rise will also cause a there were serious gaps in the disproportionately large increase in the frequency of flooding, inundation and ero-sion that will come with high

One of its main recommendatides and storm surges.

More than 200,000 buildings tions is that the Federal Government consider adopting a on the NSW coast are likely to be vulnerable. Queensland is most nationally consistent bench mark on projected sea level rise as states and local governments at risk, but every state and territory faced huge challenges, from struggle to work out their Darwin Harbour to Fremantle.



#### told to go easy on boat people by Labor Phillip Coorey and Lindsay Murdoch

scrutiny on

"He is saying to the right wing of the party: 'I hear your pain on

deciding to play the asylum-seeker card because they see it is

# Indonesia



### War games weigh

World - Page 10

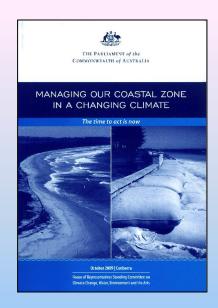
### to stick it out



# House of Representatives Report

### **Key recommendation on sea-level rise**

A nationally consistent sea-level rise planning benchmark (R21)





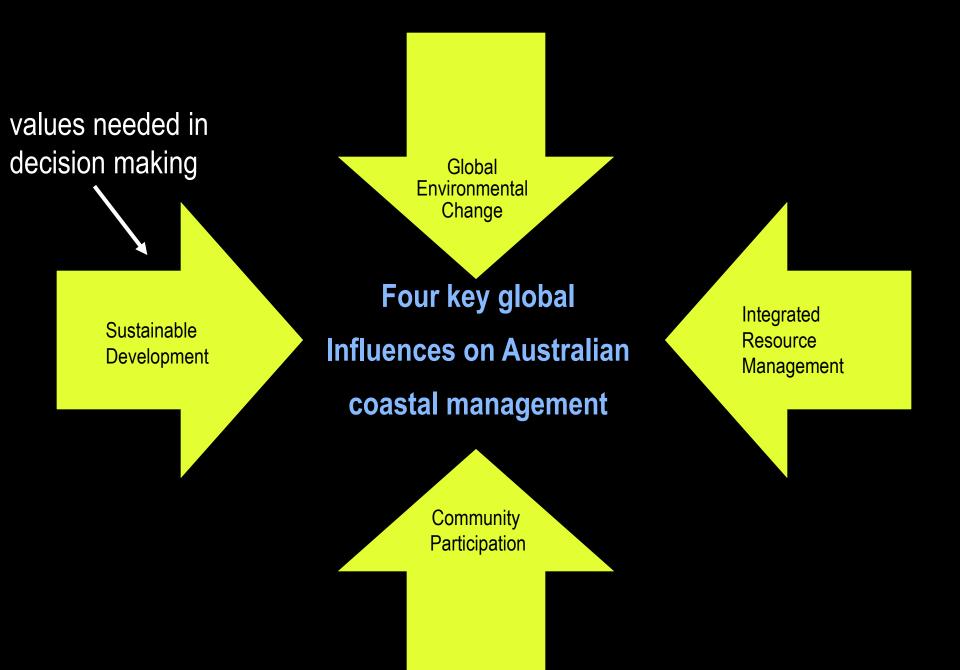
# Sea-level rise benchmarks for coastal planning by state (2011)

State	2050 (cm)	2100 (cm)	date	
South Australia	30	100	1992	(policy following IPCC FAR 1990)
Victoria		80	2008	
New South Wales	40	90	2009	
Queensland	30	80	2010	
Western Australia		90	2010	
Northern Territory			No state-w	vide policy
Tasmania			No state-w	vide policy



# Sea-level rise benchmarks for coastal planning by state (2012)

State	2050 (cm)	2100 (cm)	date	
South Australia	30	100	1992	(policy following IPCC FAR 1990)
Victoria		80	2008	
New South Wales	40	90	2009	(change of gov reversal of policy in 2012)
Queensland	30	80	<del>2010</del>	(change of gov reversal of policy in 2012)
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Northern Territory			No state-w	vide policy
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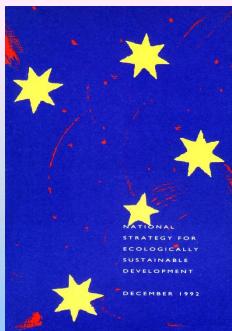


Source: Thom and Harvey, 2000



# Sustainability (ESD) and coastal management

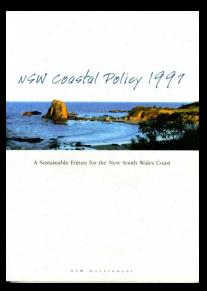
- 1. Use of coastal resources to safeguard for future generations
  - Maintain & enhance natural capital (eg pristine coasts, clean beaches, unpolluted waterways)
  - Avoid over-exploitation of coastal resources
  - Minimise waste in coastal evironments
- 2. Protection of coastal biodiversity and ecosystem integrity
- 3. Net community benefits from implementation of coastal proposals
- 4. Social equity through public participation in decision making
- 5. Reflection of **full environmental costs** in coastal resource use
- 6. Caution with environmental risk such as vulnerability and erosion



Australian National Strategy for ESD 1992

Source: Harvey and Caton, 2003, page 252

# Sustainability principles in State Government coastal plans and policies



NSW Coastal Policy 1997

has a strong integrating philosophy based on the principles of Ecologically Sustainable Development



Victorian Coastal Strategy 2008 (new draft 2013)

principles of Ecologically Sustainable Development



The Queensland State Coastal Plan 2011

Opportunities for sustainable development promoted...



# Sustainability in coastal management for States

### SA

- Coast Protection Act 1972
- Living Coast Strategy (non-statutory)

#### TAS

- No dedicated coastal legislation
- State Policies and Projects Act 1993 (includes sustainable development)
- Tasmanian Coastal Policy 1996 (under review since 2004)

#### VIC

- Coast Management Act 1995 (amended 2003)
- Local Government Act 1989 (includes sustainability)
- Victorian Coastal Strategy 2008 (new draft released 2013)

#### WA

- No dedicated coastal legislation
- Planning and Development Act 2005 (includes sustainability)
- Draft Coastal Zone Management Policy (2001) not released



# Sustainability in coastal management for States

#### **NSW**

- Coast Protection Act 1979
- Coastal Policy (sustainable future) 1997
- Environmental Planning and Assessment Act 1979
- State Environmental Planning Policy 2002

#### NT

- No dedicated coastal legislation
- 85% coast under Aboriginal ownership
- Coastal Management Policy 2001 not released (non-statutory)

#### **QLD**

- Coast Protection and Management Act 1995 (amended 2003)
- Sustainable Planning Act 2009
- Queensland Coastal Plan 2011 and SPP 3 (under review 2012-13)



# Sustainability in coastal management for States

- 1. Use of coastal resources to safeguard for future generations (most except NT)
- 2. Protection of coastal biodiversity and ecosystem integrity (VIC, TAS, SA)
- 3. Net community benefits from implementation of coastal proposals (VIC)
- 4. Social equity through public participation in decision making (not explicit any States)
- 5. Reflection of **full environmental costs** in coastal resource use **(not explicit any States)**
- 6. Caution with environmental risk such as vulnerability and erosion (SA, VIC, NSW, QLD)

Source: Harvey et al 2012 page 85



## Talk outline

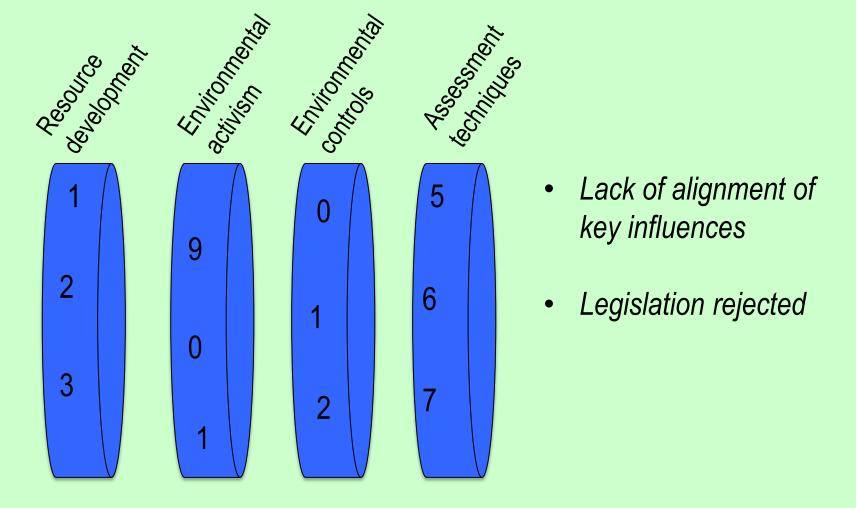
- 1. The value of the coast, globally and nationally
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# 'Combination lock effect' on policy and management

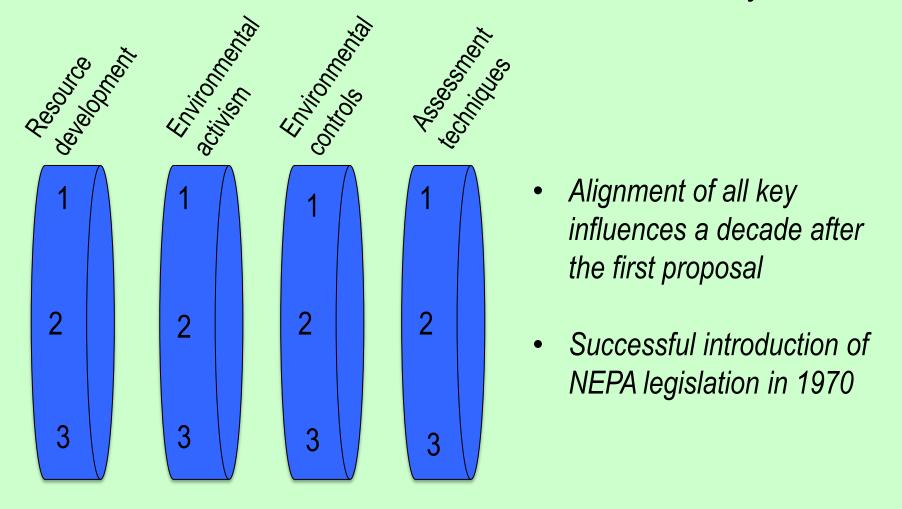
- Multiple influences on policy development
- Each influence has its own cycle and timing
- Some influences counteract each other
- Alignment of key influences at a point in time provides the right 'combination' for acceptance of a policy (eg the NEPA in the US in 1970)

# Influences on US Resources and Conservation Act 1959



The 'combination lock effect' on the Resources and Conservation Act

# Influences on US National Environmental Policy Act 1969



The 'combination lock effect' on the NEPA



# 'Combination lock effect' on Australian coastal policy development

- Global influences
- Commonwealth government
- State government
- Local government (Coastal Councils)
- NGOs and lobby groups (Coastal Alliance)
- Issue attention cycles

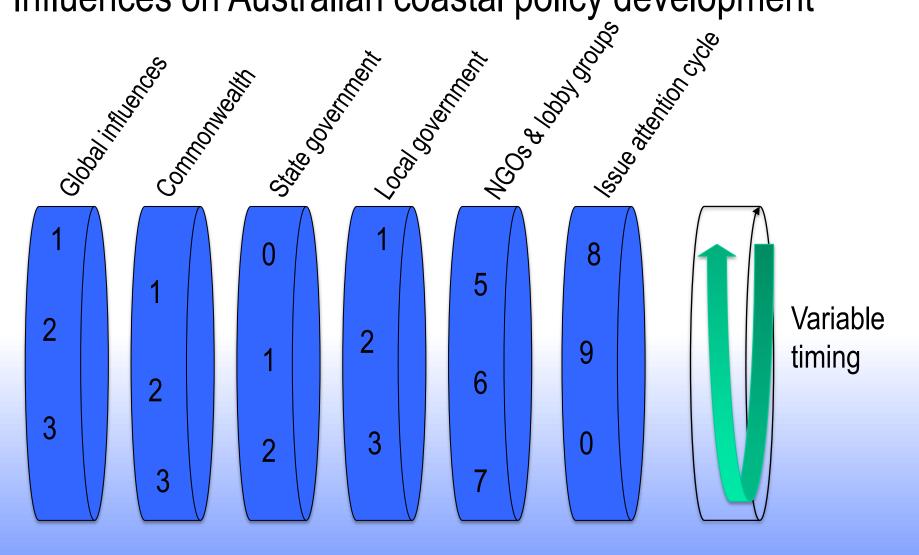
# The 'issue attention cycle' in policy formulation

- 1. Pre-problem stage (concern of experts, interest groups lobby for public attention)
- 2. Alarmed public discovery (sudden pressure for action)
- 3. Cost of significant progress (action may require lower priorities elsewhere)
- 4. Gradual decline in public interest
- 5. Twighlight realm of lesser attention

Source: Downs 1972

Australian rise of public interest on climate change as 'number one' environmental issue then gradual decline in interest culminating in changed government in 2013 with reduced focus on climate change

# Influences on Australian coastal policy development



The 'combination lock effect' on national coastal policy

# The Australian context – the 'issue attention cycle' in coastal issues

- National focus on integrated coastal management 2003-06 starts to fade
- Federal Department of Climate Change takes lead on coastal matters 2005-10
- Bi-partisan national coastal inquiry 2009 provides (missed) opportunity for reform
- Federal Environment Department gradually loses coastal expertise
- Change of state governments NSW and QLD reverse coastal planning policies
- Threats to cut federal Department of Climate Change (loss of coastal expertise)
- Federal political disarray in 2013 not conducive to national coastal policy initiatives

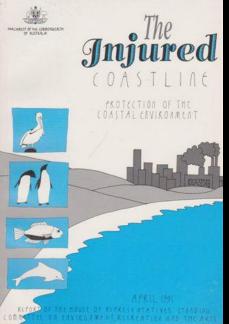
# 'Combination lock effect' prevents action on national coastal strategy athough all key national coastal inquiries (over last 33 years) agree

2009

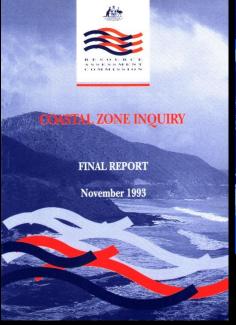
1993



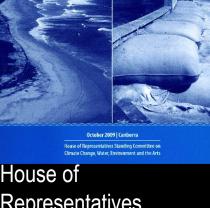
1991 1980



House of Representatives Injured Coastline



RAC Coastal Zone Inquiry



Representatives Managing the Coast in Changing Climate

House of Representatives Management of Coastal Zone

MANAGEMENT OF THE AUSTRALIAN COASTAL ZONE



# Australian calls for institutional integration

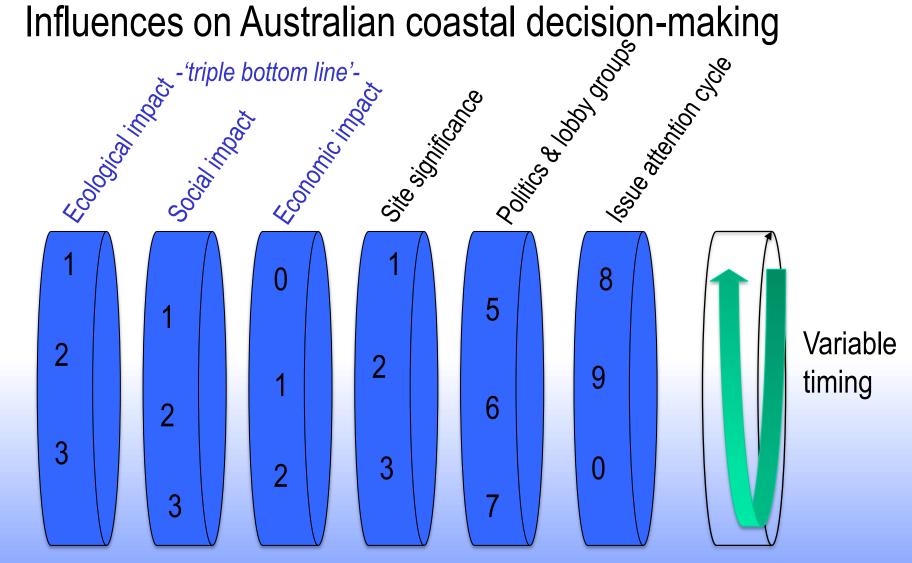
*(after: Haward, 1995)	*HOR	*HOR	*ESD	*RAC	HOR
	(1980)	(1991)	(1992)	(1993)	(2009)
National coastal strategy	$\sqrt{}$	$\sqrt{}$	$\sqrt{}$	$\sqrt{}$	$\sqrt{}$
Integration of Commonwealth and state	$\sqrt{}$	$\sqrt{}$	$\sqrt{}$	$\sqrt{}$	
Intergovernmental agreement on coast		$\sqrt{}$	$\sqrt{}$	$\sqrt{}$	$\sqrt{}$
Community - citizen participation		$\sqrt{}$	$\sqrt{}$	$\sqrt{}$	$\sqrt{}$
Finance to state/local government	$\sqrt{}$	$\sqrt{}$		$\sqrt{}$	$\sqrt{}$
Commonwealth coastal legislation		$\sqrt{}$		$\sqrt{}$	
Integration of local government		$\sqrt{}$		$\sqrt{}$	
Regional basis to management			$\sqrt{}$	$\sqrt{}$	$\sqrt{}$
Commonwealth coastal agency				$\sqrt{}$	
Ministerial Council	$\sqrt{}$				$\sqrt{}$



#### 'Combination lock effect' on coastal decisions

- State and local government have responsibility for most coastal development
- Planning or EIA legislation mostly include 'triple bottom line' in decision-making
- Weighting on economic, environmental or social importance will vary
- Specific coastal sites may have their own significance (eg heritage, scientific)
- Lobby groups may skew decision (eg property developer or resident group)
- Each influence has its own cycle and timing and may counteract each other
- Alignment of key influences provides 'combination' at point of decision-making

# Influences on Australian coastal decision-making



The 'combination lock effect' on coastal management and decisions



#### Talk outline

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### Value of the coast at the state and local government level

- Conservation (eg WHA coasts linked to national values)
- Coastal amenity, recreation and tourism
- Beaches for both recreation/amenity and as coast protection
- Fishing, boating and water-based recreation
- Putting the 'value' into decision making in coastal management



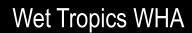
## Assessing the value of the coast

- Various methods used (eg market price, hedonic pricing, travel cost, contingent valuation, benefit transfer)
- Australian valuation studies on beaches (Gold Coast, Sunshine Coast, Sydney,
  Adelaide), coastal ecosystems (Victoria), surfing (Gold Coast), coral reefs (GBR,
  Ningaloo), seagrass, wetlands & estuaries (South Australia and Queensland)



# Value of World Heritage coasts?

**Great Barrier Reef WHA** 









## Value of Queensland beaches?

Gold Coast – multi-million \$ on beach replenishment

Cairns – multi-million \$ on creating an artificial beach





#### Value of Adelaide mangrove coast?

Salt evaporation ponds with artificial levees near St Kilda occupy supratidal area constraining natural mangrove migration





Salt evaporation ponds and artificial levees near Barker Inlet aquatic reserve (important fish hatchery) cut across natural mangrove habitat Artificial salt evaporation ponds now attract multiple species of migratory birds, many subject to international agreements

#### Competing values

- 1. Natural mangrove/samphire coastal ecology avoiding 'coastal squeeze'
- 2. Artificial environment attracting migratory birds (\$ millions to maintain)
- 3. Development potential on periphery of city





# Value of Adelaide beaches (2005)

- Economic study (2003) valued beaches for properties with access \$5M pa;
   properties in walking distance \$16M pa; day visitors \$23M pa; public finance \$2M pa
- Visitation study (2003) showed 9 million visitors pa at cost of less than \$1.00 per visit based on annual sand management operating costs of \$6.2M pa (comparison of amenity cost of \$2.5 per visit for Adelaide Botanic Garden)
- Long term average storm protection value of beaches estimated ~\$1.7M pa
- Value of assets at risk (footpaths, roads, services) estimated at \$66M (2005 dollars)
   could be lost in 50 yrs time without protection

# Artificial beach replenishment for Adelaide beaches pre 2005 ~\$1.7 million pa

Dredging and pumping



Sand carting



# Sand bypassing for harbours within beach system pre 2005 ~\$1.9 million pa

Glenelg bypass with dredging and pumping



West Beach bypass with dredging and pumping

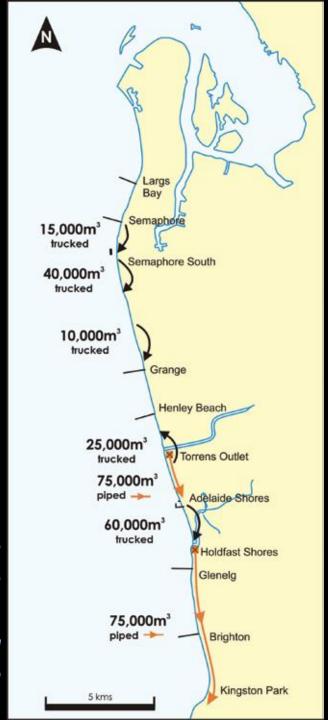


# Coast Management Strategy 2005-25

- Continue beach replenishment 160,000 m3 pa
- Install pumping system south from Semaphore
- Integrate system with harbour management
- Using discount rate of 7% cost of strategy ~\$56M over 20 yrs compared to current management costs of ~\$70M over same period
- Costs will increase with sea-level rise

Costs blown-out - no pipleline between Semaphore and Henley Beach

Recently completed \$23 million sand pumping system for only southern half of system





#### Conclusion

- Coasts have a high value globally and nationally for ecosystem services
- 'Combination lock effect' often restricts coastal policy development
- Beaches have a high value for amenity and coast protection
- Sea-level rise linked to climate change will reduce value of beaches
- Various methods for determining value of beaches and coasts
- Need to have proper economic evaluation in any coastal management strategy or coastal development proposals