

SURREY COASTAL FLOOD ADAPTATION STRATEGY (CFAS)

“The complexity and cost of coastal flood protection issues are significant. By getting ahead of the issue, and setting a direction now for where we want to be in 100 years, we are positioning Surrey to make smarter investments in the protection of residential neighbourhoods, businesses, significant habitat areas and provincially critical infrastructure.”

- Mayor Linda Hepner

CFAS



Climate change is driving some big changes on Surrey’s coastline. Our changing climate means that the historic controls that have been put in place to limit flood damages will be ineffective in limiting future flood damage as sea levels continue to rise. In the short-term, we can expect more nuisance flooding and more frequent and severe flooding from storm surges, while over the longer-term we can expect even greater challenges.

THE CFAS PROJECT

To help prepare Surrey for a changing climate and help make our coastal communities more resilient, we are developing a Coastal Flood Adaptation Strategy (CFAS). To be completed in late 2018, the final strategy will outline the potential future impacts of climate change on Surrey’s coastline and the best adaptation options available to address them over the short-, medium, and longer-terms.

Launched in 2016, the project is taking a community-based, participatory approach and engaging residents, stakeholders, and other partners in the project, including First Nations, community and environmental organizations, business associations and groups, senior governments, farmers and the agricultural community, and neighbouring jurisdictions.

The CFAS project is broken into five phases. We are currently at the end of Phase 3 and heading into the final two phases.



SURREY'S COASTAL FLOODPLAIN

Surrey's coastal floodplain makes up about 20% of Surrey's entire land area. It is a large low-lying area that stretches from Boundary Bay and Mud Bay along the Nicomekl and Serpentine Rivers towards Cloverdale and Newton. The area also includes the Campbell River/Semiahmoo Bay area near White Rock and Semiahmoo First Nation.



As a natural floodplain, the area has regularly experienced some coastal flooding over the years from high tides and storm surges, and river floods which are typically caused by rain storms and rapid snow melt. River flooding can also be influenced by high tides and storm surges.

COMMUNITIES AND PEOPLE

- Many residential areas and neighbourhoods, including Crescent Beach, Panorama/Gray Creek, Cloverdale, Inter-River Area, Colebrook, Mud Bay, Nico-Wynd/Crescent Road
- Semiahmoo First Nation
- 2,500+ residents
- Approximately 20% of Surrey's land area

LOCAL AND REGIONAL ECONOMY

- Over 60 sq. km of Agriculture Land
- 3,500+ direct employment
- Over \$100 million in annual farm gate revenue
- Over \$1.5 billion in assessed property value
- Almost \$25 billion annual truck and rail freight traffic
- About 10% of the Agricultural Land Reserve in Metro Vancouver

PARKS AND ENVIRONMENT

- Regional and City parks, beaches and recreation areas, including Surrey's only public ocean beach
- Significant natural areas with very high biodiversity values, including foreshore, riparian and coastal areas
- Internationally important migratory bird habitat

INFRASTRUCTURE

- 13km of Provincial Highways
- Over 200,000 vehicle trips a day
- 31km of railway (freight and passenger)
- Regional sewer and water lines
- Major power transmission lines
- Natural gas pipelines

SURREY'S COASTAL FLOODPLAIN

What's keeping us dry today?

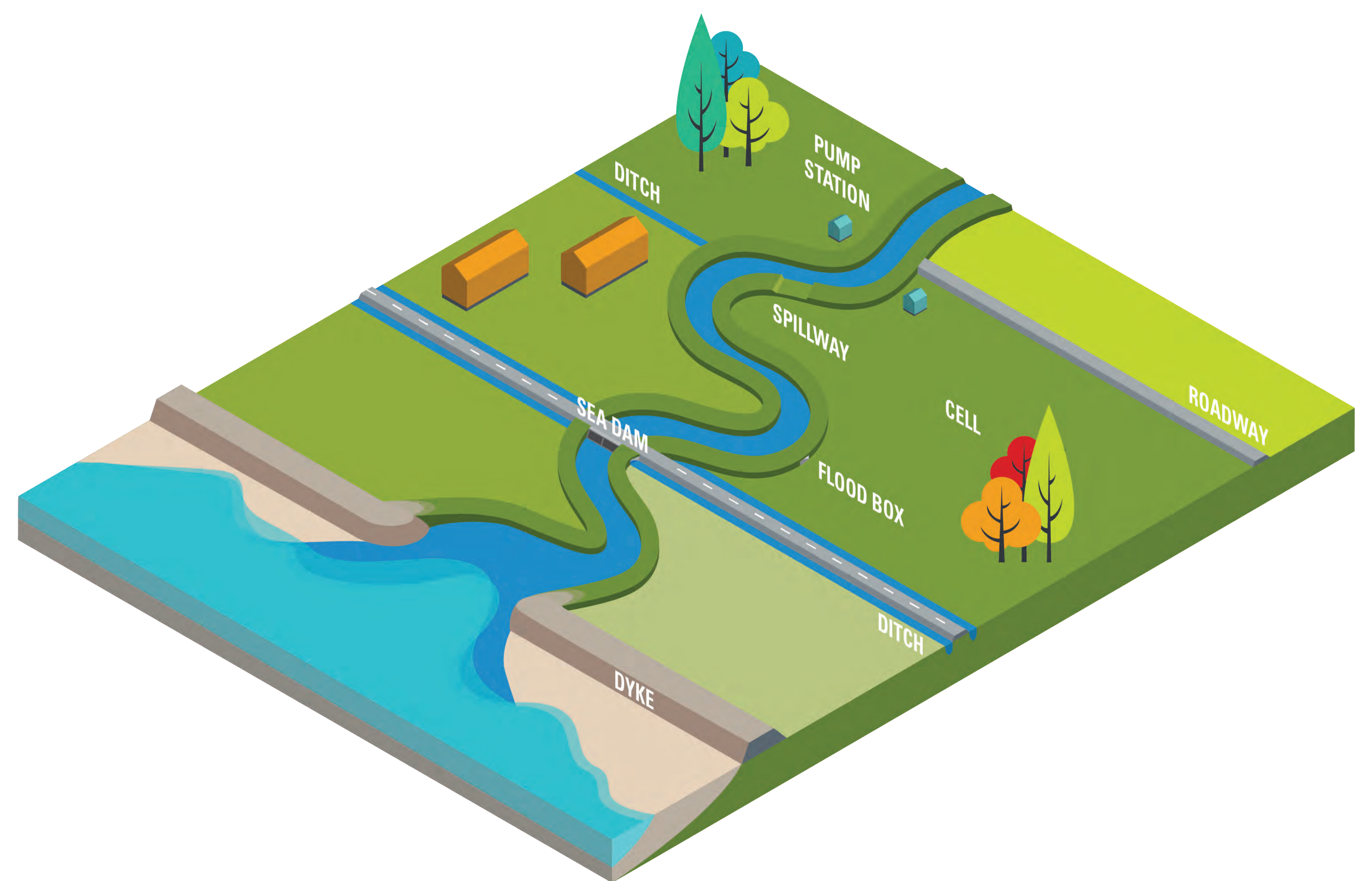
European settlement in the 1890's saw the first dykes and drainage ditches being created to reclaim land for farming. Since then, Surrey has developed a complex network of river and sea dykes along the coast and along the Serpentine and Nicomekl Rivers. Working with the dykes are a system of drainage ditches, spillways and pumps that help move water from behind dykes.

DYKES

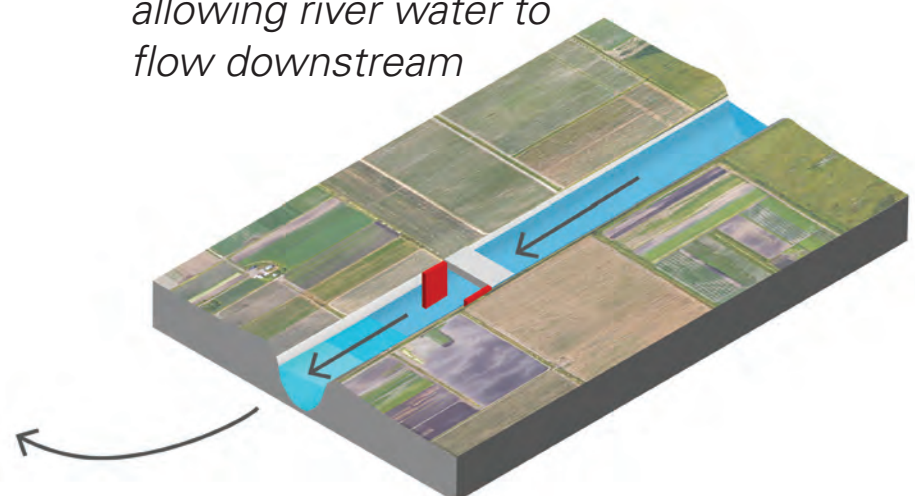
A sea dyke is a long wall or embankment built to prevent flooding from the sea. A river dyke is an embankment built to prevent river flooding along the Nicomekl and Serpentine Rivers. Most of Surrey's floodplain, both coastal and inland sections, are protected by dykes. Many dykes in Surrey are also popular walking trails and bicycle routes.

SEA DAMS

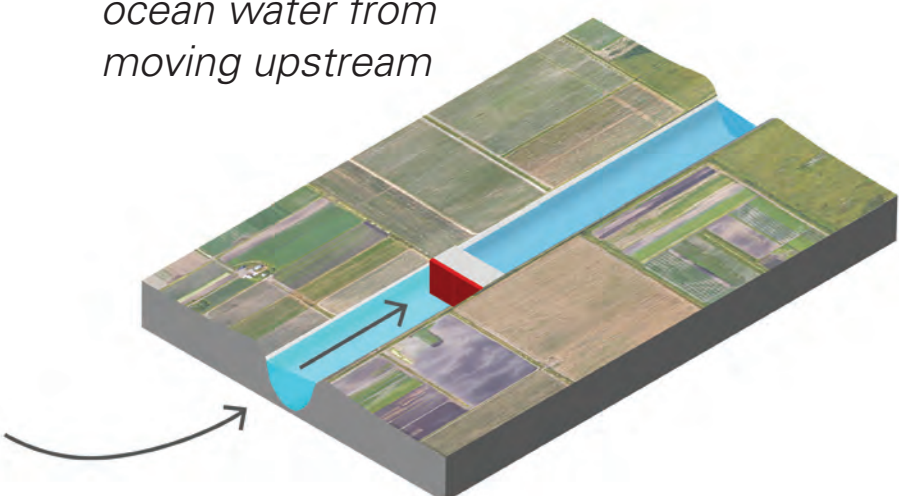
Sea dams are constructed along tidal rivers, like the Nicomekl and Serpentine Rivers, to keep salty ocean water from moving upstream where it could have detrimental effects on agricultural irrigation. Sea dams are tidally influenced and gravity-fed, with the incoming tide pushing their gates closed and the river pushing them open once the tide moves out. The Nicomekl and Serpentine sea dams were first built in 1912 and 1913.



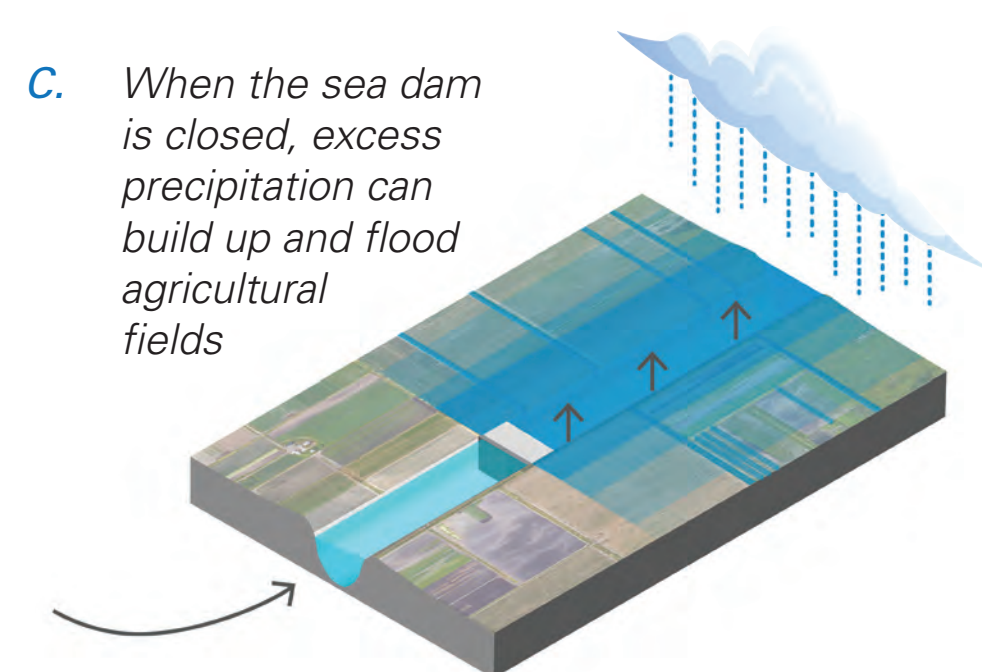
A. The gravity-fed sea dam opens as tides recede, allowing river water to flow downstream



B. The sea dam closes as tides rise, preventing ocean water from moving upstream



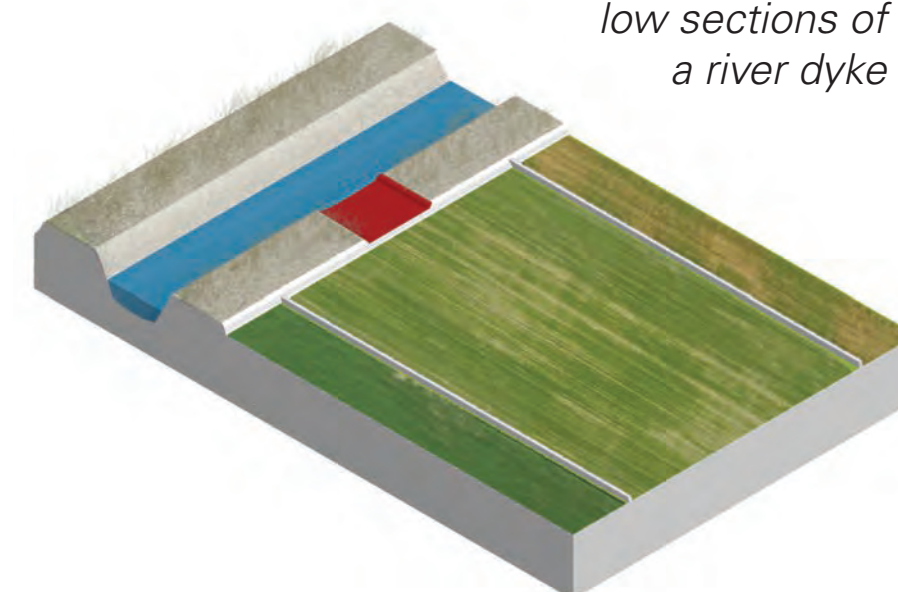
C. When the sea dam is closed, excess precipitation can build up and flood agricultural fields



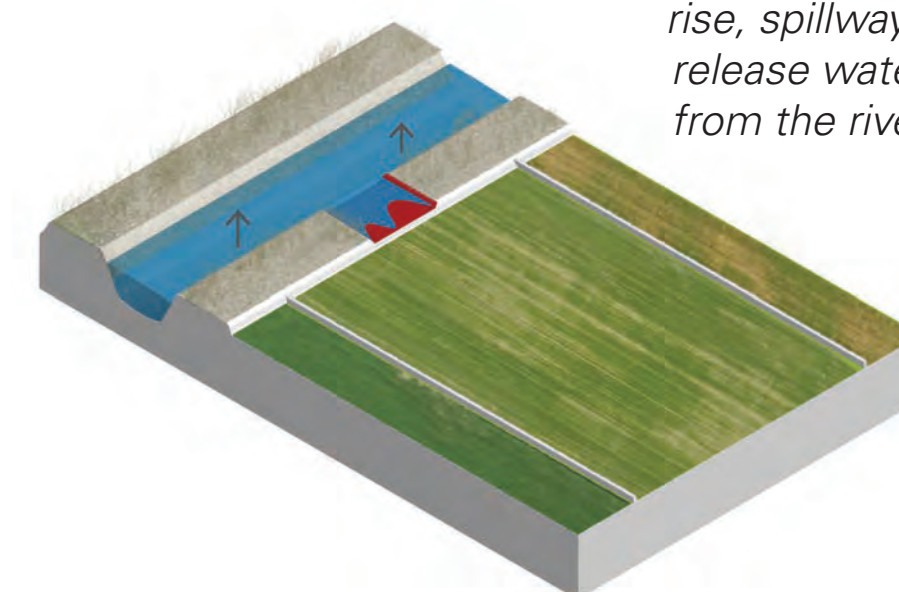
SPILLWAYS

A spillway is a low section of a river dike (A) where, during floods, water can spill over into a holding area called a cell (B). These cells are located on agricultural fields and typically only used in winter months when the fields are fallow (C). Once the flood event has ended and river level returns to normal, water stored in the cells will drain back into the river through floodboxes or with the assistance of pumps.

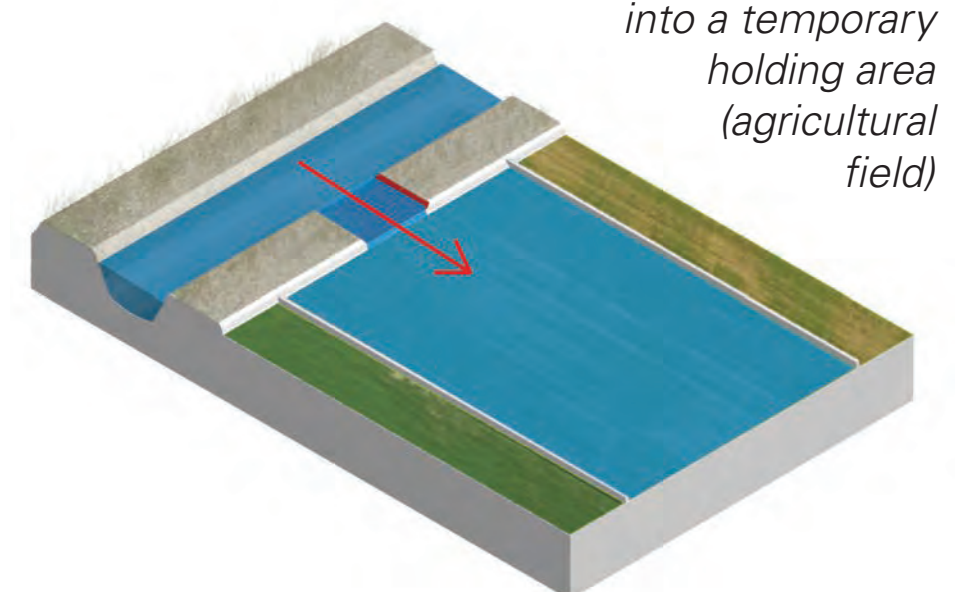
A. Spillways are low sections of a river dike



B. As water levels rise, spillways release water from the river



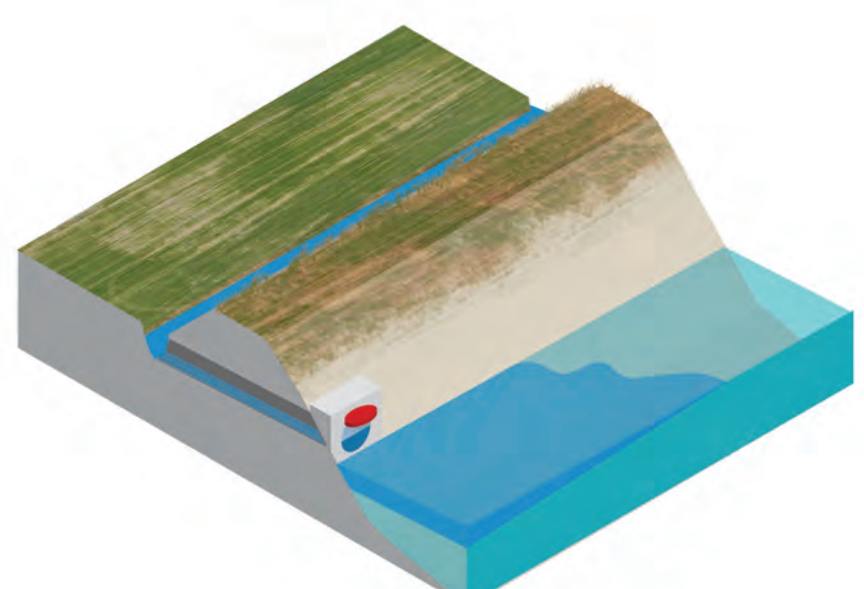
C. The water spills over into a temporary holding area (agricultural field)



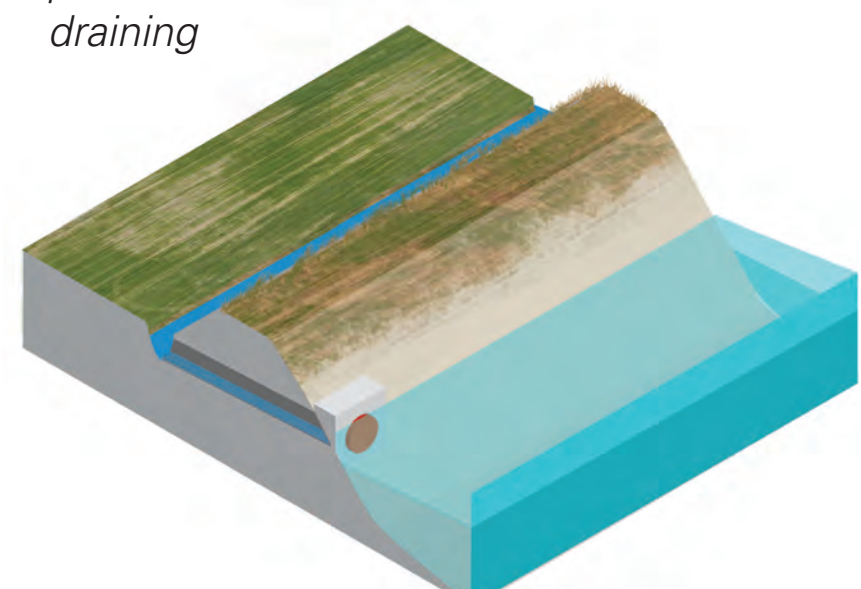
DITCHES, FLOODBOXES AND PUMPS

Surface water flows into drainage ditches which then direct water through floodboxes located along the river. During low tides and when the river water is low enough, the water drains into the river by gravity-fed flap gates (A). When river levels are higher the flood boxes are submerged and their gates are closed (B). During high tides or when sea dams are closed, electrically powered pumps, like the Maple Pump Station in Crescent Beach, are used to help push the water into the rivers.

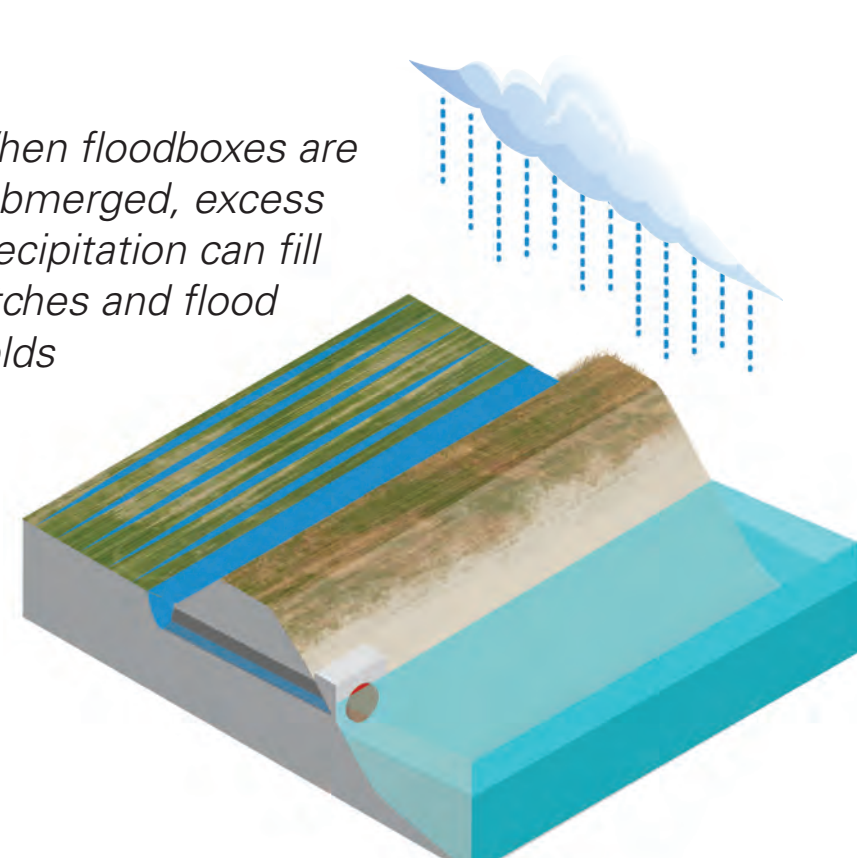
A. When river levels are low, ditches drain through floodboxes



B. When river levels are high, submerged floodboxes prevent ditches from draining



C. When floodboxes are submerged, excess precipitation can fill ditches and flood fields



The changing climate means that the historic controls that have been put in place will not perform in the future with rising sea levels, more frequent storm surges, and increased precipitation. With sea level rise, the duration that rivers can freely drain will be shorter.



Visit surrey.ca/coastal to see a video on Surrey's current coastal flood management system.

CLIMATE CHANGE & COASTAL FLOODING

As with many coastal floodplains around the world, the two principal causes of increased flooding in Surrey's coastal floodplain are sea level rise and increased magnitude and intensity of rain. The effects of sea level rise are greater than those of rainfall in Surrey's coastal floodplain.

SEA LEVEL RISE

Global sea level is rising. This is a result of increasing temperatures throughout the world that are melting glaciers and polar ice caps, and that are also increasing the average temperature of ocean waters causing them to expand. The Province of British Columbia advises municipalities to plan for 1 metre of sea level rise over the next 80 years, and 2 metres by 2200.

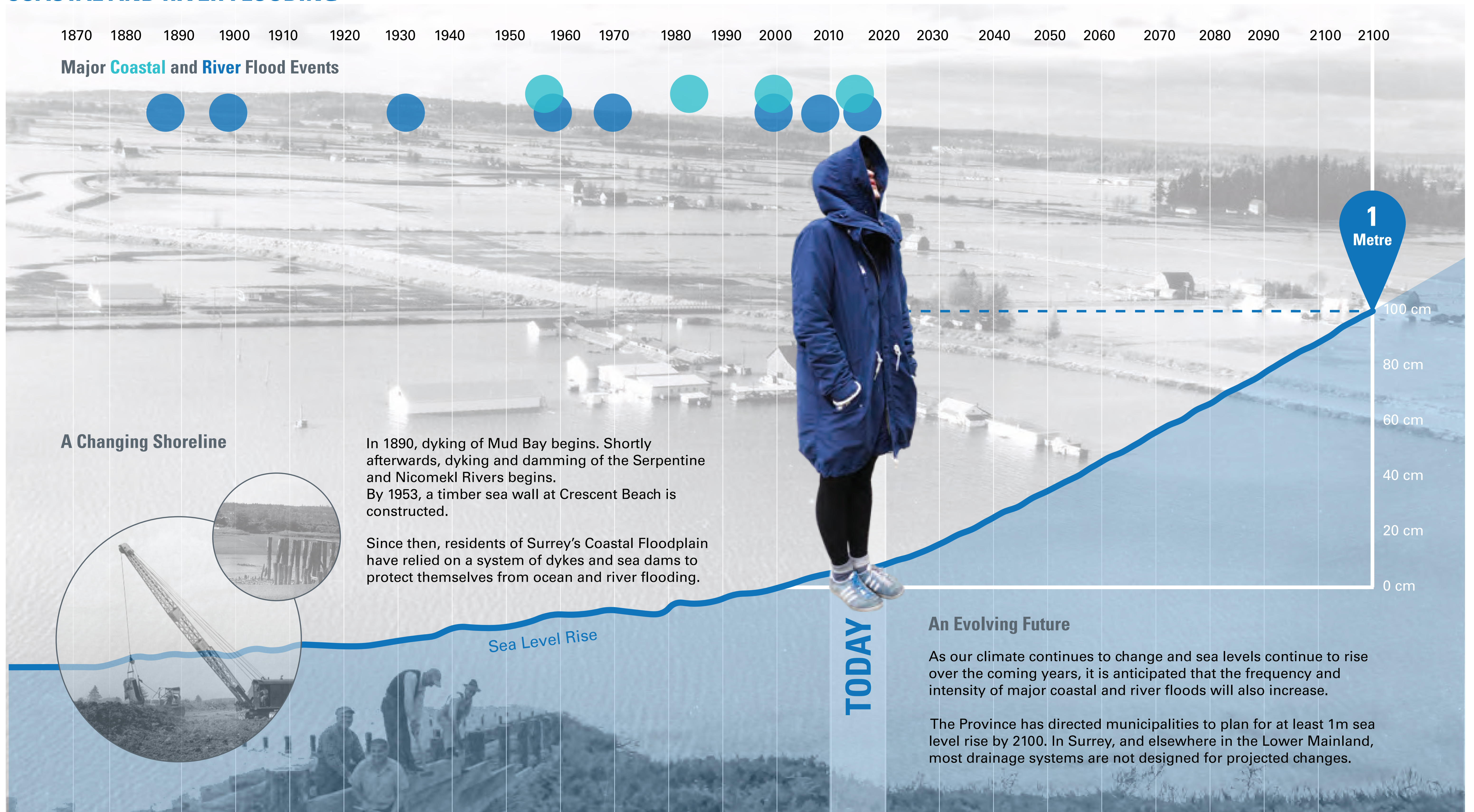
INCREASED RAINFALL

With the changing climate, we can expect more extreme weather conditions. For example, in Surrey, winters are expected to have fewer wet days, but on the wet days the rainfall amounts will be much greater than in the past. This will result in increased flooding, as more runoff flows into the Nicomekl, Serpentine and Campbell Rivers during these storm events. The frequency and intensity of storm events with heavy precipitation are also expected to increase.



Projected impacts for Surrey's coastal area include higher sea levels, increased frequency and intensity of storms and storm surges (when water is pushed ashore by wind and waves), more erosion of the coastline, impacts on infrastructure, loss of beaches and coastal ecosystems, soil salinization, and groundwater pooling.

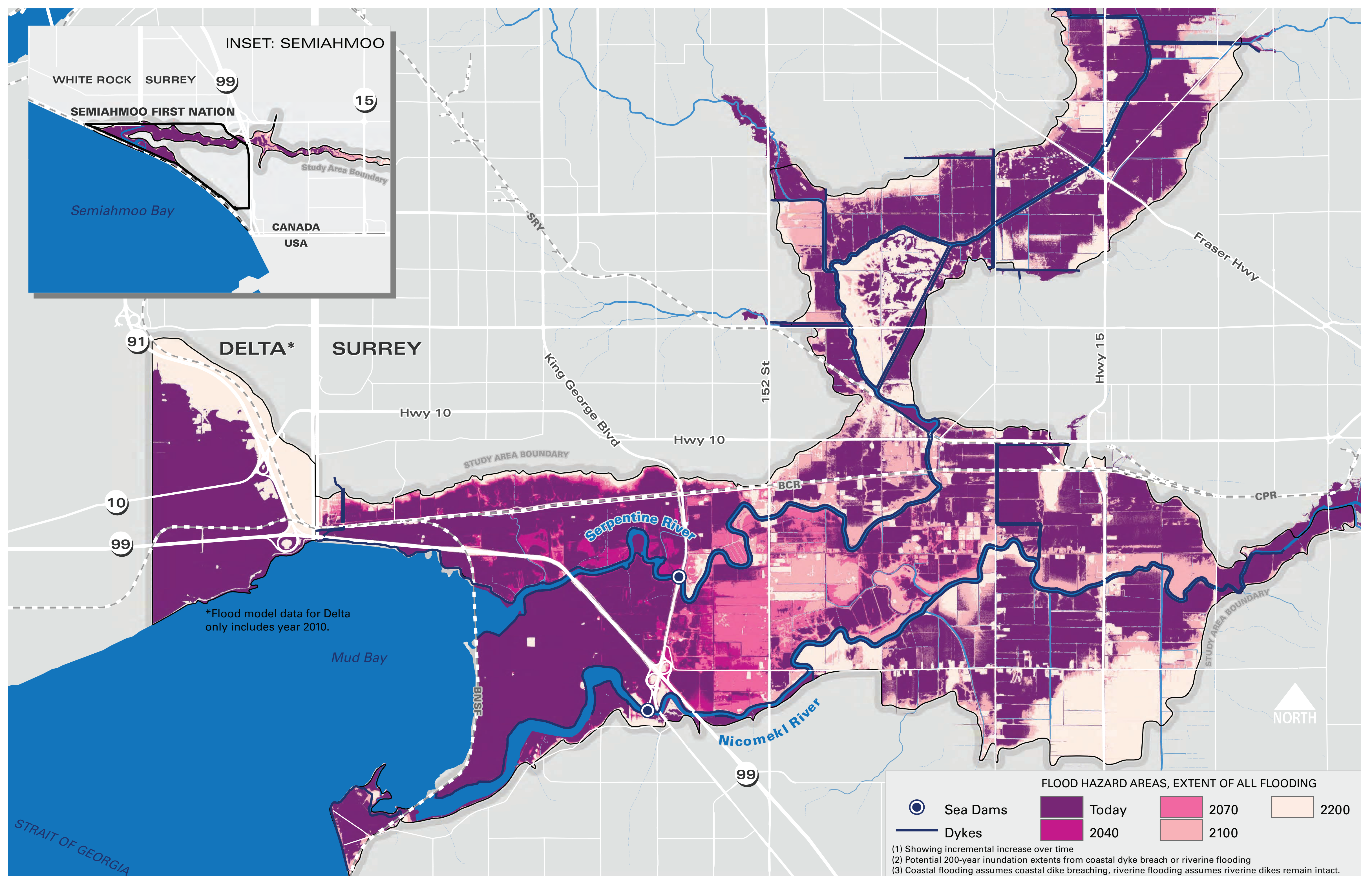
COASTAL AND RIVER FLOODING



FLOODING HAZARDS

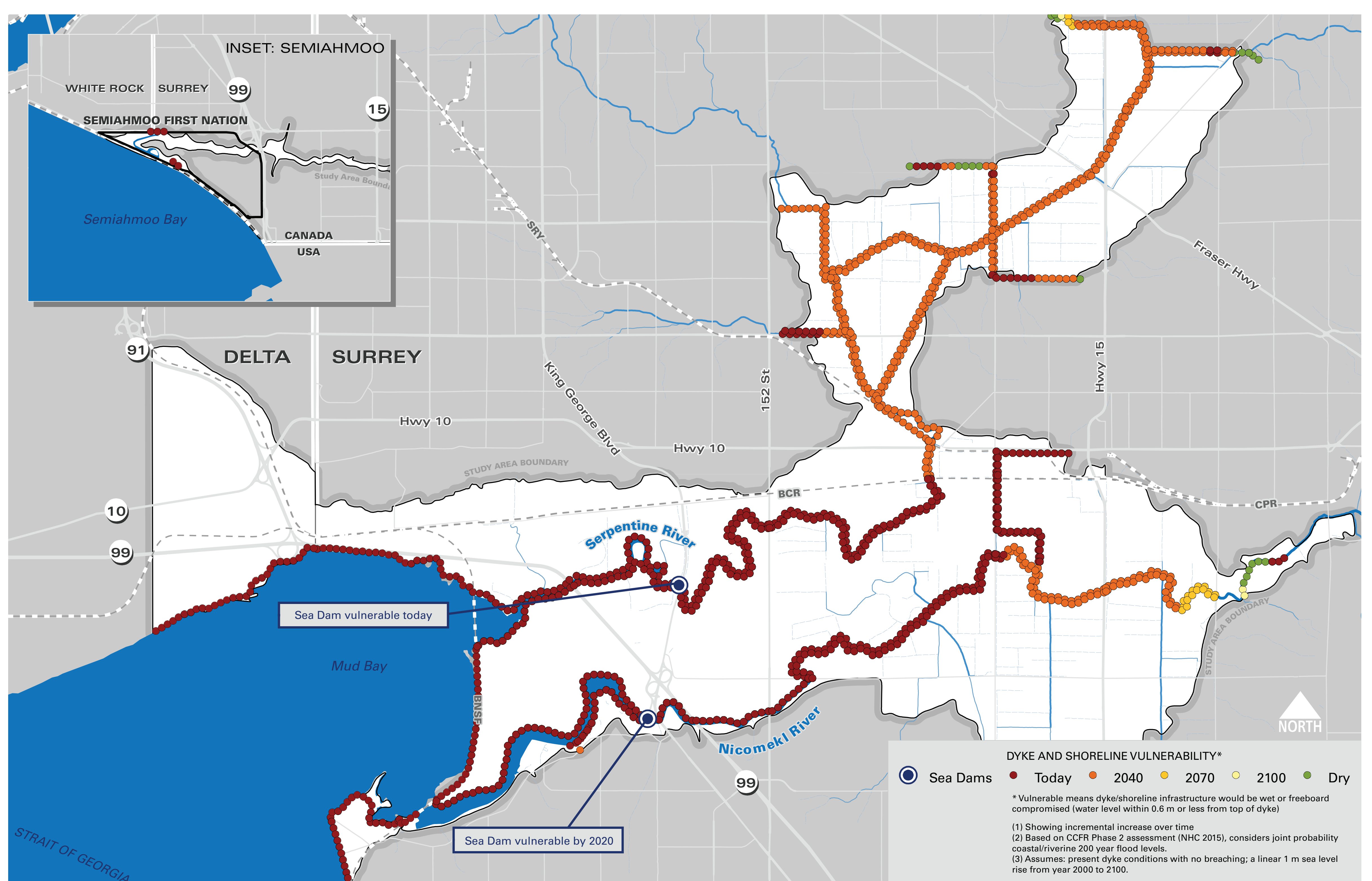
OUR NEED TO PREPARE

Our changing climate means that the historic controls that have been put in place to limit flood damages will not work in future as sea levels rise. The map illustrates the extent of flooding that could be expected today and in the future if no improvements are made to the existing system.



OUR VULNERABLE DYKES AND SHORELINE

Surrey maintains the largest dyking network in BC. Sea level rise is forecast to significantly increase dike vulnerability and expose low-lying infrastructure along the shoreline to flooding. This map shows that the impacts of sea level rise are greatest closest to the ocean. By 2040, dike infrastructure nearly 10km inland is expected to become vulnerable.



FLOOD ADAPTATION OPTIONS

A number of flood adaptation options for the three CFAS study areas—Mud Bay, Crescent Beach, Semiahmoo Bay—were developed and shortlisted through extensive community consultation, technical analysis from project engineers and City of Surrey staff, and with input through a partnership with UBC and Dutch landscape architects and engineers. Two rounds of assessment and engagement took place using the following assessment approaches.



VALUES ASSESSMENT

The participatory values assessment analyzed how each option performed against seven “values criteria.” Developed through the project’s extensive engagement process, the values criteria capture what people and partners in the study area care about most. The seven values criteria were:

- **Residents:** Number of people permanently displaced by the option and anticipated health and safety impacts
- **Agriculture:** Amount of agricultural land permanently lost due to the option
- **Environment:** Anticipated impact (positive and negative) to wetland habitats, freshwater fish habitat and riparian areas that could be expected from the option
- **Infrastructure:** Transportation and utilities service disruptions that could be expected from the option
- **Economy:** Permanent loss of businesses that could be expected from the option
- **Recreation:** The diversity of recreation opportunities (positive and negative) that could be expected from the option
- **Culture:** Semiahmoo First Nation cultural impacts that could be expected from the option



COST ASSESSMENT

This assessment included an overview of the cost of implementing the option. Cost criteria included:

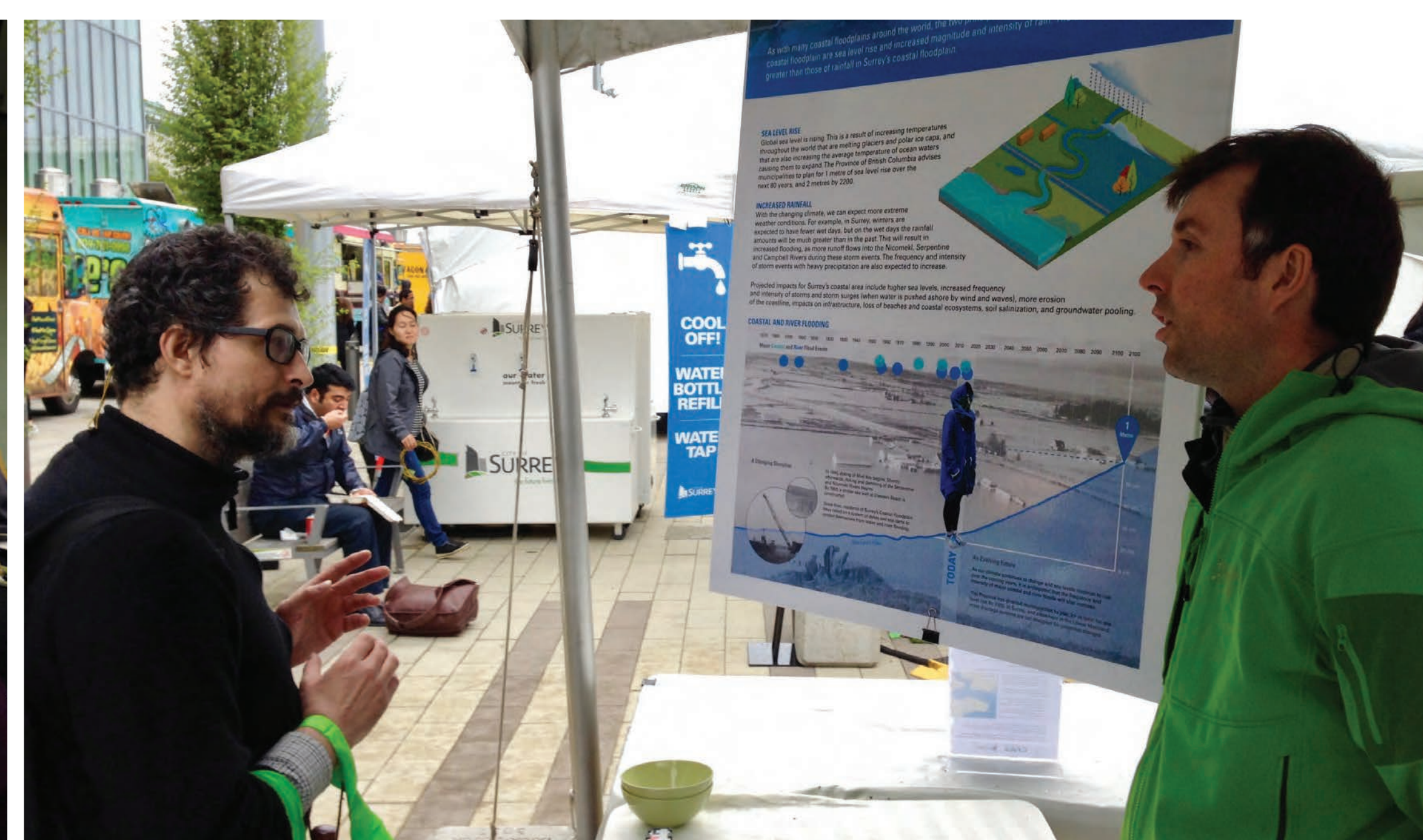
- **Capital Cost:** Capital infrastructure cost, estimated land purchasing costs, decommissioning existing infrastructure and land remediation costs
- **Operation & Maintenance Cost:** The yearly operations and maintenance costs
- **Other Infrastructure Cost:** The additional cost of adapting non-flood related infrastructure (e.g., roads & highways, hydro lines, water & sewage mains, etc.)
- **Future Adaptation Cost:** Estimated costs of continued adaptation requirements from both upgrading flood protection infrastructure beyond 1 metre of sea level rise and future replacement costs of aging flood protection infrastructure



RISK ASSESSMENT

Recognizing that all flood protection infrastructure carries some risk of failure, assessment also included a risk assessment. To quantify this risk, the likelihood of a failure of an option to provide flood protection was assessed with the consequence that failure would have on identified community values. For each option, a detailed description of the anticipated impacts to community values is provided using a scale from Very Low to Very High.

- **Impact of a Failure:** A description of the consequences to a given value from a catastrophic flooding event due to the failure of the option to provide protection
- **Likelihood of Failure of Option:** Provides a summary evaluation of how likely the option is to fail in the future
- **Risk:** The combination of the likelihood that an option will fail with the impact its failure would have on the value
- **Overall Risk:** The overall risk across all identified community values



COMMUNITY, STAKEHOLDER & PARTNER ENGAGEMENT

Developing a direction for coastal adaptation with the community

4

MEETINGS AND SITE VISITS
with Semiahmoo First Nation

3

FOCUS GROUPS
(Agriculture & Farming, Community & Residential, Environment & Recreation)
60+ participants

7

TECHNICAL WORKSHOPS
2 Greenshores™ Shoreline Design workshops, 2 PIEVC™ infrastructure operators workshops, 2 Design workshops with Dutch engineering design experts and UBC researchers, Coastal regulators, Coastal stewards

3

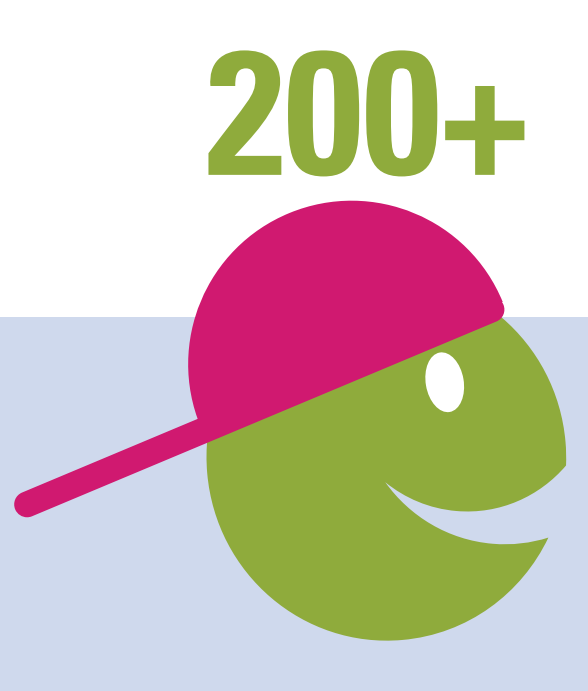
CFAS ADVISORY GROUP WORKSHOPS
With project stakeholders and partners, including local governments, infrastructure operators, provincial agencies, organizations, residents and farmers

5

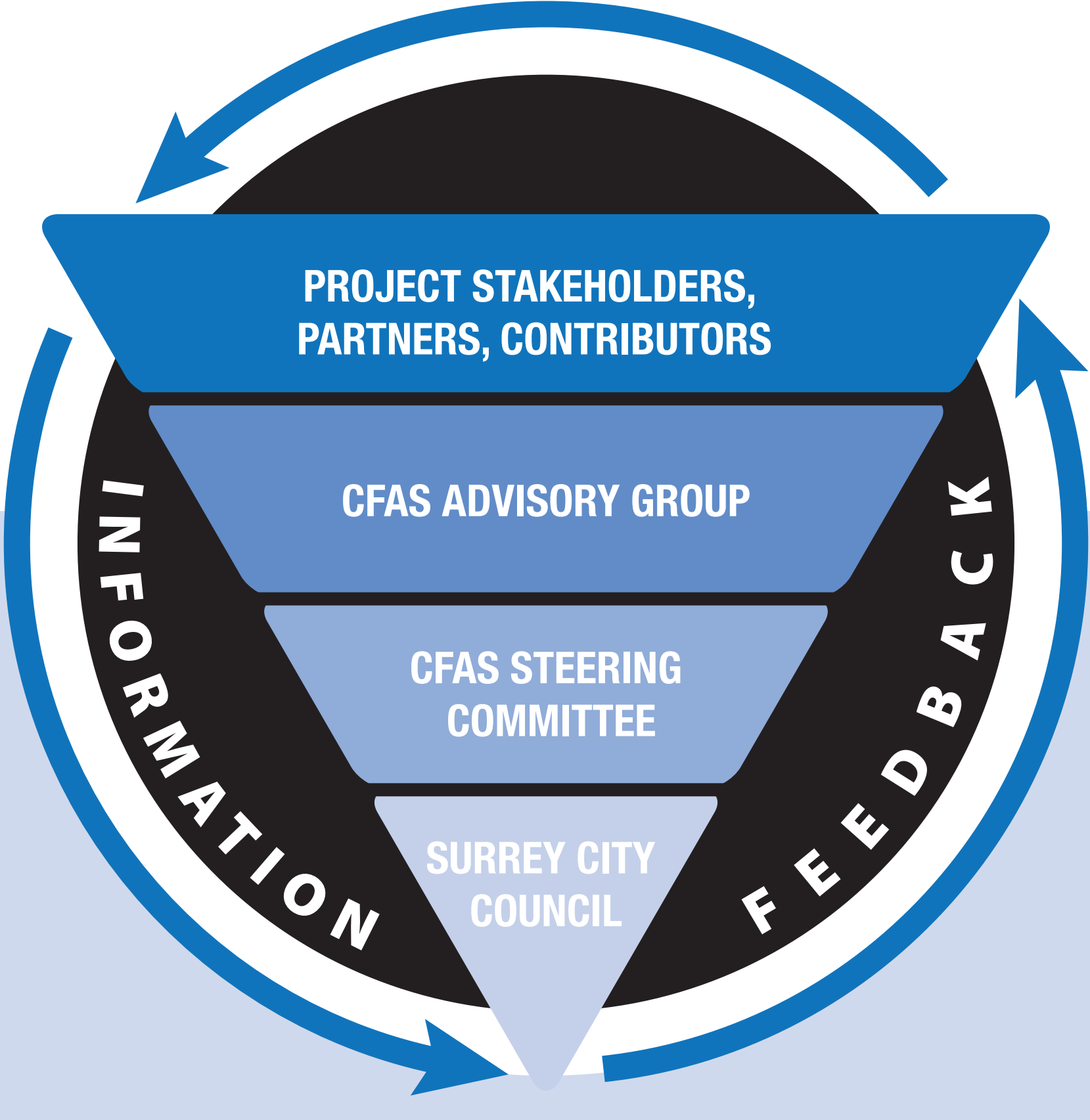
CRESCENT BEACH COMMUNITY WORKSHOPS
140+ attendees



BUS TOURS
Site tour and "walk-shops" around the CFAS study area
70+ participants



SURREY YOUTH ENGAGED
5 sessions with high school students, 2 youth events at City Hall, and 80 CFAS postcards completed by elementary school students



COMMUNITY CONVERSATIONS
at Crescent Beach pop-up event hosted with 40+ University of the Fraser Valley Geography and Environment students



POP-UP PROJECT OUTREACH STATIONS
Crescent Beach, Blackie Spit, SFU Surrey, Surrey Centre/Ocean Park/Semiahmoo Public Libraries, Surrey City Hall, Alexandra House (Crescent Beach)



WORKSHEETS COMPLETED
At various engagement events and workshops



SOCIAL MEDIAL IMPRESSIONS
Instagram & Twitter (200+ #SurreyCoastal mentions), Facebook (100+ CFAS comments), LinkedIn, YouTube (1,000+ hours of CFAS video views), CFAS website and StoryMaps (10,000+ views)



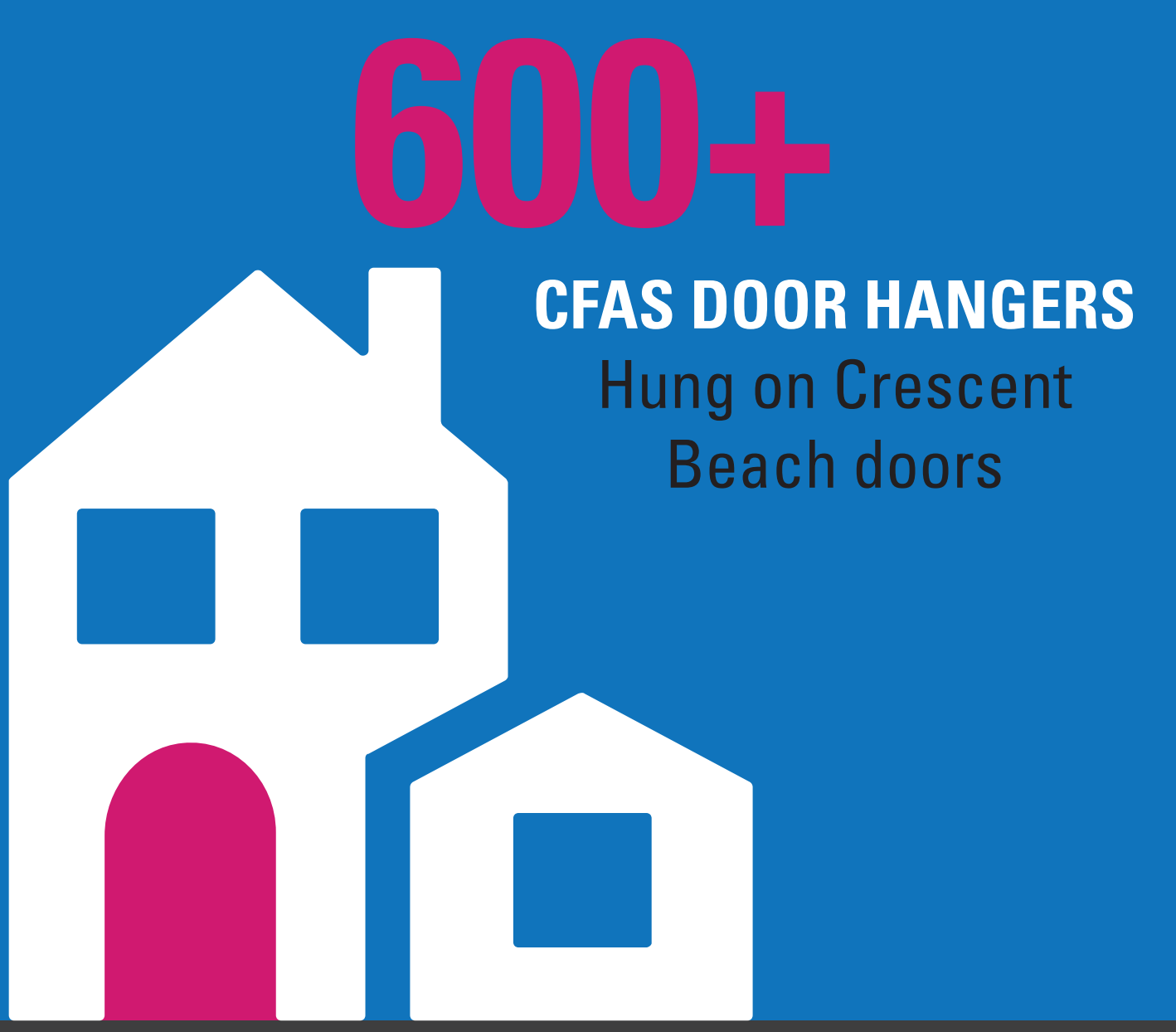
1,000+ COMMUNITY MEMBERS
directly involved to date



#SURREYCOASTAL PHOTO CONTEST
200+ submissions on Facebook, Twitter, and Instagram with winners in three categories



1,000+ SURVEYS
Completed online, at CFAS workshops, at community events, and by CitySpeaks Members



600+ CFAS DOOR HANGERS
Hung on Crescent Beach doors



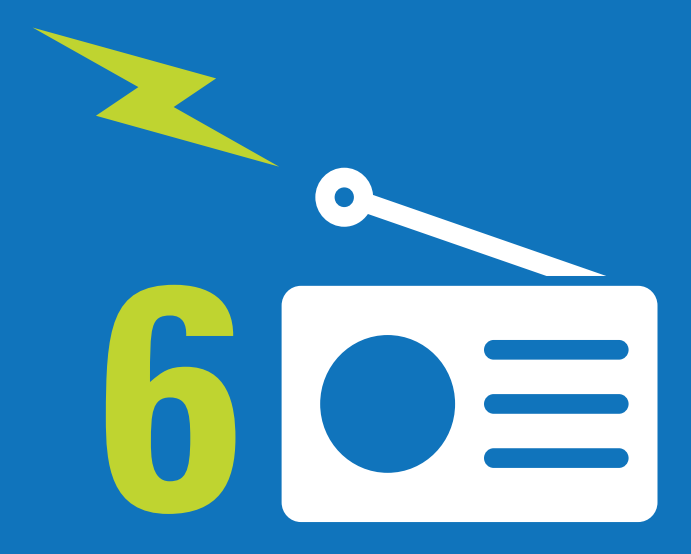
30+ ORGANIZATIONS, AGENCIES, LOCAL GOVERNMENT PARTNERS, CITY OF SURREY COMMITTEES, AND COMMUNITY GROUPS INVOLVED
Keeping partners and stakeholders engaged



10,000 COMMUNITY MAILERS
Sent to Surrey residents in the CFAS study area and beyond



3 PROJECT VIDEOS
Available on-line and shown at community events



6 BIG MEDIA HITS
CBC Early Edition and The Current (national), articles in the Vancouver Sun, The Province, and 24 Hours newspaper reaching over 100,000+ Metro Vancouver residents

THANK YOU EVERYONE FOR YOUR TIME AND THOUGHTFULNESS IN CONTRIBUTING TO THE CFAS PROJECT

MAKING CHOICES = SHORTLISTED OPTIONS

Through the CFAS engagement process we heard from many residents, farmers and stakeholders. Their feedback helped develop the criteria with which options were short-listed and evaluated. Community and stakeholder input also raised important, and often difficult, questions for the project team to consider and include in the overall options development and assessment.

From this feedback and additional technical analysis, fairly clear directions began to emerge around the short-listed adaptation options Surrey could pursue. Furthermore, underlying these directions, a few critical and shared understandings emerged:

- ***Climate change and sea level rise demands a dramatic change in approach to coastal flood management over the medium-term and long-term.***
- ***No adaptation is not an option over the medium- and long-terms.***
- ***All adaptation options involve serious and difficult trade-offs; there are no “silver bullets.”***

Another equally important understanding that emerged is that all of the short-listed options would be phased in over time based on observed sea level rise. While there is no avoiding a 1 metre increase in sea levels in the future, today, the rate and pace of sea level is still uncertain. Recognizing this, over the coming years or decades, current conventions (i.e., maintaining existing dykes) will be appropriate. However the flood risk will increase over time and investment and land use decisions will increasingly need to align with the longer-term approach and option selected.

The City of Surrey recognizes that the short-listed options presented in the next posters are far from easy – they are all very difficult, complex, costly options where some stakeholders are clearly more impacted than others. With few precedents to look to, we also know that Surrey is amongst the first to ask these hard questions, and the City is committed to continuing to work with those impacted as the CFAS project goes forward into the next phases with the final preferred options and beyond.



“Plant wildlife trees in the intertidal zones so animals have somewhere to go”

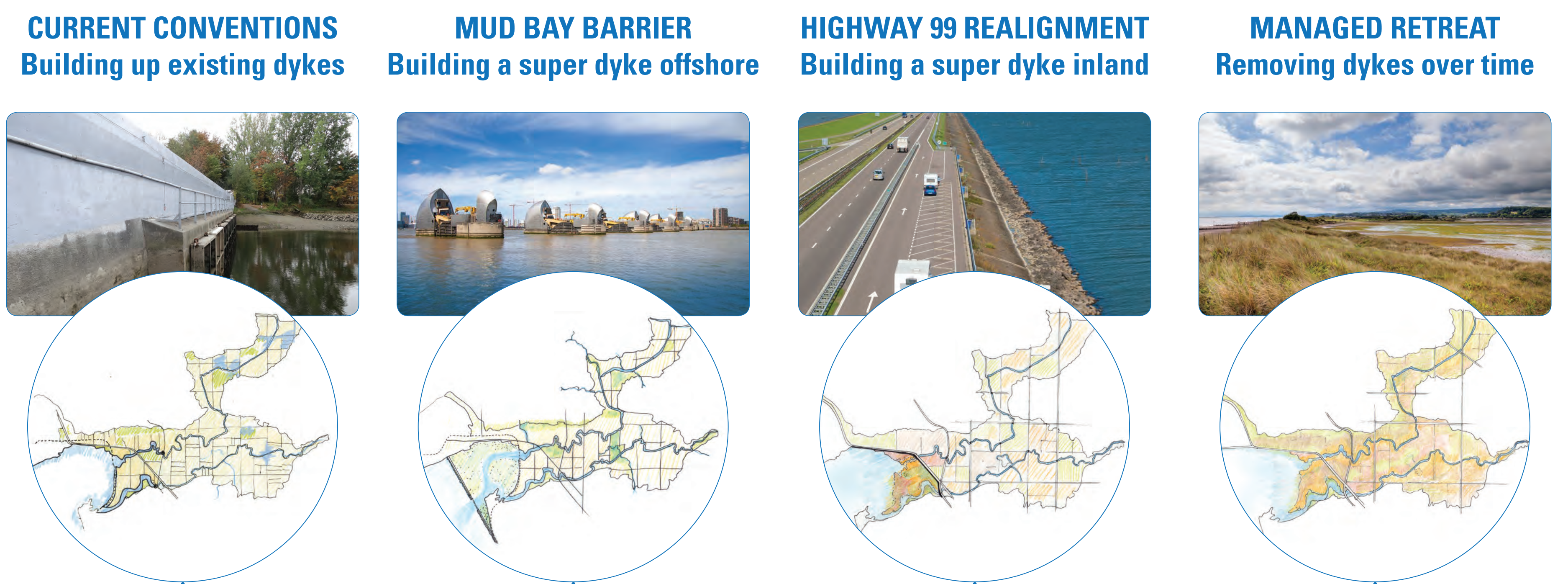
South Meridian Elementary School
Grade 3 Student

The direction of CFAS will have a big impact on today’s youth over the course of their lifetime. 31 per cent of Surrey’s population is under the age of 25.



SHORTLISTED OPTIONS – MUD BAY

The summary table compares the short-listed options for the Mud Bay study area. The overview includes a “Baseline” or “No Adaptation” option for reference. Full descriptions of the short-listed options are available in the Primer (Primer Part II: Options) and at the video station.



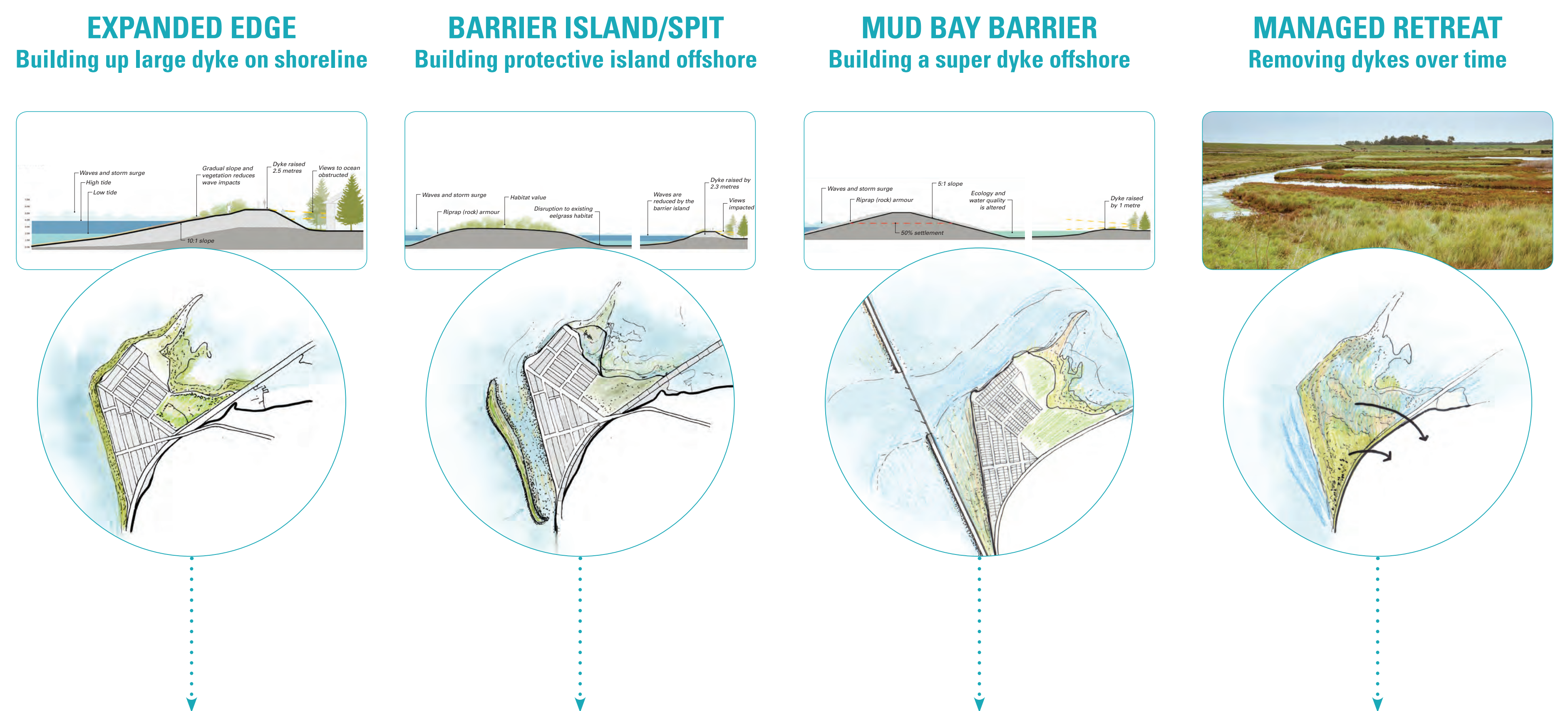
| | BASELINE - NO ADAPTATION | CURRENT CONVENTIONS | MUD BAY BARRIER | HIGHWAY 99 REALIGNMENT | MANAGED RETREAT |
|--|--------------------------|---------------------|------------------|------------------------|-------------------|
| VALUES CRITERIA | | | | | |
| RESIDENTS <i>People permanently displaced</i> | FAR WORSE | SLIGHTLY WORSE | NO CHANGE | SLIGHTLY WORSE | FAR WORSE |
| AGRICULTURE <i>Permanent loss of agriculture land</i> | FAR WORSE | SLIGHTLY WORSE | NO CHANGE | SLIGHTLY WORSE | FAR WORSE |
| ENVIRONMENT <i>Impacts to wetland habitats, freshwater fish habitat & riparian areas</i> | MODERATELY WORSE | FAR WORSE | FAR WORSE | SLIGHTLY BETTER | FAR BETTER |
| INFRASTRUCTURE <i>Percent of service/transportation infrastructure made vulnerable</i> | FAR WORSE | NO CHANGE | NO CHANGE | NO CHANGE | SLIGHTLY WORSE |
| ECONOMY <i>Revenue</i> | FAR WORSE | SLIGHTLY WORSE | NO CHANGE | SLIGHTLY WORSE | MODERATELY WORSE |
| RECREATION <i>Diversity of recreational opportunities</i> | FAR WORSE | NO CHANGE | SLIGHTLY WORSE | SLIGHTLY BETTER | MODERATELY BETTER |
| CULTURE <i>Opportunities for traditional practices</i> | SLIGHTLY WORSE | NO CHANGE | MODERATELY WORSE | NO CHANGE | NO CHANGE |
| IMPACT & RISK OF FAILURE | | | | | |
| OVERALL RISK | VERY HIGH | VERY HIGH | VERY HIGH | MEDIUM | VERY LOW |
| COST CRITERIA | | | | | |
| CAPITAL COST | — | \$100M - \$1B | MORE THAN \$4B | \$1B - \$4B | \$1B - \$4B |
| OPERATION & MAINTENANCE COST | MORE THAN \$10M | MORE THAN \$10M | \$1M - \$10M | \$1M - \$10M | LESS THAN \$1M |
| OTHER INFRASTRUCTURE COST | MORE THAN \$100M | \$10M - \$100M | LESS THAN \$10M | \$10M - \$100M | MORE THAN \$100M |
| FUTURE ADAPTATION COST | \$1B - \$4B | \$1B - \$4B | \$1B - \$4B | \$1B - \$4B | LESS THAN \$100M |

RISK ASSESSMENT HEAT MAP

| | | IMPACT | | | | |
|------------|-----------|----------|-----------------|------------------------|---------------------|-----------------|
| | | Very Low | Low | Medium | High | Very High |
| LIKELIHOOD | Very High | | | | CURRENT CONVENTIONS | |
| | High | | | | | MUD BAY BARRIER |
| | Medium | | | HIGHWAY 99 REALIGNMENT | | |
| | Low | | | | | |
| | Very Low | | MANAGED RETREAT | | | |

SHORTLISTED OPTIONS – CRESCENT BEACH

The summary table compares the short-listed options for the Crescent Beach study area. The overview includes a “Baseline” or “No Adaptation” option for reference. Full descriptions of the short-listed options are available in the Primer (Primer Part II: Options) and at the video station.



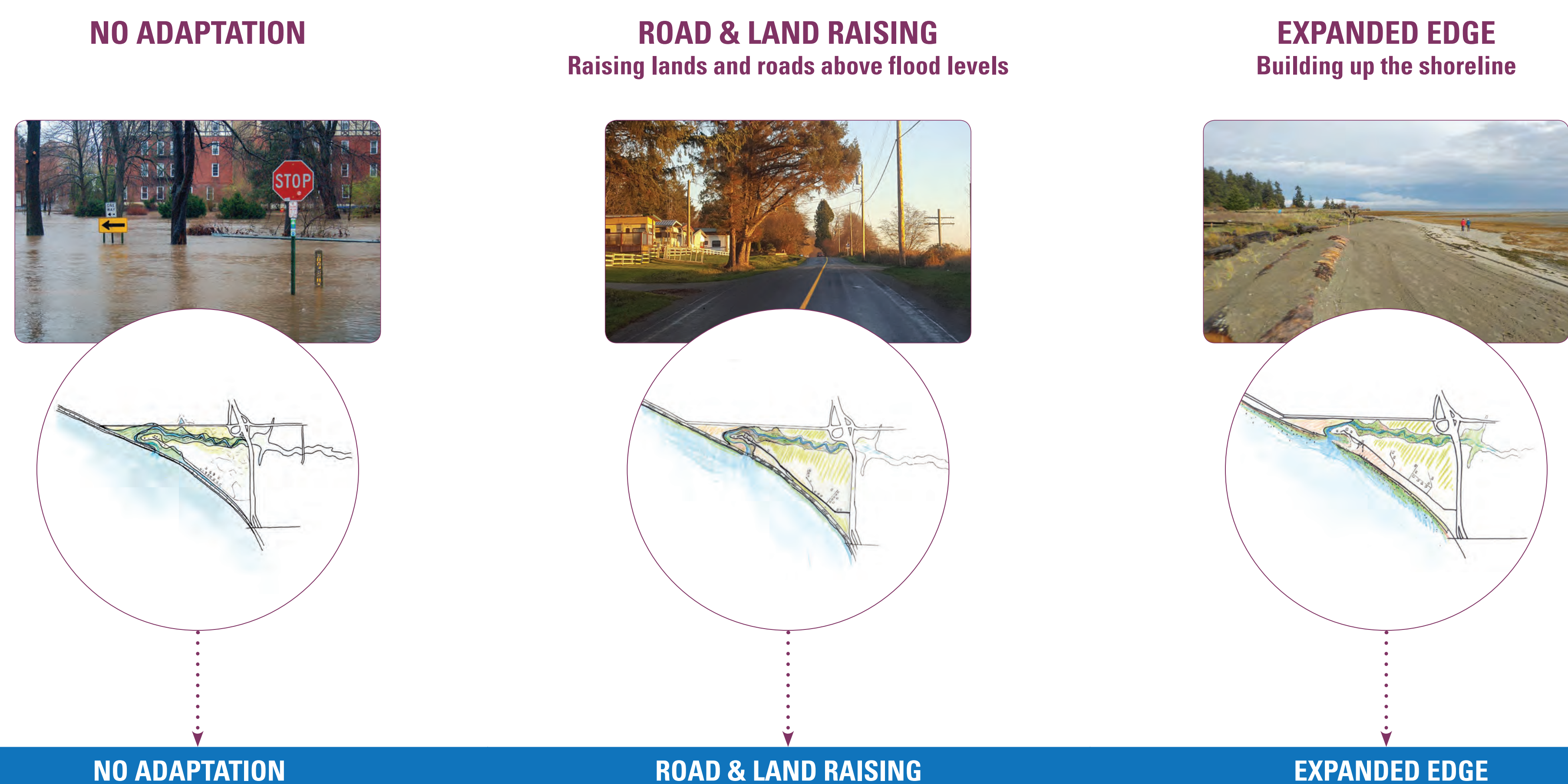
| | BASILINE - NO ADAPTATION | EXPANDED EDGE | BARRIER ISLAND/SPIT | MUD BAY BARRIER | MANAGED RETREAT |
|--|--------------------------|-------------------|---------------------|------------------|------------------|
| VALUES CRITERIA | | | | | |
| RESIDENTS <i>People permanently displaced</i> | FAR WORSE | SLIGHTLY WORSE | MODERATELY WORSE | MODERATELY WORSE | FAR WORSE |
| ENVIRONMENT <i>Impacts to wetland habitats, freshwater fish habitat & riparian areas</i> | FAR WORSE | SLIGHTLY WORSE | MODERATELY WORSE | FAR WORSE | FAR BETTER |
| INFRASTRUCTURE <i>Percent of service/transportation infrastructure made vulnerable</i> | FAR WORSE | NO CHANGE | NO CHANGE | NO CHANGE | NO CHANGE |
| ECONOMY <i>Revenue</i> | FAR WORSE | SLIGHTLY BETTER | NO CHANGE | SLIGHTLY WORSE | MODERATELY WORSE |
| RECREATION <i>Diversity of recreational opportunities</i> | FAR WORSE | MODERATELY BETTER | SLIGHTLY BETTER | SLIGHTLY WORSE | FAR BETTER |
| CULTURE <i>Opportunities for traditional practices</i> | MODERATELY WORSE | SLIGHTLY WORSE | SLIGHTLY WORSE | MODERATELY WORSE | MODERATELY WORSE |
| IMPACT & RISK OF FAILURE | | | | | |
| OVERALL RISK | VERY HIGH | HIGH | VERY HIGH | VERY HIGH | VERY LOW |
| COST CRITERIA | | | | | |
| CAPITAL COST | — | \$100M - \$1B | \$1B - \$4B | MORE THAN \$4B | \$1B - \$4B |
| OPERATION & MAINTENANCE COST | MORE THAN \$10M | \$1M - \$10M | \$1M - \$10M | \$1M - \$10M | — |
| OTHER INFRASTRUCTURE COST | MORE THAN \$100M | \$10M - \$100M | \$10M - \$100M | LESS THAN \$10M | LESS THAN \$10M |
| FUTURE ADAPTATION COST | \$1B - \$4B | \$100M - \$1B | \$1B - \$4B | \$1B - \$4B | — |

RISK ASSESSMENT HEAT MAP

| | | IMPACT | | | | |
|------------|-----------|-----------------|-----|--------|-----------------------|-----------------|
| | | Very Low | Low | Medium | High | Very High |
| LIKELIHOOD | Very High | | | | BARRIER ISLAND / SPIT | |
| | High | | | | EXPANDED EDGE | MUD BAY BARRIER |
| | Medium | | | | | |
| | Low | | | | | |
| | Very Low | MANAGED RETREAT | | | | |

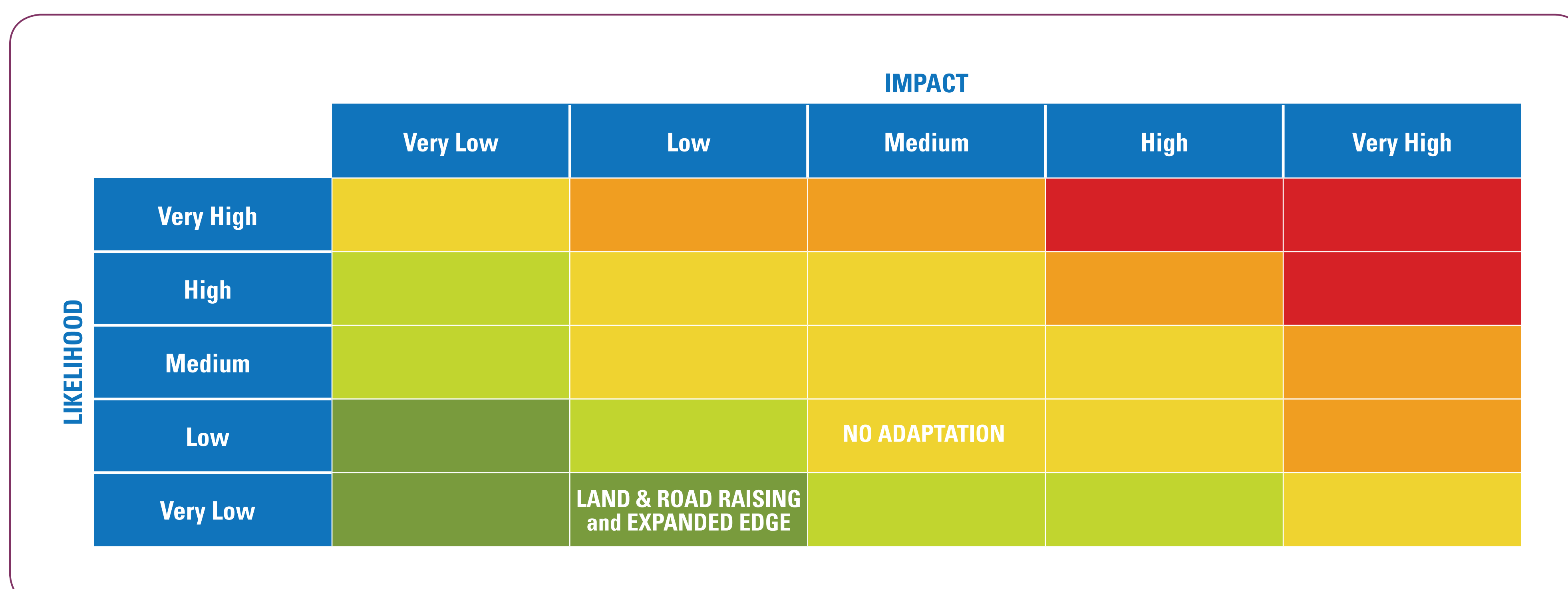
SHORTLISTED OPTIONS – SEMIAHMOO BAY

The summary table compares the short-listed options for the Semiahmoo Bay study area. The overview includes a “Baseline” or “No Adaptation” option for reference. Full descriptions of the short-listed options are available in the Primer (Primer Part II: Options) and at the video station.



| VALUES CRITERIA | NO ADAPTATION | ROAD & LAND RAISING | EXPANDED EDGE |
|--|------------------|---------------------|-------------------|
| RESIDENTS <i>People permanently displaced</i> | SLIGHTLY WORSE | NO CHANGE | NO CHANGE |
| ENVIRONMENT <i>Impacts to wetland habitats, freshwater fish habitat & riparian areas</i> | SLIGHTLY WORSE | NO CHANGE | MODERATELY BETTER |
| INFRASTRUCTURE <i>Percent of service/transportation infrastructure made vulnerable</i> | MODERATELY WORSE | NO CHANGE | FAR BETTER |
| ECONOMY <i>Revenue</i> | MODERATELY WORSE | SLIGHTLY BETTER | FAR BETTER |
| RECREATION <i>Diversity of recreational opportunities</i> | SLIGHTLY WORSE | NO CHANGE | FAR BETTER |
| CULTURE <i>Opportunities for traditional practices</i> | NO CHANGE | NO CHANGE | NO CHANGE |
| IMPACT & RISK OF FAILURE | | | |
| OVERALL RISK | MEDIUM | VERY LOW | VERY LOW |
| COST CRITERIA | | | |
| CAPITAL COST | — | LESS THAN \$10M | LESS THAN \$10M |
| OPERATION & MAINTENANCE COST | \$100K - \$1M | LESS THAN \$100K | LESS THAN \$100K |
| OTHER INFRASTRUCTURE COST | LESS THAN \$1M | \$1M - \$10M | \$1M - \$10M |
| FUTURE ADAPTATION COST | \$10M - \$100M | LESS THAN \$10M | LESS THAN \$10M |

RISK ASSESSMENT HEAT MAP



NEXT STEPS

CFAS will move into *Phase 4: How will we do it?* to detail the preferred strategy. This will include option fine-tuning and additional strategy design details with key project partners. Final CFAS reporting to Council is expected to occur this fall/winter.

The focus on this next phase of work is to:

- ✓ Complete further technical work including economic and engineering analysis
- ✓ Identifying implementation and decision points moving forwards
- ✓ Consult with potential partners for implementation

An Open House to present the results of Phase 4 is planned for November, 2018.

MORE INFORMATION?

If you or your organization are interested in learning more about the project, are interested in presentation, let us know (see contact information). All project information, including dates for upcoming presentations and events, and all CFAS project materials (videos, information materials, reports) will be posted on the project website: www.surrey.ca/coastal

 Sign up for the CFAS e-news to stay informed as new materials become available.

CONTACT US

For more information, please contact Matt Osler, Project Engineer, City of Surrey, coastal@surrey.ca

