



# Chapter 1

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## Introduction

Climate change is happening now. Rapidly melting ice caps, rising sea levels, floods, extreme heat waves, droughts, and fires are just a few of the effects of climate change. These effects are having profound impacts on our coast and are changing coastal management planning and decision making at global, national, state, regional, local, and individual scales.

Given current trends in greenhouse gas emissions, sea levels are expected to rise at an accelerating rate in the future, and scientists project an increase in California's sea level in coming decades. Until mid-century, the most damaging events for the California coast will likely be dominated by large El Niño-driven storm events in combination with high tides and large waves. Eventually, sea level will rise enough that even small storms will cause significant damage, and large events will have unprecedented consequences (Caldwell *et al.* 2013).

This Guidance provides a framework for addressing sea level rise in Local Coastal Programs (LCPs) and Coastal Development Permits (CDPs). The intended audience for this document includes the Commission and Commission staff, local governments, other public agencies, permit applicants, members of the public, and others who are interested in how to implement and comply with the California Coastal Act (Coastal Act) while taking steps to address sea level rise.

## **ENVIRONMENTAL, ECONOMIC, AND SOCIAL IMPACTS OF SEA LEVEL RISE**

The potential environmental, economic, and social impacts of sea level rise in California underscore the importance of addressing the issue in land use planning and regulatory work. Just over 21 million people lived in California's coastal counties as of July 2014 (CDF 2014), and the state supports a \$40 billion coastal and ocean economy (NOEP 2010).

Many aspects of the coastal economy, as well as California's broader economy, are at risk from sea level rise, including coastal-related tourism, beach and ocean recreational activities, transfer of goods and services through ports and transportation networks, coastal agriculture, and commercial fishing and aquaculture facilities.

In addition to potential losses in revenue, Heberger *et al.* (2009) estimate that \$100 billion worth of property is at risk of flooding during a 100-year coastal flood with 4.6 ft (1.4 m) of sea level rise (the amount projected to occur by the year 2100 in their Pacific Institute study). This property includes seven wastewater treatment plants, commercial fishery facilities, marine terminals, Coastal Highway One, 14 power plants, residential homes, and other important development and infrastructure. More recently, the [Fourth California Climate Assessment](#) found that statewide damages could reach nearly \$17.9 billion from inundation of development under ~20 inches of sea level rise, and those damages would double with the addition of a 100-year flood (Bedsworth *et al.* 2018).

Sea level rise also poses environmental and social justice challenges. This is particularly true for communities that may be dependent upon at-risk industries, are already suffering from economic hardship, or which have limited capacity to adapt, including lower-income, linguistically isolated, elderly, and other vulnerable populations.

Proactive steps are needed to prepare for sea level rise and to protect the coastal economy, California livelihoods, and coastal resources and the ecosystem services they provide. The magnitude of the challenge is clear – not only might the impacts of sea level rise be severe, the costs and time associated with planning for them can be daunting. The [third National Climate Assessment](#), released in May 2014, notes that there is strong evidence to suggest that the costs of inaction are 4 to 10 times greater than the costs associated with proactive adaptation and hazard mitigation (Moser *et al.* 2014). It is critical for California to take proactive steps to address the impacts sea level rise may have on the state’s economy, natural systems, built environment, human health, and ultimately, its way of life.

## **SEA LEVEL RISE AND THE CALIFORNIA COASTAL ACT**

The potential impacts of sea level rise fall directly within the Coastal Commission’s (and coastal zone local governments’) planning and regulatory responsibilities under the Coastal Act. Sea level rise increases the risk of flooding, coastal erosion, and saltwater intrusion into freshwater supplies, which have the potential to threaten many of the resources<sup>4</sup> that are integral to the California coast, including coastal development, coastal access and recreation, habitats (*e.g.*, wetlands, coastal bluffs, dunes, and beaches), coastal agricultural lands, water quality and supply, cultural resources, community character, and scenic quality. In addition, many possible responses to sea level rise, such as construction of barriers or armoring, can have adverse impacts on coastal resources. For example, beaches, wetlands, and other habitat backed by fixed or permanent development will not be able to migrate inland as sea level rises, and will become permanently inundated over time, which in turn presents serious concerns for future public access and habitat protection.

The Coastal Act mandates the protection of public access and recreation along the coast, coastal habitats, and other sensitive resources, as well as providing priority visitor-serving and coastal-dependent or coastal-related development while simultaneously minimizing risks from coastal hazards. This Guidance document has been created to help planners, project applicants, and other interested parties continue to achieve these goals in the face of sea level rise by addressing its effects in Local Coastal Programs and Coastal Development Permits. Although the focus of the Guidance is on LCPs and CDPS, much of the information contained herein can be useful for other planning documents such as Port Master Plans<sup>5</sup>, Long Range Development Plans, and Public Works Plans. For example, the science applies regardless of the planning documents, and the discussions of how to analyze sea level rise impacts as well as a number of adaptation options may be applicable. In all cases, specific analyses performed and actions implemented will vary based on relevant policies, local conditions, feasibility, and other factors as described throughout the rest of this document.

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<sup>4</sup> The term “coastal resources” is used throughout this Guidance and is meant to be a general term for those resources addressed in Chapter 3 of the California Coastal Act including but not limited to beaches, wetlands, agricultural lands, and other coastal habitats; coastal development; public access and recreation opportunities; cultural, archaeological, and paleontological resources; and scenic and visual qualities.

<sup>5</sup> Ports are generally subject to Chapter 8 of the Coastal Act. The policies of Chapter 8 acknowledge the special role and needs of ports and differ in significant ways from the Chapter 3 policies of the Act. Significant categories of development in ports, however, remain subject to Chapter 3, including categories of development listed as appealable pursuant to Section 30715 and development located within specified wetlands, estuaries, and recreation areas.

**Coastal Commission reports and briefings on sea level rise:** Sea level rise is not a new concern for the Commission. The Coastal Act policies on hazard avoidance and coastal resource protection provide the basis for the Commission to consider the impacts of sea level rise (see [Appendix F: Coastal Act Policies Relevant to Sea Level Rise and Coastal Hazards](#)), and the Commission has long considered sea level rise, erosion rates, and other effects of a dynamic climate in its analysis of permits and LCPs, staff recommendations, and Commission decisions. In 1992, Section 30006.5 was added to the Coastal Act which, among other things, directs the Commission to both develop its own expertise and interact with the scientific community on various technical issues, including coastal erosion and sea level rise. The Commission's staff also coordinates its work on sea level rise with other state and federal agencies, local governments, academic institutions, non-profit organizations, citizen groups, permit applicants, property owners, and others.

The Commission has documented its sea level rise adaptation and climate change efforts in numerous papers and briefings, including:

- 1989 Report: [Planning for Accelerated Sea Level Rise along the California Coast](#)
- 2001 Report: [Overview of Sea Level Rise and Some Implications for Coastal California](#)
- 2006 Briefing: [Discussion Draft: Global Warming and the California Coastal Commission](#)
- 2008 Briefing: [A Summary of the Coastal Commission's Involvement in Climate Change and Global Warming Issues for a Briefing to the Coastal Commission](#)
- 2008 White paper: [Climate Change and Research Considerations](#)
- 2010 Briefing: [A Summary of the Coastal Commission's Involvement in Sea Level Rise Issues for a Briefing to the Coastal Commission](#)<sup>6</sup>
- 2015 Report: [CCC Sea Level Rise Policy Guidance \(Adopted\)](#)
- 2016 Report: [CCC Statewide Sea Level Rise Vulnerability Synthesis](#)
- 2016 Briefing: [Implementation of the Adopted Sea Level Rise Policy Guidance](#)

## **THE IMPORTANCE OF ADDRESSING SEA LEVEL RISE IN LOCAL COASTAL PROGRAMS**

The impacts of sea level rise will be felt at the local level, and therefore local responses will necessarily be part of effective management of these impacts. Fortunately, the California Coastal Act lays out a legal and planning framework for community climate preparedness and resiliency planning. LCPs, in combination with Coastal Development Permits (CDPs), provide the implementing mechanisms for addressing many aspects of climate change within coastal communities at the local level.

The goal of updating or developing a new LCP to prepare for sea level rise is to ensure that adaptation occurs in a way that protects both coastal resources and public safety and allows for

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<sup>6</sup> Verbal presentation to the Coastal Commission on December 17, 2010 by Susan Hansch (Item 4.5). This presentation can be viewed at the Cal-Span website (<[http://www.cal-span.org/media.php?folder\[\]=CCC](http://www.cal-span.org/media.php?folder[]=CCC)>) from approximately minute 22:00 to 24:30.

sustainable economic growth. This process includes identifying how and where to apply different adaptation mechanisms based on Coastal Act requirements, other relevant laws and policies, acceptable levels of risk, and community priorities. LCP and Coastal Act policies are also reflected in CDPs, which implement sea level rise management measures and adaptation strategies through individual development decisions. By planning ahead, communities can reduce the risk of costly damage from coastal hazards, can ensure the coastal economy continues to thrive, and can protect coastal habitats, public access and recreation, and other coastal resources for current and future generations.

The Coastal Commission has made it a priority to support the update of LCPs to address climate change, as demonstrated by Goal 3 of the Commission’s *Strategic Plan* (CCC 2013a), which is to “address climate change through LCP planning, coastal permitting, inter-agency collaboration, and public education.” Specifically, Objective 3.1.1 directs the Commission to “adopt general sea level rise (SLR) policy guidance for use in coastal permitting and LCP planning and amendment based on best available science...” This Guidance document fulfills Objective 3.1.1 and is one of multiple ongoing Commission efforts to support local governments in updating LCPs to address sea level rise.

**Funding for LCP updates:** Both the [California Climate Adaptation Strategy](#) (CNRA 2009) and the [Safeguarding California](#) plan (CNRA 2014) identified amendments to LCPs as a key strategy for addressing sea level rise in California. However, there are significant funding constraints at both the Commission and local government levels that limit the capacity to update LCPs. Fortunately, three grant programs have recently been funded to support California local governments in updating LCPs to address sea level rise. These grant programs have partially overlapping objectives, as described below. Grant-related information as of the publication of this Guidance is summarized below. For up-to-date information regarding grants, please visit the [Local Assistance Grant Program](#) page on the Coastal Commission website.

- **Coastal Commission LCP Local Assistance Grant Program:** This grant program provides funding to local governments to complete the certification of new and updated LCPs, with an emphasis on addressing impacts from sea level rise and climate change. For fiscal years (FY) 2013/14 and 2014/15, the Coastal Commission received \$1 million per year (\$2 million total) in local assistance funds for the LCP Grant Program. In January 2014, the Coastal Commission awarded \$1 million in LCP Grant funds to 11 jurisdictions throughout the state. In November 2014, the Coastal Commission awarded \$1 million to 12 jurisdictions. This second round of funding was coordinated through a joint application and review process with the OPC LCP Sea Level Rise Grant program (below) in order to maximize funding opportunities. Funding of \$3 million was provided in Commission’s FY 2015/16 Budget. This funding was awarded in two additional grant rounds to a total of 21 jurisdictions. Additional funding from the State’s Greenhouse Gas Reduction Fund is provided in the Commission’s FY 2017/18 and 2018/19 budgets for this grant program; however funding has not yet been awarded.
- **Ocean Protection Council LCP Sea Level Rise Grant Program:** The OPC grant program includes \$2.5 million to support local governments in updating LCPs to address sea level rise, including support of sea level rise modeling, vulnerability assessments, and

adaptation planning and policy development. The OPC is administering the program in partnership with the Coastal Commission and the Coastal Conservancy. In November 2013, the OPC awarded \$1,305,000 to seven jurisdictions based on recommendations from the three coordinating agencies. The remaining funds were awarded to seven jurisdictions in the second round of the grant program in December 2014. This second round of funding was coordinated through a joint application and review process with the Coastal Commission Grant Program, as described above.

- **State Coastal Conservancy Climate Ready Grant Program:** The Climate Ready Grant Program provides funding for climate change-related projects including projects to update LCPs to address sea level rise. Through three rounds of grants, the Conservancy has awarded \$7.3 million for 42 projects. Additional funding is available for this program through the Greenhouse Gas Reduction Fund for projects that use nature-based solutions to adapt to the impacts of climate change.

**Coastal Commission Staffing Increase to Support LCP planning:** Governor Brown and the California Legislature also approved temporary augmentations to the Coastal Commission's FY 2013/2014, FY 2014/15 and FY 2015/16 budgets of \$3 million for state operations and 25 additional authorized positions for Coastal Commission staff to work with local governments to prepare, update, amend, and review LCPs with an emphasis on including climate change issues. In FY 2016/17, the \$3 million in funding was included in the Commission's baseline budget, effectively making the additional \$3 million for state operations and 25 authorized positions a permanent part of the Commission's budget.

## **COASTAL RESILIENCY AND PREPARING FOR SEA LEVEL RISE: THE FEDERAL AND STATE CONTEXT**

Sea level rise planning efforts are currently taking place at the local, regional, state, and national levels. Framing the efforts in California is a federal strategy to address climate change by both reducing greenhouse gas emissions and adapting to climate change impacts. Recent efforts promoted by the White House include President Obama's January 2015 Executive Order 13960, which modifies Executive Order 11988, Floodplain Management, by expanding the federal approach for establishing flood risk to include the consideration of climate change. Specifically, it recommends using a new flood standard that accounts for climate change in establishing flood elevation and hazard areas when federal funds are used to build, significantly retrofit, or repair structures.

Additionally, Governor Brown, Supervisor Carbajal (Santa Barbara County), Mayor Garcetti (Los Angeles), and Mayor Johnson (Sacramento) were on President Obama's State, Local, and Tribal Leaders Task Force on Climate Preparedness and Resilience, which recently released [recommendations](#) for how to modernize programs and policies to incorporate climate change.<sup>7</sup> The Coastal Commission's Guidance document implements many of the Task Force's recommendations by providing tools and assistance to support sea level rise decision making, by establishing a framework for state, local, and federal partnership and coordination on sea level

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<sup>7</sup> <https://obamawhitehouse.archives.gov/administration/eop/ceq/initiatives/resilience/taskforce>

rise, and by providing guidance on how to improve the resilience of California’s coastal infrastructure, natural resources, human communities, and coastal industries.

The State of California has long been a leader in preparing for sea level rise, and in 2008, Governor Schwarzenegger issued an Executive Order (S-13-08) directing state agencies to prepare guidance on sea level rise and to address sea level rise in any state projects located in vulnerable areas. Since then, state agencies have worked collaboratively to accomplish a variety of different actions related to sea level rise adaptation, many of which are listed below. Ten state and federal agencies<sup>8</sup> also commissioned the National Research Council’s report, *Sea-Level Rise for the Coasts of California, Oregon, and Washington: Past, Present, and Future* (2012), to improve understanding of sea level rise projections for California.

More recently, Governor Brown’s April 2015 Executive Order B-30-15 addresses climate change and sea level rise adaptation, stating that state agencies shall take climate change into account in their planning and investment decisions. The order requires agencies to ensure that priority is given to actions that build climate preparedness and reduce greenhouse gas emissions, provide flexible and adaptive approaches, protect the state’s most vulnerable populations, and promote natural infrastructure solutions. Additionally, AB2516, authored by Assemblymember Gordon and approved in September 2014, established a Planning for Sea Level Rise Database that is available [online](#). The database provides the public with an educational tool from which to learn about the actions taken by cities, counties, regions, and various public and private entities to address sea level rise.

Much of the state’s climate change adaptation work has been coordinated with the *Coast and Ocean Workgroup* of the *Climate Action Team* (CO-CAT), of which the Commission is a member. In addition, Commission staff has been involved in the *State Coastal Leadership Group on Sea-Level Rise*, which was established in early 2014 to develop and implement coordinated approaches to address sea level rise across state agencies. The partnership includes senior management from the Coastal Zone Management Agencies (Coastal Commission, San Francisco Bay Conservation and Development Commission, and State Coastal Conservancy) and land management agencies (State Lands Commission and State Parks) along with the Ocean Protection Council and Natural Resources Agency. This Guidance is being coordinated closely with this work<sup>9</sup> to ensure that various initiatives do not conflict and to assure an effective response to challenges such as sea level rise.

To that end, the content of this Guidance is aligned with several key concepts in the *Safeguarding California* plan, including hazard avoidance for new development, encouraging innovative designs and adaptation strategies for structures in areas vulnerable to sea level rise hazards, and addressing climate impacts in Local Coastal Programs and General Plan updates,

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<sup>8</sup> The assessment of sea level rise was commissioned by California Department of Water Resources, California Energy Commission, California Department of Transportation, California State Water Resources Control Board, California Ocean Protection Council, Oregon Watershed Enhancement Board, Washington Department of Ecology, National Oceanic and Atmospheric Administration (NOAA), US Army Corps of Engineers (USACE), and US Geological Survey (USGS).

<sup>9</sup> See the Governor’s Office of Planning and Research’s webpage for the [California Climate Change Document](#) which includes a matrix of additional efforts. Available at: [http://opr.ca.gov/s\\_publications.php](http://opr.ca.gov/s_publications.php)

among many others. *Safeguarding California* also calls out the need for state agencies to produce guidance documents addressing climate adaptation, and this sea level rise Guidance is part of the statewide effort to fulfill that mandate. As *Safeguarding California* promotes, this Guidance will be a living document that will be updated and revised as sea level rise science advances and new insights are gained regarding adaptation.

**State agency policies and guidance on climate change and sea level rise:** As a result of the Executive Order S-13-08 and agency needs for guidance, many state agencies have developed climate change and sea level rise policies and guidance documents. For example:

- The California Natural Resources Agency (CNRA) developed the 2009 [California Climate Adaptation Strategy](#) and the [2014](#) and [2018](#) updates (*Safeguarding California*)
- CNRA and the Governor’s Office of Emergency Services (Cal OES) collaboratively developed the [California Climate Adaptation Planning Guide](#) (2012)
- The Governor’s Office of Planning and Research is updating its [General Plan Guidelines](#) to address climate change (a draft update is anticipated in 2015)
- The Ocean Protection Council established *State Sea-Level Rise Guidance* ([interim](#), 2010, [2013](#), and update, [2018](#)) and passed a *State Sea-Level Rise Resolution* (March 11, 2011)
- The San Francisco Bay Conservation and Development Commission (BCDC) amended the [San Francisco Bay Plan](#) (1968) to update its policies regarding sea level rise (2011) and has been working on actions to reduce vulnerability to sea level rise throughout the San Francisco Bay through the [Adapting to Rising Tides](#) (ART) project
- The California State Coastal Conservancy (Conservancy) established [climate change policies](#), [application guidelines for sea level rise](#), and [climate ready principles](#) (2011)
- Cal OES updated the [State Multi-Hazard Mitigation Plan](#) in 2013
- The California Department of Transportation (Caltrans) developed guidance on incorporating sea level rise into the planning and development of Project Initiation Documents (2011), and how to address adaptation in Regional Transportation Plans (2013), and has completed numerous other [climate change related activities](#)

Other agencies including the California Department of Parks and Recreation and the California State Lands Commission are in the process of developing guidance. The California Department of Fish and Wildlife, the Division of Boating and Waterways, and the Department of Water Resources are all actively addressing sea level rise and have taken steps to conduct research on sea level rise impacts, integrate sea level rise into planning documents, and educate staff on climate change impacts (see [Appendix C](#) for a description of these efforts).

**Other efforts:** Sea level rise planning efforts taking place at all levels of government and across numerous sectors helped inform this Guidance. Commission staff reviewed scientific publications on sea level rise and climate change, adaptation guidebooks, and existing adaptation principles and best practices described in documents such as [Indicators of Climate Change in California](#) (Cal EPA 2013), [Adapting to Sea Level Rise: A Guide for California’s Coastal Communities](#) (Russell and Griggs 2012), [Climate Smart Conservation: Putting Adaptation Principles into Practice](#) (Stein *et al.* 2014), [Ecosystem Adaptation to Climate Change in](#)



[California: Nine Guiding Principles](#) (RLF 2012), and [Climate Smart Principles](#) (PRBO 2013), and applied relevant information to the Guidance where applicable and consistent with the Coastal Act.

## **LOOKING AHEAD: PLANNING AND PROJECT DESIGN WITH SEA LEVEL RISE**

The coast has always been a place of change due to land modifications such as erosion and vertical land motion, and to water variability such as tides, waves, and storms. Despite this dynamic nature, many areas of the California coast have been developed with an expectation that there will be some permanence to the land area and site safety. Development efforts have used such techniques as setbacks, avoidance of existing floodplain areas, elevation above some base flood level, and compliance with design standards to reduce or minimize coastal risks and to ensure an acceptable level of safety.

However, hazards are rarely eliminated or avoided completely. Sea level rise will exacerbate existing hazards and reduce the period of time over which some existing development can remain relatively safe. As noted in [Governing California through Climate Change](#), “The notion of stable, predictable geography in which to live, work and build permanent buildings will be off the table in decades ahead” (Little Hoover Commission 2014, p. 2). Locations that might have seemed relatively safe from erosion or flooding 20 or 30 years ago may now be shown to have greater vulnerability due to sea level rise. Sites that might have seemed safe for 80 or 100 years might now only be safe for 40 or 50 years.

As coastal change accelerates, it will become more apparent that development close to the coast cannot be treated in the same way as more inland development, where hazardous conditions may be less dynamic. Coastal dynamics have long been part of land use planning considerations and project design; however, the focus on this change will grow in importance with rising sea level. This may mean that as properties are evaluated for proposed development, the type and intensity of the proposed development may need to change to address the dynamic nature of the property and changing nature of the hazards. As coastal areas erode, the carrying capacity of the area may need to be revised. The trend of redeveloping with additions and larger structures may need to change to one of maintaining what is there or redeveloping with smaller structures that better suit site constraints. The changing expectations are an important aspect of sea level rise adaptation and are an important part of the following discussions on how to include sea level rise in Local Coastal Programs, applications for Coastal Development Permits, and adaptation planning.

Sea level rise is one of many climate change effects that will have impacts on coastal resources and development along the California coast. Accelerated coastal erosion, changing precipitation patterns, increasing temperatures, and more extreme storms will pose planning challenges in concert with sea level rise. There are other climate change impacts in the coastal zone, such as changes in water supply, terrestrial habitats, and fire hazards, that are also important to consider in decision making, and the Commission intends to provide guidance on a range of anticipated climate change impacts in the future.