FLOOD PROTECTION LEVEL OF SERVICE PROGRAM
MAKING EXPENSIVE INFRASTRUCTURE INVESTMENT DECISIONS

Addressing Uncertainty Using Dynamic Adaptive Policy Pathways (DAPP) Method

Water Utility Climate Alliance (WUCA)
Resilience Workshop
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South Florida Water Management District
Oldest and largest of the state’s five regional water management districts

Protecting water resources in the southern half of the state since 1949

Our mission: To safeguard and restore South Florida's water resources and ecosystems, protect our communities from flooding, and meet the region's water needs while connecting with the public and stakeholders
Water Management System

Central and Southern Florida (C&SF) System
(Built in the 50s to serve a projected future population of 2 million people, Today providing flood protection for a population of over 8 million people)

- Over 2,000 miles of canals and levees
- 160 major drainage basins
- 1,413 water control structures including hundreds of gated spillways, and 89 pump stations
- 60,000 acres of regional Stormwater Treatment Areas
- Lake Okeechobee - 450,000 acres surface area
- Water Conservation Areas - 959,000 acres water storage area
Gated Spillway Basics

S-27 Structure – Gated Spillway
Gated Spillway Basics

- **Upstream or Headwater Elevation**
- **Gate**
- **Concrete Superstructure**
- **Downstream Tailwater Elevation**
Gated Spillway
(coastal structures)
Gated Spillway
(coastal structures)

Gate remains closed until Headwater is greater than Tailwater

Headwater
Gate Open Elevation
Gate Close Elevation
Tailwater (tidal)
EFFECT OF HIGH TAILWATER CONDITION

Learn more about how sea level rise and other climate change impacts are affecting water resources management and flood protection in South Florida:

https://vimeo.com/416090381/a11cead328
Flood Protection Responsibility

- Primary System
  - USACE
  - SFWMD
- Secondary System
  - Local Governments
  - Special Districts
- Tertiary System
  - Home-owners Associations
  - Private Land Owners

Total System Approach
Some Sources of Uncertainty

• Climate – several
  – SLR
  – Rainfall
  – Storminess and storm surge
• Land use and development changes
• Population growth
• Fluid and evolving stakeholder expectations and social norms
  – send water to tide
  – willing to take a little pain to ensure good quality water in the receiving systems
  – green spaces, parks, and public use areas occasionally wet?
Modified Planning Approach

- Traditional Planning Process
  - Determine planning horizon or timeframe (and conditions such as future sea level)
  - Identify preferred course of action, suite of projects, regulations or operations strategies
  - Determine the cost to benefit comparison of the investment
  - Implement the projects, selected for a design event and monitor the performance

- Adaptive Resilience Planning Process
  - Similar to traditional planning in many aspects
  - Total systems approach for a remain functioning condition
  - Adaptive response based on smart phasing and sequencing of measure
  - Decision support under deep uncertainty
  - Actionable, no- or low-regret near term recommendations with a path for future measures
- Establish sea level threshold at which existing infrastructure can no longer provide acceptable flood protection
- Based on the time to build replacement, establish the conditions that trigger initiation of replacement infrastructure
- Monitor conditions and initiate adaptation strategy once trigger conditions are realized
- Flood Protection Level of Service program provides the framework to realize this concept for SFWMD assets.
Sequenced Courses of Action

KEY
* Initiate Recommendations
  Time period required for design and construction

System Failure (Or unacceptable level of performance)
Structural Upgrade, Retrofitting and/or Replacement

Future Projected Sea Level

Sea Level (Feet NGVD) Relative to Present (2015)
- SLR3 2.26
- SLR2 0.80
- SLR1 0.36
- Current Sea Level 0.0

Current Year: 2015

Operational, Regulatory and Some Structural Solutions
- LOS 1-In-10

Operational Solutions

Time --->
* T1 * T2 * T3
Sequenced Courses of Action

**KEY**

* Initiate Recommendations

Time period required for design and construction

- **SLR3** 2.26
- **SLR2** 0.86
- **SLR1** 0.36

Sea Level (Feet NGVD) Relative to Present (2015)

- Operational Solutions
- Operational, Regulatory and Some Structural Solutions
- Structural Upgrade, Retrofitting and/or Replacement

* Future Projected Sea Level

Performance Limit
C-8/C-9 Adaptation and Mitigation Area
Comprehensive Mitigation and Adaptation Approach

- Assemble adaptation strategies
- Use modeling to test strategies, current and future conditions with different sea level rise and other assumptions
- Considered structural and non-structural measures
  - Grey infrastructure
  - Blue / green infrastructure
- Grouped potential adaptation measures as local regional
  - M0: No flood mitigation
  - M1: Local flood mitigation strategies
  - M2x: Regional flood mitigation strategies
  - M3: Non structural / land use strategies
Determining Tipping Point for Alternative Strategies

- Use Flood Impact Assessment Tools to do damage assessment
- Determine Expected Annual Damages (EAD) with and without measures
- Determine System Performance (EAD – Current Condition No Action)
- Flood risk increases with sea level rise
- Each strategy crosses the threshold at its tipping point (the SLR at which the strategy is unable to maintain annual damages below the threshold)
Mitigation Projects – Adaptation Pathway Planning – C-8 Watershed

- **M1:** It can accommodate up to 0.5 ft SLR
  - As early as 2030 based on NOAA High and as late as 2032 based on Intermediate High

- **M2A:** It can accommodate up to 0.8 ft SLR
  - As early as 2035 based on NOAA High and as late as 2038 based on Intermediate High

- **M2B:** It can accommodate up to 1.6 ft SLR
  - As early as 2048 based on NOAA High and as late as 2054 based on Intermediate High

- **M2C:** It can accommodate up to 2.0 ft SLR
  - As early as 2053 based on NOAA High and as late as 2060 based on Intermediate High
Mitigation Projects – Adaptation Pathway Planning – C-9 Watershed

- **M1**: It can accommodate up to 0.4 ft SLR
  - As early as 2029 based on NOAA High and as late as 2030 based on Intermediate High

- **M2A**: It can accommodate up to 0.7 ft SLR
  - As early as 2033 based on NOAA High and as late as 2036 based on Intermediate High

- **M2B**: It can accommodate up to 1.3 ft SLR
  - As early as 2043 based on NOAA High and as late as 2048 based on Intermediate High

- **M2C**: It can accommodate up to 1.5 ft SLR
  - As early as 2046 based on NOAA High and as late as 2052 based on Intermediate High
Infrastructure cost is high, so is the cost of doing nothing.

There is significant uncertainty.

How to make informed near-term decisions that do not preclude other courses of action.

The difference between a good plan and an implemented good plan.

Free Book

Some Challenges and Opportunities

- The threshold selected is very important but not all project goals have easy to define thresholds, for example it is challenging to set threshold for social economic and water quality objectives
- Stakeholders' tolerance for risk may change after realizing the cost of adaptation necessitating revised thresholds
- From the threshold, a trigger needs to be selected that can be identified through monitoring. Often the underlying process has noise or natural variability
- For regional efforts, where do you measure the threshold
- For a total system, some of the thresholds may be outside of agency sphere of responsibility
Some Challenges and Opportunities

- The choice of an economic based system threshold introduces an equity risk in our larger planning objectives. Damage avoidance for one building structures in an affluent community may generate more economic benefit than protecting many in a disadvantaged community, creating a risk if not carefully tracked, of planning outcomes with social imbalance.

- Does the threshold – damage – represent the true pinch point, what if the composition of damaged features though having the same cost are not equally acceptable to the stakeholders?
Lessons Learned and Changes for Ongoing and Future Studies

- Exploring emulators or faster modeling tools to augment the physically based H&H models
- Better engage partners and stakeholders in the tradeoff and alternatives evaluation using these rapid evaluation tools
- Better capture co-benefits to justify investment – monetize ecological or water quality lift
- Broaden the check for transfer of risk
- Improve the mix of measures to better integrate regional and local solutions
- Rethink managed retreat and the land use/non structural solutions that don’t reduce flooding or flood risk but avoids or reduces damages