Regional Municipal Approaches to Sea Level Rise and Increased Storm Surges: The SLAWG Approach

Gulf of Maine Council on the Environment Working Group Meeting

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I'll cover....

Setting the stage: *a very quick* summary on the latest sea level rise trends and historical storm surge data in Maine

- Impacts of sea level rise on "nuisance flooding"
- Maine's NOAA-funded Coastal Hazard Resiliency Tools Project
- The Saco Bay Sea Level Adaptation Working Group
- SLAWG's transferability to other efforts in Maine

Sea Level, Portland, Maine

1912-2014 (through August 30, 2014)









Sea Level, Portland, Maine 1993-2014 (through August 2014)



...if current [Antarctic and Greenland] ice sheet melting rates continue for the next four decades, their cumulative loss could raise sea level by 15 centimeters (5.9 inches) by 2050. When this is added to the predicted sea level contribution of 8 centimeters (3.1 inches) from glacial ice caps and 9 centimeters (3.5 inches) from ocean thermal expansion, total sea level rise could reach 32 centimeters (12.6 inches) by the year 2050.

Rignot and others, March 2011

http://www.agu.org/news/press/pr_archives/2011/2011-09.shtml



Recommend using a "Scenario" Based Approach



Sea Level Change (feet)

What about storm tides and storm surges?

So what is storm surge?

Storm surge is an abnormal rise of water generated by a storm, over and above the predicted astronomical tides. Storm surge should not be confused with storm tide, which is defined as the water level rise due to the combination of storm surge and the astronomical tide (National Hurricane Center)







Portland Storm Surges, any tide (1912-2012)

Time Interval (years)	Surge Height (feet)	
1 (100 %)	1.8	
2 (50%)	2.4	
5 (20%)	3.3	
10 (10%)	4.0	
20 (5%)	4.7	
25 (4 %)	4.9	
50 (2%)	5.6	
75 (1.3 %)	6.0	
100 (1%)	6.3	

These numbers correlate relatively well with overall longer term sea level rise planning!

P.A. Slovinsky, MGS



Because of Maine's tidal variation, it's the combination of astronomical tide and "storm surge" that are of concern (NHC calls this overall water level the "storm tide")





Date of Event

Portland "Storm Tides", 1912-2012

Interval (yrs) "Ste	orm Tide" Level (ft, MLLW)
1 (100 %)	11.7
5 (20%)	12.6
10 (10 %)	12.9
25 (4 %)	13.4
50 (2 %)	13.7
100 (1 %)	14.1

Portland "Storm Tides", 1912-2012

Interval (yrs)	"Storm Tide" Level (ft, MLLW)
1 (100 %)	11.7
5 (20%)	12.6
10 (10 %)	12.9
25 (4 %)	13.4
50 (2 %)	13.7
100 (1 %)	14.1

What about "nuisance" flooding, and how might SLR impact it?

"King Tide" 12:15 pm, October 9, 2014 Cameron Adams, MGS

I'm gonna need bigger tires soon...

7A-0374

Existing Frequency of Inundation meeting or exceeding 12 ft MLLW at Portland (based on hourly data, 1912-2013)



Existing Conditions (flood stage = 12 ft MLLW) Historic Mean Trend (1912-2013) = 2.6 readings/year Last Decade Trend (2003-2013) = 8.5 readings/year



Data from NOAA COOPS

Portland, ME

Changes in Flooding Frequency with SLR (using 2013 as a "representative" year)

Scenario	Flood Stage (ft, MLLW)	# times inundated	% of high tides	Duration, hrs
Existing Flood	12.0	8	1.1%	8.6
+1 ft SLR	11.0	87	12.4%	121.8
+2 ft SLR	10.0	312	44.4%	575.3
+3.3 ft SLR	8.7	616	87.6%	1748.5
+6 ft SLR	6.0	702	99.9%	3816.3

based on 2013 Portland tidal station data from the NOAA Inundation Analysis Tool

Based on this, there would potentially be a *tenfold increase in the frequency of flooding* with one foot of sea level rise.

Similar types of analyses can be completed using the Inundation Analysis Tool or longer-term hourly datasets for almost **any critical infrastructure as long as the flood elevation is known, and tidal prediction data exists proximal to the site.**



Sea Level and Storm Surge Summaries

Latest scientific predictions for SLR:

- Short Term: approximately 1 ft by 2050
- Long Term: 2-4 ft *but potentially more* by 2100;
- the State of Maine has adopted 2 feet by the year 2100 for areas with regulated Coastal Sand Dunes.
- Along the Maine coast, there is only about a <u>one foot difference</u> between the "10 year" event and the "100 year" event ; a <u>one-foot rise in sea level</u> by 2050 would lower the "100 year" event recurrence interval to about 10 years.
- Sea level rise increases both the frequency and duration of annual tidal and storm-driven flood events.
- We suggest examining scenarios of 1 foot, 2 feet, 3.3 feet, and 6 feet on top of the highest annual tide (HAT). These scenarios relate to the National Climate Assessment, and also correspond well with evaluating potential impacts from storm surges that may coincide with higher tides today.



Sea Level Rise Planning in Maine...



United States Environmental Protection Agency Policy, Planning, And Evaluation (2122) EPA-230-R-95-900 September 1995

Anticipatory Planning For Sea-Level Rise Along The Coast of Maine





This report a joint effort in cooperation with State of Maine's State Planning Office.

On the right track... in 1995!

But it was never engaged at the local level

So it ended up shelved in the archives.





Even More recently...

Working Groups:

Built Environment Coastal Environment Natural Environment Social Environment

Year-long Stakeholder Process led to the production of a report in early 2010.

Major recommendations related to bringing tools, models, and technical data to the local decision-making level relating to sea level rise planning.



Bringing it down to the local level Proactive Engagement

Coastal Hazard and Resiliency Tools (CHRT) Project

Regional Planning Organizations



The Saco Bay Sea Level Adaptation Working Group (SLAWG) Approach to Resiliency



2007 Patriots Day Storm

April 16 to April 17, 2007
Winds of 40-60 mph

25

25

26

30

27

30 39

VA

30 foot waves offshore
Hit during higher astronomical tides

Storm Tide was over 12 ft MLLW for 7 tidal cycles (in

Portland) • ²⁸1^{4th} Highest Water Level ever recorded at Portland, ³² ⁴ME (since 1912)

 Precipitation on average between 4-6 inches of during storm event

22

24

Prouts Neck Country Club

Saco Bay

Google

Ocean Park Sa

Saco Bay

Ferry Beach State Park

Old Orchard Beach

> Some of the hardest hit areas: Ocean Park, Old Orchard Beach Camp Ellis, Saco

Camp Ellis





Images courtesy of Bill Edwards





Images courtesy of Stephen Dickson, MGS



Saco Bay Sea Level Adaptation Working Group Local Participation:







Planning, Science, Technical Support:





Maine Geological Survey

Additional Support Funding:





Sea Level Adaptation Working Group The Process to Legitimacy...

Formation of a Steering Committee (2008-2010)

- Developed an Interlocal Agreement outlining the creation of
- a Working Group and its potential duties and action plan.
- Received approval from each municipal council.
- This took nine months to achieve.
- Funded by state Regional Challenge Grant (MCP) and local matches

Working Group (2010-current)

- Comprised of municipal planners and an assigned citizen-atlarge member from each community; an SMRPC planner and technical support from MGS.
- Completed a Vulnerability Assessment and Action Plan that were submitted to municipal councils for approval.



Sea Level Rise And Potential Impacts by the Year 2100

A Vulnerability Assessment for the Saco Bay Communities of Biddeford, Saco, Old Orchard Beach, and Scarborough





A Report of the Sea Level Adaptation Working Group Original Report December 31, 2010 Revised May 4, 2011 With the Assistance of the Maine Department of Conservation – Maine Geological Survey and the Southern Maine Regional Planning Commission With Funding from the Maine State Planning Office & Maine Coastal Program NOAA Grant Number NAD9NOS4190081 and the Participating Partner Communities









The first effort: SLAWG Assessment 2010

Vulnerability Assessment of the built and natural environments to <u>2 feet of SLR</u> (agreed upon by the Group) on top of the Highest Annual Tide (HAT) and the historic 1% ("100-year") storm event (February 7, 1978 storm) for each community in Saco Bay.

Identified potentially <u>vulnerable</u> <u>buildings</u>, transportation infrastructure, and wetland migration areas.


Data and tools critical to communicating coastal vulnerability

First, some "Assumptions"

- Topography stays static we are using 2006/2010 LiDAR data that represent a "snapshot" of topography that may have changed
- Simulations use a "bathtub" approach that assumes that the topography stays the same, i.e., it doesn't account for erosion, accretion, or dynamic processes like waves.
- We use tidal elevations such as the Highest Annual Tide (HAT) as a proxy for the upper boundary of coastal wetlands – can't account for changes in tides due to tidal restrictions such as roads, etc.
- "Impacted" infrastructure simply means the inundation scenario intersects with a polygon feature.



Data and tools critical to communicating coastal vulnerability

Visualizing Inundation Depths HAT+ 2 feet SLR

About equal to the Patriots' Day Storm

For preliminary planning purposes only; no dynamic inundation is simulated along the open coast

Area of Inundation Old Orchard Beach, ME

Building Footprints - Highest Annual Tide +2 ft

Depths at Highest Annual Tide + 2 ft

depth, ft

0.0 - 2
2.1 - 4
4.1 - 6
6.1 - 8
8.1 - 10





For preliminary planning purposes only; no dynamic inundation is simulated along the open coast Image courtesy of Bill Edwards

Relating Potential Inundation Depths to Actual Flooding Events



Area of Inundation Old Orchard Beach, ME

Building Footprints - Highest Annual Tide +2 ft

Depths at Highest Annual Tide + 2 ft

depth, ft

0.0 - 2
2.1 - 4
4.1 - 6
6.1 - 8
8.1 - 10



Using Visualization Tools to Help Communicate Potential Future Inundation Scenarios

Visualization Techniques (CanVis2.3)

Patriots' Day 2007

Patriots' Day 2007 + 2 ft SLR



1 – 2 ft inundation

3 – 4 ft inundation

Image courtesy of Bill Edwards

Analyzing Potential Impacts to Transportation Infrastructure Assumption: "impacted" = flooded

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J.

1



For general planning purposes only.

MillikenRoad

Scottow Hill Ro

vne Road

Potential Road Impacts 2012 6" Color Orthoimagery



Route 1



Route 1





MillikenRoad

Scottow Hill RO

Ine Road

Potential Road Impacts 2012 6" Color Orthoimagery



Route

MillikenRoad

Scottow Hill Ro

e Road

Potential Road Impacts 2012 6" Color Orthoimagery

Route.





For general planning purposes only.

MillikenRoad

200 Scotton Hill RC

Potential Road Impacts 2012 6" Color Orthoimagery

Route



For general planning purposes only.

MillikenRoad

Scottow Hill Ro

e Road

Examining Potential Inundation Depths





For general planning purposes only.



For general planning purposes only.

What about simulating potential marsh migration in response to SLR?

Coastal wetlands

"Coastal wetlands" means all tidal and subtidal lands; all areas with vegetation present that is tolerant of salt water and occurs primarily in salt water or estuarine habitat; and any swamp, marsh, bog, beach, flat or other contiguous lowland that is subject to tidal action during the highest tide level for each year in which an activity is proposed as identified in tide tables published by the National Ocean Service. Coastal wetlands may include portions of coastal sand dunes.

Required in Maine's Municipal Shoreland Zoning



Using Tidal Elevations as Proxies for the Marsh...

Highest Annual Tide (HAT) - "spring" tide, the highest predicted water level for any given year but is reached within several inches numerous tides a year

Mean Tide Level (MTL) = average height of the ocean's surface (between mean high and mean low tide).



http://tidesandcurrents.noaa.gov



MGS also creates a "HAT" table based on predictions for tidal stations for each year in support of the Shoreland Zoning Program

P.A. Slovinsky, MGS











What about *potential* changes to coastal wetland areas and wetland types?

Low Marsh (MTL-MHW)

High Marsh (MHW-HAT)

Potential Changes to Wetland Types (2012 6" base orthoimagery)

Low Marsh Existing

High Marsh Existing

For general planning purposes only.







Potential Changes to Wetland Types (2012 6" base orthoimagery)

Low Marsh + 6 ft SLR High Marsh + 6 ft SLR

> Conversion to open water

For general planning purposes only.



Summary Table – Potential Overall Changes to Coastal Wetlands

Scenario	Coastal Wetland (MTL - HAT)	Coastal Wetland Difference	% change (from previous scenario)	% change (from existing)
Existing Conditions	3,187	0	0.0%	0.0%
0.3 m (1 foot) SLR	3,605	418	13.1%	13.1%
0.6 m (2 feet) SLR	3,785	180	5.0%	18.8%
1.0 m (3.3 feet) SLR	4,046	261	6.9%	27.0%
1.8 m (6.0 feet) SLR	2,207	-1839	-45.5%	-30.7%

** as delineated using LiDAR topographic data and tidal elevations from the NOS Tidal Station

includes some areas along the open coast that are not currently "coastal wetlands" by vegetation types

Take home point: Wetlands do have some room to expand based on existing topography and tidal elevations. *The largest expansion is under a 1 foot scenario.* Significant amounts of wetlands may be lost in highest scenario and converted to "open water".

Summary Table – Potential Changes to

Coastal Wetland Types

Scenario	"Low Marsh" (MTL - MHW)	Difference (acres)	% change (from previous scenario)	% change (from existing)
Existing Conditions	857	0	0.0%	0.0%
0.3 m (1 foot) SLR	2080	1223	142.7%	142.7%
0.6 m (2 feet) SLR	2869	789	37.9%	234.8%
1.0 m (3.3 feet) SLR	3168	299	10.4%	269.7%
1.8 m (6.0 feet) SLR	1447	-1721	-54.3%	68.8%
Scenario	"High Marsh" (MHW - HAT)	Difference (acres)	% change (from previous scenario)	% change (from existing)
Scenario Existing Conditions	"High Marsh" (MHW - HAT) 2395	Difference (acres) 0	% change (from previous scenario) 0.0%	% change (from existing) 0.0%
Scenario Existing Conditions 0.3 m (1 foot) SLR	"High Marsh" (MHW - HAT) 2395 1525	Difference (acres) 0 -870	% change (from previous scenario) 0.0% -36.3%	% change (from existing) 0.0% -36.3%
Scenario Existing Conditions 0.3 m (1 foot) SLR 0.6 m (2 feet) SLR	"High Marsh" (MHW - HAT) 2395 1525 916	Difference (acres) 0 -870 -609	% change (from previous scenario) 0.0% -36.3% -39.9%	% change (from existing) 0.0% -36.3% -61.8%
Scenario Existing Conditions 0.3 m (1 foot) SLR 0.6 m (2 feet) SLR 1.0 m (3.3 feet) SLR	"High Marsh" (MHW - HAT) 2395 2395 1525 916 878	Difference (acres) 0 -870 -609 -38	% change (from previous scenario) 0.0% -36.3% -39.9% -4.1%	% change (from existing) 0.0% -36.3% -61.8% -63.3%

Take home point: Wetlands will likely convert to a low-marsh dominated system and we will lose marsh to open water.

Some transferable *low hanging fruit* adaptation and ordinance strategies developed and being implemented by some of the SLAWG communities

Old Orchard Beach – East Grand Avenue Area



Strategy: Use LiDAR to more accurately define the Highest Annual Tide to create better Shoreland Zoning maps (OOB and Saco; Cape Elizabeth)

Strategy: Incorporating more freeboard into municipal floodplain ordinances to account for SLR or storms





The City of Saco made ordinance changes to increase freeboard to <u>three feet</u> above the 100-year Base Flood Elevation (BFE). Also done in South Berwick.

"Low Hanging Fruit" : Flood Insurance Premium Benefits



Elevating a home a few feet above legally mandated heights has very little effect on its overall look, yet it can lead to substantial reductions in flood insurance, substantially decrease the chances the home will be damaged by storms and flooding, and help protect against sea level rise.

Scenario		V-zone			A-zone	
	Annual Policy	Savings (%)	30-year savings	Annual Policy	Savings (%)	30-year savings
No Freeboard	\$7,747	\$0 (0%)	\$0	\$1,556	\$0 (0%)	\$0
1 ft freeboard	\$5,331	\$2,416 (31%)	\$72,480	\$799	\$757 (49%)	\$22,710
2 ft freeboard	\$3,648	\$4,099 (53%)	\$122,970	\$574	\$982(63%)	\$29,460
3 ft freeboard	\$2,635	\$5,112 (66%)	\$153,360	\$509	\$1,047(67%)	\$31,410

Based on 2012 rates for a one-floor residential structure, no basement, post-FIRM, \$1,000 deductible with \$250,000 coverage and \$100,000 contents.



Flood policy rating quotes graciously provided to Maine Floodplain Management Program by Chalmers Insurance Group, <u>www.chalmersinsurancegroup.com</u>

Why increase freeboard?

- Is a simple cost-effective means to protect buildings from existing ocean storms and surges and accommodate for potential future sea level rise
- Is only triggered by substantial improvement, new construction, or damage threshold requirements <u>that already</u> <u>exist</u> and will only impact structures that would already need to meet minimum freeboard requirements
- Will not substantially increase the costs of elevating a structure (three feet vs. one foot, 0.25-1.25% of cost!)



Reduces flood insurance costs.
So what is SLAWG doing now?

- Using a "scenario based approach" Vulnerability Assessment results in conjunction with an **infrastructure criticality matrix to pinpoint critical transportation impacts** in each community
- Engaging with community DPWs to get a better handle on viable adaptation strategies for identified critical roads
- Working to start the conversation on how to address identified regional issues between Towns and private and state parties (i.e., Scarborough and Old Orchard from the 2007 Milone & MacBroom Report)





No to some	Moderate	Major	Severe
impact	Impact	Impact	Impact
0-50 ft	50-100 ft	100-500 ft	500+ ft

* or entire road Assessment of Potential Impacts to Roads: City of Saco

		Highest Annual Tide (+ SLR in feet)			1% Storm Event (+ SLR in feet)					Hurricane			
Road Name	Road Class	HAT	HAT+1	HAT+2	HAT+3.3	HAT+6	1%	1%+1	1%+2	1%+3.3	1%+6	Cat1	Cat2
ABBY LN	Local												238
ATLANTIC WY	Local												79
BAY AV	Local			95	378	430	323	380	405	430	430	430	430
BAY VIEW RD	Local					160			91	145	205	157	380
BAYVIEW RD	Major/urb collector					646			372	594	776	602	1277
BEACH AV	Local				86	364	7	87	216	347	364	351	364
BEACON AV	Local			32	66	102	39	66	77	96	419	97	504
CAMP ELLIS AV	Local			183	754	917	222	807	916	916	916	916	916
COTTAGE AV	Local				49	165		52	93	165	165	165	165
COURTLYNN CIR	Local												436
COVE AV	Local				273	594		271	422	559	709	549	709
CURTIS AV	Local				56	187		63	98	167	303	179	335
DUNE AV	Local		43	217	298	347	246	303	328	342	459	347	459
EAGLE AV	Local				26	53		26	38	51	148	54	465
EASTERN AV	Local			54	110	475	63	110	407	458	631	461	631
FAIRHAVEN AV	Local			12	47	177	21	42	65	104	515	87	628
FERRY LN	Local										16		425
FERRY PARK AV	Local					33				25	404	12	595
FERRY RD	Major/urb collector		53	311	313	496	313	311	327	472	823	453	1729
FRONT ST	Local				247	445		211	308	396	490	482	599
HARRIMAN FARM	Local												149
ISLAND VIEW AV	Local					90			69	84	276	84	331
ISLAND VIEW ST	Local					111				37	350	40	455
KING AV	Local										174		365
LANDING RD	Local												1103
LIGHTHOUSE LN	Local										46		221
LOWER BEACH RD	Local			79	135	365	98	140	186	355	632	346	877

A Regional Approach to Tidal Restrictions?

Pine Point Road (MEDQT, private)

Tidal Restriction (Pan Am Railway)

Tidal Restriction (Bayley's Campground dam) (private and MEIF&W)



Adapted from Milone & MacBroom report, 2007

Scarborough Orchard Beach

magery ©2013 Cres/Spot Image, 9 kg faiG lobe, Malte GeoLbrary, U.S. Geological Strikey, USDA Farm Servic

So what Tools or Strategies have evolved from SLAWG?

- Developed a sound, transferable methodology for engaging at the municipal level with technical and planning resources
- Tailored engagement to each community's needs
- Developed transferable municipally-determined adaptation strategies
- Developed a GIS-based Highest Annual Tide mapping tool that allows coast-wide inundation mapping and potential marsh migration mapping

What has happened since SLAWG?

Engagement of **38 coastal municipalities in 4 different counties** through either municipal or regional resiliency approaches based on the SLAWG model

Implementation of locally-derived and driven adaptation strategies:

- Elevating roads (Kennebunkport)
- Adapting critical infrastructure (Ogunquit)
- Adapting historic infrastructure (Damariscotta)
- Increasing floodplain ordinance (Saco)
- Using LiDAR to derive Shoreland Zoning (Saco, OOB; soon all)
- Changing Shoreland Zoning (3 ft above HAT, Cape Elizabeth)
- Comprehensive Plans (York, Bowdoinham, South Portland; underway in Biddeford, Old Orchard Beach)
- Beach Management Plan (Saco)
- Community Climate Change Adaptation Plan (Georgetown)
- Hurricane Planning (Lincoln County)

Final thoughts on Municipal Adaptation

Impacts from existing storms and SLR will be felt most at the local level, regardless of what happens at the State or Federal government levels. Preparation needs to start with the **"ground zero" of potential impacts**, <u>the municipalities</u>

 Multiple-level project partnerships bring resources to the table that are not currently available at the local level.

 Each municipality is different; engage the right players, and understand that each approach needs to be tailored to each municipality



Final thoughts on Municipal Adaptation

Develop regional working groups to pool resources, create parallel regulations, and leverage funding for capital improvements

 Use a "Scenario Based Approach" to build on the concept of "no regrets actions" and cover a range of scientific predictions and manageable planning horizons

 Use existing regulatory mechanisms for incorporating sea level rise and storm surge planning. You don't have to recreate the wheel.



Final thoughts on Municipal Adaptation

Expect unforeseen delays (FEMA FIRMs!) and to **work on municipal time frames** - *expect to take your time!*

Bring planning time horizons and goals down to realistic levels...you don't have to tackle it all at once!

 Shoot for the "low hanging fruit" in terms of planning or ordinance changes – something that has a definitive benefit in terms of creating resiliency for the "storms of today and potential tides of tomorrow"

Resiliency efforts have been mainly focused on the coast and potential impacts from sea level rise. The gaping hole is inland communities and potential changes in precipitation and resulting impacts on engineering infrastructure.



Thank you!

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Washingtonpost.com



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