

# Lights Out?

## *Storm Surge and Blackouts in Southeastern Florida, and How Clean Energy Can Help*

### HIGHLIGHTS

*As sea levels rise, more power plants and substations along the East and Gulf Coasts risk exposure to flooding that can damage equipment and trigger power outages. Our analysis finds that an extensive amount of critical electricity infrastructure in southeastern Florida and other regions is situated in flood-risk areas today, and that these areas will expand to encompass more infrastructure in the decades ahead. Without sufficient protective measures in place, reliable power supply may be at risk: coastal communities face the potential for widespread, long-lasting power outages and the harm such blackouts can cause.*

*To ensure a reliable electricity system now and in the future, we need to plan for current and worsening flood exposure over the lifetime of equipment, and deploy resilient clean energy solutions to keep critical facilities powered up even when severe weather strikes.*

As global warming pushes sea levels higher, the risk of coastal flooding from storm surge grows, posing a serious and worsening threat to electricity infrastructure along the U.S. East and Gulf Coasts. A large share of the major substations and power plants that provide electricity to more than 70 million coastal residents is already exposed to flooding from hurricanes, nor'easters, or other severe storms. Even more electricity infrastructure stands to be exposed, and to increasing floodwater depths, as seas continue to rise and drive storm surge higher.

Flood mapping of five major metropolitan regions along the East and Gulf Coasts conducted by the Union of Concerned Scientists suggests that if critical components of the electric grid are insufficiently protected, they risk inundation and the flood damage and failure that can ensue. The result can be widespread and long-lasting power outages. According to our analysis of southeastern Florida, 37 of 222 major substations and two small power plants in the mapped region could be exposed to flooding from a major storm today; the number of exposed substations more than doubles by 2050 and more than triples by 2070 as sea level rise drives storm surge higher and farther inland.

To maintain the level of electricity reliability on which our safety, health, and daily lives depend, regulators and utilities evaluating threats to the electric grid must stop relying on historical data that greatly underestimate the risk of current and future flooding. At the same time, our states, towns, and cities should push for widespread deployment of resilient clean energy solutions that not only protect our communities when the centralized grid goes down, but also lower the electricity sector's global warming emissions, which will help limit longer-term sea level rise and other climate impacts.



*Storm surge and coastal flooding can have devastating consequences. During Hurricane Sandy, NYU Langone Medical Center lost power and its backup generator systems failed, forcing the evacuation and relocation of hundreds of patients.*

## The Steep Cost of Prolonged Outages

For communities hit by severe coastal storms, the devastation does not end when the skies clear and the floodwaters retreat. Because of outdated flooding assumptions and deteriorating electricity infrastructure, millions of citizens can emerge from being pounded by wind, waves, and water to find that the power is out—and stays out for days or even weeks.

The effects of such outages can be devastating. As arrestingly demonstrated by recent storms like hurricanes Katrina (2005) and Sandy (2012), lack of electricity following severe weather events can be another and separate disaster, triggering urgent patient evacuations from darkened hospitals, millions of gallons of raw sewage flowing into local waterways as treatment plants go dark, and hours-long lines at the few area service stations able to keep pumps running. Widespread post-storm outages can also cause major impacts closer to home, such as the loss of drinking water pumped from wells and throughout high-rise buildings, the inability to use ATMs or credit cards, and the failure of cell phone and Internet communications. Some populations—including the elderly, those with disabilities, and those with low income—are particularly challenged by power outages, and struggle to cope with their impacts.

## Faltering Electricity Infrastructure

Power outages can occur because of damage to any part of the electricity system: the thousands of power plants generating electricity, the tens of thousands of substations enabling long-distance power transmission, and the millions of miles of transmission and distribution lines delivering electricity to our homes, businesses, and institutions. But despite our increasing reliance on electricity, our nationwide power grid is increasingly susceptible to failure due to old age and poor condition, and the rate of outages from severe weather has been rising (Figure 1).

With nearly one-quarter of the U.S. population living in counties along the East and Gulf Coasts, there is necessarily a large concentration of energy infrastructure built up in coastal areas. Inundation, or flooding of normally dry land, is the most direct hazard to these electric grid components. This type of flooding is typically associated with storm surge, where seawater presses far inland—sometimes at heights of 10 to 20 feet or more above typical high tide—due to strong winds. Because storm surge severity is determined by local geography, size and path of storm, and other factors, even an otherwise nonmajor storm system can produce severe surge. Submerged equipment can suffer catastrophic failure, and repairs—when

possible—can be laborious and lengthy. But the alternative can be far worse: complete replacement of substations can take more than a year and cost millions of dollars.

Many cities and towns along the East and Gulf Coasts have begun to confront the impacts of climate change now that high tides are routinely overtopping seawalls or backing up storm drains and causing nuisance flooding. Flooding precipitated by high tides alone are a harbinger of disruptive change to come; storm surges rolling in atop rising seas present increasingly grave concerns for coastal infrastructure.

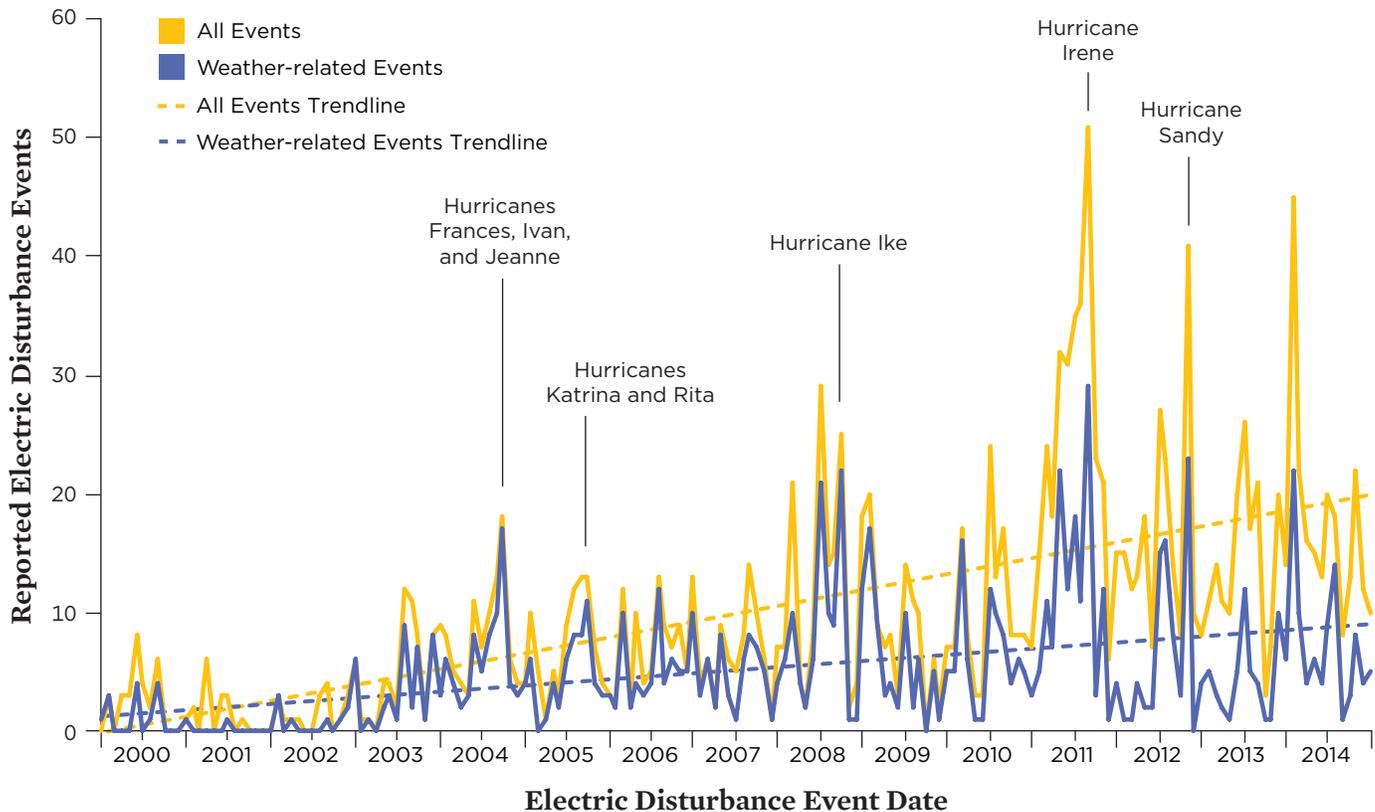
## Rising Risks: Present and Future Exposure to Coastal Flooding

To better understand how storm surge threatens East and Gulf Coast electricity infrastructure now and in the future, we modeled the projected inundation of large substations and power plants in five major metropolitan regions: the Delaware Valley, southeastern Virginia, the South Carolina Lowcountry, southeastern Florida, and the central Gulf Coast. Our findings can be considered an indicator of the general magnitude of risk that U.S. East and Gulf Coast cities face today, and can expect to face in the future.

Using a moderate, localized sea level rise scenario, we modeled the projected depth and extent of coastal flooding under a variety of hurricane strengths today, and factoring in additional sea level rise in 2030, 2050, and 2070. In this analysis, hurricane strength is used as a proxy for severity of storm surge; however, surge levels can vary widely from one storm to the next, including moderate levels from major storms and severe levels from moderate storms. To approximate impacts on the electric grid, in each region we characterized the potential inundation of power plants and higher-voltage substations. We selected those two grid elements because of their potential vulnerability to coastal flooding; their high installation, repair, and replacement costs; and their essential role in the power grid. If sufficiently protected, power plants and substations can be made less vulnerable to floodwaters. Across regions, we found:

- Electricity infrastructure in all five regions already displays significant exposure to storm surge from major storms today. For example, we found the share of exposed substations ranged from 16 percent in southeastern Florida to nearly 70 percent in the central Gulf Coast.
- While the electric grid has built-in redundancies that allow power to be routed around a few damaged generators or major substations, power loss becomes widespread once more than a handful of such key elements are knocked

FIGURE 1. U.S. Electric Grid Disruptions



The Department of Energy tracks major electric disturbance events through Form OE-417. Utilities submit information about qualifying incidents, including when they occurred, where they occurred, what triggered them, and how many customers were affected. Notably, while the reported number of non-weather-related events is high, the vast majority of incidents resulting in customer outages occur because of weather.

SOURCE: UCS ANALYSIS, BASED ON OE N.D.

offline. In all regions examined, we saw evidence of the potential for such widespread losses if electricity infrastructure is unprotected, as floodwater depths often reach 5 to 10 feet, and even 10 to 15 feet, at exposed sites.

- As sea level rise continues to push flood levels higher, the depth of flooding will worsen, and storm surge could extend farther than it does today. For example, in southeastern Florida the number of major substations exposed to flooding from a Category 3 storm could more than double by 2050 and triple by 2070, while in the Delaware Valley, the number of substations facing floodwater depths of 10 to 15 feet or more grows by 15 between now and 2070.

The following assessment of southeastern Florida illustrates the potential threat that coastal flooding poses to

electricity infrastructure in this area today and in the future. Importantly, while our results identify electric grid exposure (i.e., the presence of electricity infrastructure in areas that can expect substantial flooding), this does not mean that every substation or power plant in these areas is vulnerable to flooding, since some utilities may have already invested in reducing the vulnerability of some of this infrastructure (e.g., by elevating equipment). In other words, exposure does not necessarily result in impact. At the same time, our analysis does not capture additional, common storm risks such as wind damage to the grid or flooding associated with extreme precipitation. Finally, our results do not include the many lower-voltage, distribution-level substations that take electricity the last leg of the journey to most end users, and which may face risks similar to their larger counterparts.

## Southeastern Florida



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*In southeastern Florida, densely developed areas are built right up to the water's edge. Given the area's low-lying geography, projected sea level rise of 1.2 feet by 2050 threatens to leave much of the region exposed to coastal flooding.*

As a prime domestic and international tourism destination, southeastern Florida is a treasured cultural resource for the state and the nation. It is also a critical economic engine, with its booming real estate market and bustling cargo and passenger ports. Proximity to the ocean plays a central role in southeastern Florida's identity. But as much as the ocean now supports the area's successes, it also threatens to take them away; the region's low-lying geography leaves it positioned to experience some of the country's worst impacts of sea level rise.

Flooding is not a new threat to southeastern Florida. Indeed, in a 2008 analysis, Miami was ranked first of all the world's major port cities in terms of value of assets exposed to inundation today, and fourth in terms of exposed population. A frequent target of hurricanes, the region has struggled with severe storms causing widespread outages, particularly during the stormy 2004 and 2005 hurricane seasons. Our analysis finds that the region's utility, Florida Power & Light, must ensure that sea level rise is accounted for in its flood protection planning; without it, some critical substations may be at risk.

Figure 2a maps the evolving extent of storm surge inundation from a Category 3 hurricane today through 2070. While initially much of the major flooding may be limited to coastal areas, as sea level rises, parts of Fort Lauderdale, Miami, and Homestead are projected to experience inundation in increasingly inland locations. Such an increase results in the tripling of potentially exposed substations over time, from 37 today to 119 in 2070. Although Turkey Point, a large

nuclear facility along the coast, is unlikely to be flooded by a Category 3 storm, everything around it is likely to be, and damage to nearby major substations could still prompt widespread outages in the region (see Figure 2b).

### Summary Facts

**Regional Population:** 4+ million

**Projected Sea Level Rise by 2050:** 1.2 ft

**Main Utility:** Florida Power & Light (FPL)

**Power Plants:** 11 (6,133 MW)

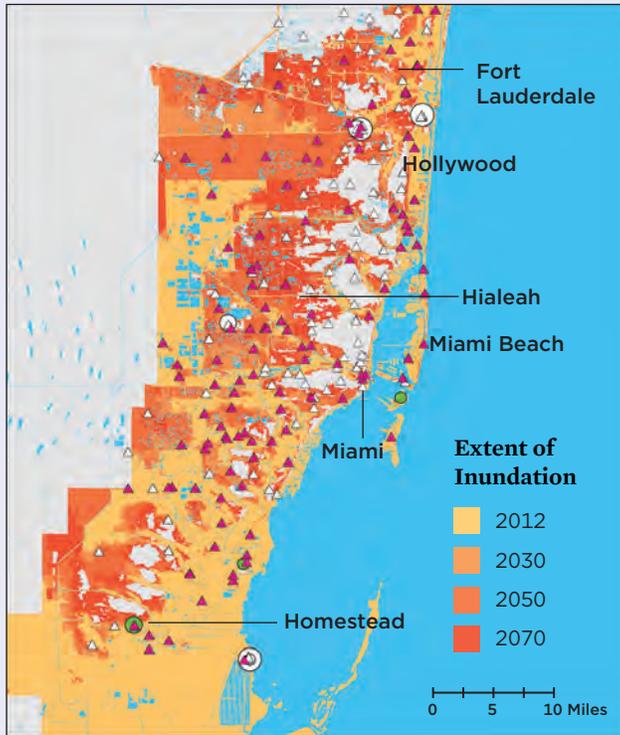
- 7 regulated, 4 merchant
- 1 nuclear, 5 gas, 4 biomass, and 1 oil

**Substations:** 222, including 70 x 138 kV, 97 x 230 kV, 6 x 500 kV, and 49 others

**Recent Actions:** Since a series of hurricanes tore through FPL's service territory in 2004 and 2005, the utility has poured more than \$1.8 billion into storm hardening, much of which was used for strengthening power lines and poles. Following the damages witnessed in the Northeast from Hurricane Sandy in 2012, FPL began adding flood monitoring equipment to its most vulnerable substations.

FIGURE 2. The Electric Grid's Growing Exposure to Coastal Flooding in Southeastern Florida

a. Flooding Extent from a Category 3 Hurricane



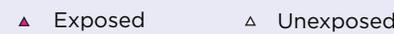
**LEFT:** In southeastern Florida, sea level rise drives a large increase in the amount of electricity infrastructure potentially exposed to flooding from a Category 3 hurricane over time. In total, 37 substations and two power-generating plants are at risk of inundation from a Category 3 hurricane today, compared with 119 substations and three power plants by 2070.

**BELOW:** For most of southeastern Florida, the broad extent of potential flooding from a Category 3 storm in 2050 is more notable than the potential depth of inundation, with the number of potentially exposed substations more than doubling between now and then. However, for infrastructure in the southern portion of the mapped area, the depth of potential inundation is great.

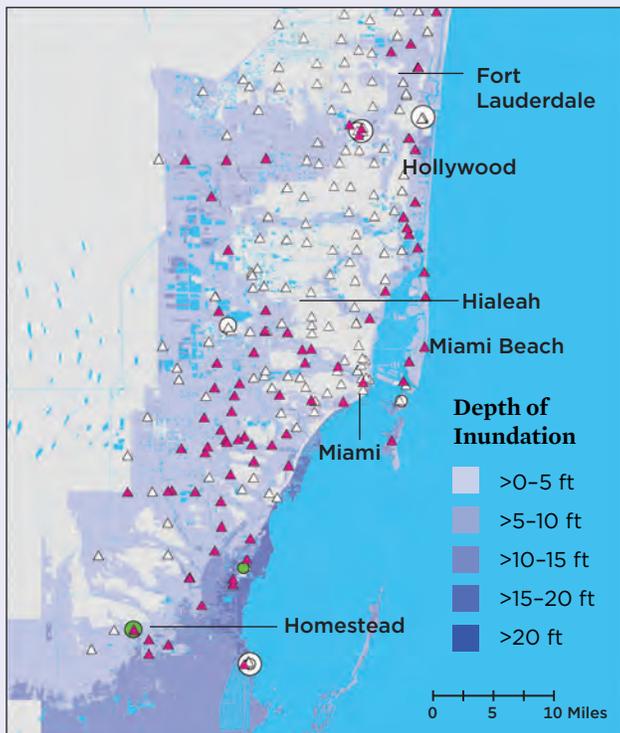
**Power Plants**



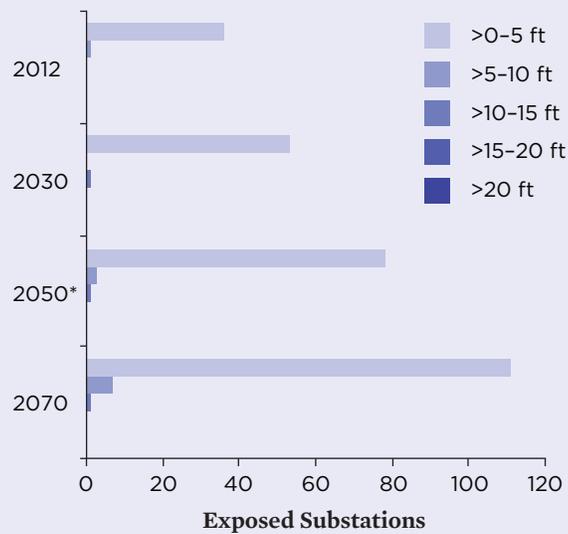
**Substations**



b. Flooding Depth from a Category 3 Hurricane, 2050



c. Potential Depth of Inundation of Regional Substations from a Category 3 Hurricane



\* Scenario mapped at left

Note: These maps are for discussion and research purposes only. They are not appropriate for detailed analysis.

## Protecting Our Electric Grid Requires Foresight

In a warming world, building for today's conditions leaves one unprepared for tomorrow. At present, it is common for a piece of infrastructure's current floodplain location to dictate the scale and scope of flood protection applied to it. But with rising seas, that point of reference can shift over time. Using such a system as a basis for locating and designing long-lived infrastructure leaves major investments increasingly vulnerable to shifting realities. State or local governing boards can increase the stringency of flood protection requirements beyond those commonly informed by the Federal Emergency Management Agency's (FEMA's) static assessment, but few have taken the first step of conducting their own future risk analysis and vulnerability assessment to spark that change.

A variety of options are technically feasible for preparing new and existing electricity infrastructure for coastal flooding. These options can be grouped into three adaptation strategies:

- **Protection.** Continue to use vulnerable, unmodified equipment by building defenses, such as seawalls, bulkheads, or berms, around it.
- **Accommodation.** Modify new or existing infrastructure to enable it to operate normally in the presence of water. This can include elevating substations, using submersible

equipment, and installing flood monitoring equipment to know when electricity loads should be redirected.

- **Retreat.** Retire or relocate at-risk infrastructure in situations where protection or accommodation may be technically, socially, or financially impractical.

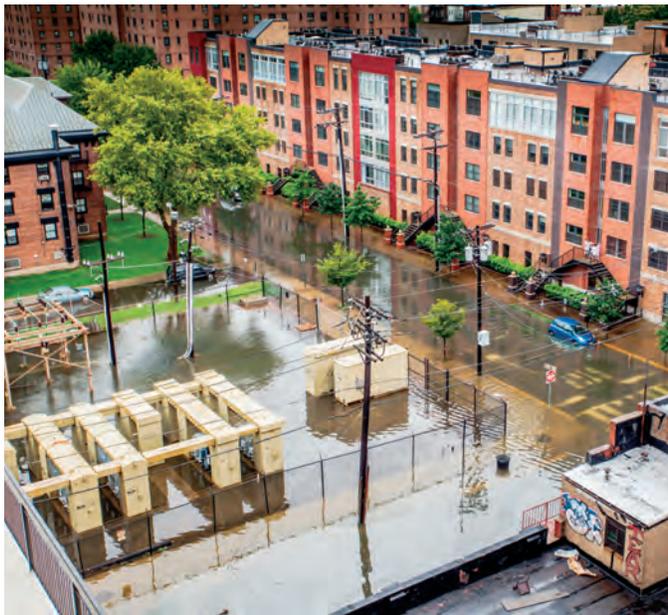
Even with the availability of these solutions, many adaptation initiatives in the electricity sector have lagged due to an absence of best practices for determining when, and to what degree, such solutions should be deployed. Promisingly, some forward-looking policies and tools are beginning to emerge at the federal, state, and local levels to help address these gaps. They include broader cost-benefit analyses for adaptation measures, updated design standards to ensure "hardened" (flood-protected) infrastructure remains functional in the face of climate impacts, and providing local decision makers with the data they need to make informed adaptation plans.

## Clean Energy: A Pathway to Resilient Power and Reduced Emissions

To maintain our present and future access to reliable electricity—and all the health, safety, and economic benefits such access allows—we must prepare our electric grid for increased coastal flooding. One necessary approach is adapting electricity infrastructure. However, it is also critical to simultaneously pursue solutions that go beyond intervening with specific pieces of equipment. For that, we can look to bolstering the overall electricity resilience of critical facilities and vulnerable populations.

Resilient power offers a system that is flexible, can respond to challenges, can quickly recover, and remains available when we need it most. Developing resilient power means shifting away from a centralized electricity system to a more decentralized one designed to meet critical needs even during extreme weather. When the power goes out, hospitals, water and wastewater treatment plants, community shelters, fire and police departments, and other critical facilities typically rely on backup diesel generators until the main electric grid can be restored. Backup diesel generators themselves, however, present a host of reliability and implementation challenges, including being prone to failure due to infrequent use.

Given the vital nature of the services provided by our critical facilities, the intrinsic flaws of the backup systems on which they rely, and the continued likelihood of power outages due to rising seas, it is essential for policy makers and utilities to look beyond current practices to create a more resilient power system. Clean energy technologies have the potential to be an important part of the solution, excelling



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*Hurricane Irene struck the northeastern U.S. in August 2011 and caused significant and damaging flooding. In Hoboken, NJ, rising floodwaters forced PSE&G to take the Marshall Street substation offline, affecting approximately 8,800 customers. After flooding again inundated the substation following Hurricane Sandy in 2012, the utility decided to retire the site and add the load to a different raised and rebuilt area substation, at an estimated cost of \$26 million.*

***Resilient power offers a system that is flexible, can respond to challenges, can quickly recover, and remains available when we need it most.***

where diesel generators and the centralized grid have struggled. Foremost among such solutions are:

- **Renewable energy with energy storage.** When coupled with storage systems such as batteries, renewable resources with variable output like solar and wind power are able to provide energy to users even when the sun sets, the wind stops blowing, or the centralized grid goes dark. In New Jersey, a multimillion-dollar initiative is under way to fund energy storage projects that support renewable energy systems at critical facilities.
- **Combined heat and power (CHP) plants.** CHP, also called cogeneration, produces electricity and captures thermal energy from a single fuel source; this dual-use approach can greatly increase fuel efficiency while independently supplying heat as well as power to critical facilities. During Hurricane Sandy in 2012, the CHP system at the Water Pollution Control Facility in Little Ferry, NJ, kept running, so the treatment facility—unlike many of its counterparts—did not need to dump raw or partially treated sewage into area waterways.
- **Microgrids.** These can be self-contained, self-sustaining systems that generate and consume all the energy within a compact geographical “island;” alternatively, they can be interconnected with the broader electric grid and choose when to shift into island mode. During major outages, microgrids can turn into bright beacons of electricity amid widespread darkness. The Massachusetts Department of Energy Resources is currently hosting a \$40 million, multi-year initiative to support municipal resilience with measures including microgrids.

The resilience-building attributes of these technologies include their location at or near where power is used (which eliminates reliance on long transmission lines or fuel supply chains), and their ability to start without a major outside electricity source (unlike most large generators). They can also provide power year-round, so absent an outage, consumers can either use that electricity directly to reduce their electric



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*When renewable resources such as solar are coupled with batteries or other energy storage devices, critical facilities like wastewater treatment plants are able to maintain power even if the centralized grid goes down, without needing to depend on unreliable and expensive diesel generators.*

bills or, in some cases, sell it back to the grid or generate revenue through other grid support markets.

One of the best enablers of recent resilient power projects has been the decline in the cost of renewable energy and energy storage technologies. The 60 to 70 percent drop in the cost of wind and solar power over the past five years, combined with innovative financing methods emerging for funding such projects, has made these systems cost-effective for communities across the income spectrum, and vulnerable populations in particular can now be affordably buffered from the worst outage impacts.

Vitally, all these interventions must take place within a broader framework of purposeful reductions of the carbon emissions that drive climate impacts, including rising seas. Absent such a commitment, we face the prospect of increasingly severe future climate impacts. The strategic deployment of clean energy solutions enables us to reduce our fossil fuel use and support our communities with resilient power resources. And as the largest single contributor to U.S. global warming emissions—representing nearly one-third of total emissions in 2013—the power sector has a critical role to play in ensuring that we avoid the worst of future climate consequences.

## Recommendations and Conclusions

The increasing threat of climate-related sea level rise and storm surge to our coastal electricity infrastructure is cause for serious concern. Ensuring reliable access to electricity now and into the future requires us to take thoughtful steps to consider the challenges not just of today, but also tomorrow. These include:

- **Protecting the grid from current and future impacts.**  
Utilities and regulators must take immediate action to protect electricity infrastructure from coastal flooding today, and ensure that interventions undertaken now incorporate the evolving context of climate impacts over the lifetime of investment decisions. Necessary immediate actions include consideration of the best available science by local decision makers, initiation of long-term adaptation plans by utilities, FEMA flood hazard maps that take climate impacts into account, and proactive use of federal disaster recovery funds.
- **Increasing the electricity resilience of communities.**  
We must move beyond the current focus on protecting the centralized grid and support our communities through the strategic deployment of distributed, resilient power resources. Regulators must enable cost recovery for utilities' prudent investments in resilience, federal and state agencies must fund resilient power projects, and federal and state agencies must provide dedicated support to vulnerable populations.
- **Adopting strong policies to reduce carbon emissions.**  
We must place all actions within the broader framework of de-carbonizing the electricity sector in order to limit the severity of long-term climate impacts. Without such a plan in place, our adaptation approaches could eventually prove

*With our safety, health, and daily lives tightly intertwined with electricity, it has become increasingly critical that we limit the risk of power outages from coastal flooding.*

inadequate. Necessary steps include supporting strong state and federal carbon standards, adopting or strengthening renewable energy and energy efficiency standards, and increasing clean energy research, development, and deployment.

Our grid is already susceptible to coastal flooding. Rising seas and increasingly severe storms mean that unless we take purposeful action to adapt to worsening conditions, the electric power sector could become even more vulnerable to crippling outages over time. With our safety, health, and daily lives tightly intertwined with electricity, it has become increasingly critical that we limit the risk of such impacts. We must, therefore, apply foresight to long-term grid planning and encourage the purposeful adoption of clean energy solutions that bolster the electricity resilience of our communities, while limiting the scale and scope of future climate impacts.

## **Union of Concerned Scientists**

FIND THE FULL REPORT AND TECHNICAL APPENDIX ONLINE: [www.ucsusa.org/lightsout](http://www.ucsusa.org/lightsout)

*The Union of Concerned Scientists puts rigorous, independent science to work to solve our planet's most pressing problems. Joining with citizens across the country, we combine technical analysis and effective advocacy to create innovative, practical solutions for a healthy, safe, and sustainable future.*

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