



**EESI**

Environmental and  
Energy Study Institute

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**CONGRESSIONAL BRIEFING**  
**Living with Climate Change:**  
**Sea Level Rise**  
**Policies to Anticipate Threats and**  
**Build Preparedness**

Wednesday, May 18, 2022

# About EESI...



## **NON-PROFIT**

Founded in 1984 by a bipartisan Congressional caucus as an independent (i.e., not federally-funded) non-profit organization



## **NON-PARTISAN**

Source of non-partisan information on environmental, energy, and climate policies



## **DIRECT ASSISTANCE**

In addition to a full portfolio of federal policy work, EESI provides direct assistance to utilities to develop “on-bill financing” programs



## **SUSTAINABLE SOCIETIES**

Focused on win-win solutions to make our energy, buildings, and transportation sectors sustainable, resilient, and more equitable

# Polycymaker Education

## Briefings and Webcasts



Live, in-person and online public briefings, archived webcasts, and written summaries

## Climate Change Solutions



Bi-weekly newsletter with everything policymakers and concerned citizens need to know, including a legislation and hearings tracker

## Fact Sheets and Issue Briefs



Timely, objective coverage of environmental, clean energy, and climate change topics

## Social Media (@EESIOnline)



Active engagement on Twitter, Facebook, LinkedIn, and YouTube



## Upcoming Briefings & Series

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### **Living with Climate Change**

**Polar Vortex – April 13**

**Sea Level Rise – May 18**

**Wildfires – June 13**

**Extreme Heat - TBA**

### **Scaling Up Innovation to Drive Down Emissions**

**Green Hydrogen – April 27**

**Direct Air Capture – May 25**

**Offshore Wind Energy - TBA**

**Electric Vehicle Charging - TBA**

# Sea Level Rise in the US: Challenges and Policy Landscape

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SUSAN RUFFO

Co-Facilitator, Coastal Flood Resilience Project

Senior Advisor, Ocean and Climate, UN Foundation



What is Sea  
Level Rise?

# What is expected in the US?

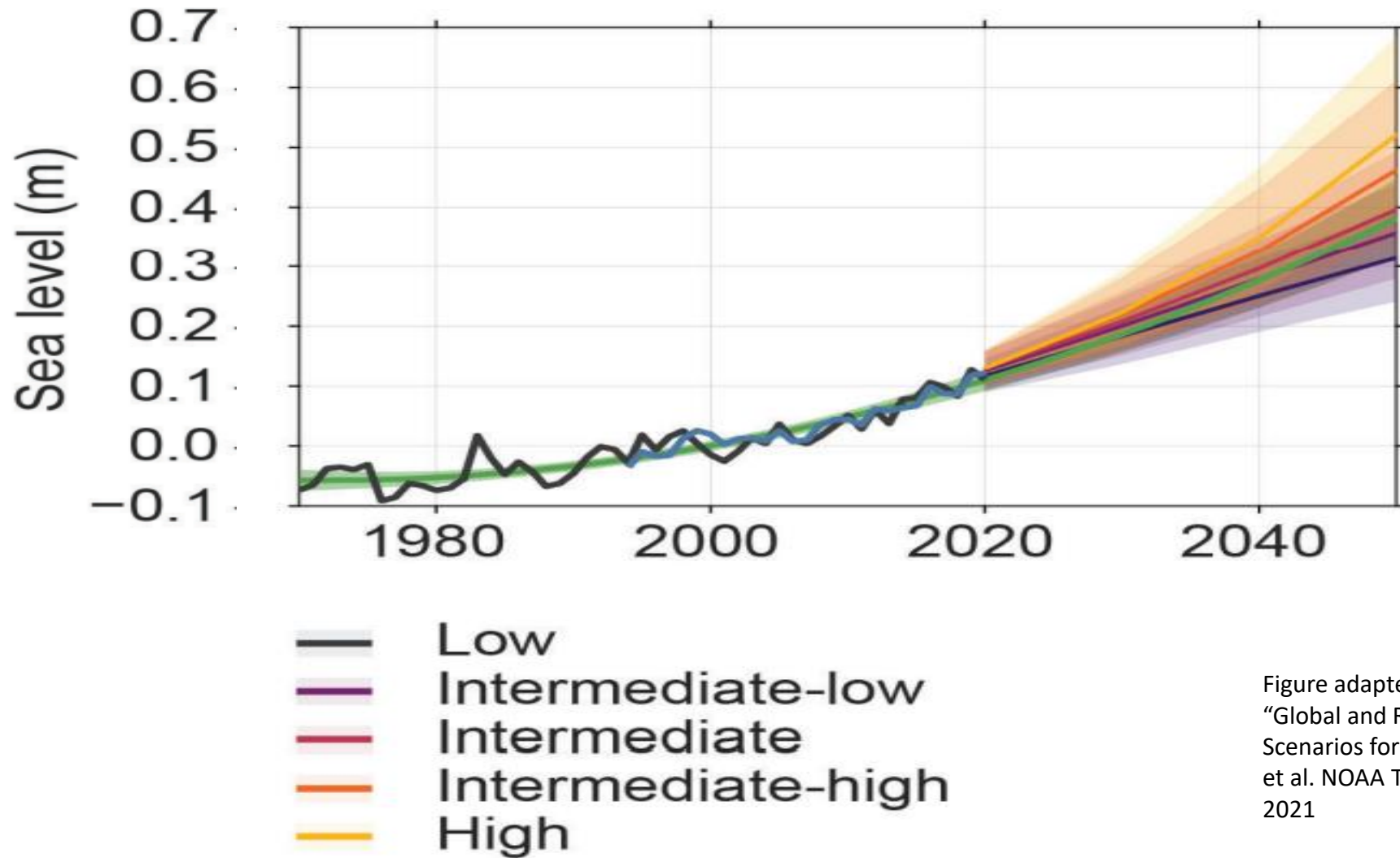


Figure adapted from  
"Global and Regional Sea Level Rise  
Scenarios for the United States", Sweet  
et al. NOAA Technical Report NOS 01.  
2021

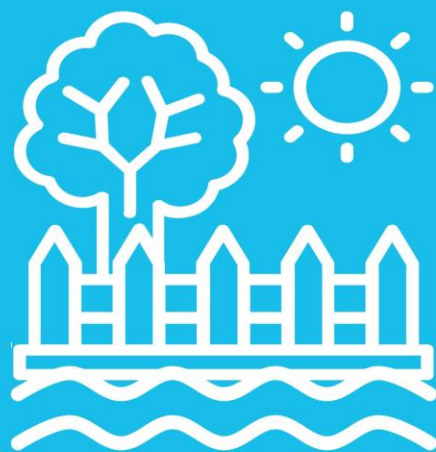
What does  
this mean for  
us?

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On average, the U.S. will see  
as much **sea level rise by 2050**  
as seen in the last century



Sea level rise leads to  
**increased coastal flooding**  
even in the absence of rain or storms





# What does sea level rise look like? A glimpse of the future?

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[Anthony Quintano/](https://www.flickr.com/photos/quintanomedia/8505192671/)  
<https://www.flickr.com/photos/quintanomedia/8505192671/>





# HIGH TIDE FLOODING



**Twice as frequently as in 2000  
Up to 75 days per year by 2050**

Impacts to homes, businesses, tourism, and livelihoods

Source: NOAA



High Tide Flooding →

Storm Surge

1950 sea level

In **1950** it would take a considerable amount of water caused by a large storm such as a hurricane to cause high tide flooding. **High tide flooding was infrequent.**

High Tide  
2010 sea level

In **2010**, with higher relative sea level, it no longer takes a strong storm or hurricane to cause flooding. Now, **high tide flooding is frequent** and can be caused merely by high tide.

## How is local elevation important to high tide flooding?

The relationship between local elevation and the high tide line determines the rate of nuisance flooding. If they are close to the same in elevation, flooding is frequent. If they are not close, flooding is infrequent.





Sabodell  
Financial Center

THE SKYLINE

Regus

VENTES

CLARA SUAREZ



So what do we do?

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# So what do we do?

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1. Cut emissions!

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1. Cut emissions!
2. Understand the problem and provide resources to explain it

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1. Cut emissions!
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3. Engage stakeholders

# So what do we do?

---

1. Cut emissions!
2. Understand the problem and provide resources to explain it
3. Engage stakeholders
4. Incorporate this knowledge and engagement into future policies, plans, development...



# Policy Context

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- This is not an environmental problem – it affects every aspect of society and economy
- All levels of government have to be part of the solution
- The Federal Government has several roles:
  - Getting its own house in order
  - Supporting other levels of government with incentives
  - Providing good information and data



# A National Policy Agenda for Rising Seas

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- Disclose Current and Future Risks of Coastal Flooding and Sea Level Rise
- Improve Disaster Preparedness
- Limit New Development in Places at Risk of Storms and Rising Seas
- Build Capacity to Sustain Coastal Communities, Homes, and Businesses
- Adapt Coastal Infrastructure (Transportation, Energy, Water, Defense)
- Promote Migration of Coastal Ecosystems to Higher Ground
- Build Commitment to Social Justice into Coastal Flood Management Plans and Programs



# Executive Actions

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- Adaptation plans for all agencies
- Improving climate science, information, and services
- Building resilience into all future investments and plans, including adapting new and existing programs for infrastructure and buy-outs
- Leveling the playing field for vulnerable communities to access resources, including through revising cost/benefit methodologies
- Promoting nature-based solutions to coastal flood risks



# Legislative Action

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- Provide funding for coastal resilience efforts, including planning and action at local levels as well as science and information development (e.g., grants for community plans or funding to invest in natural infrastructure).
- Ensure existing programs and legislation address sea level rise, e.g. WRDA, NFIP, etc.
- Champion and coordinate actions across committees and bills that promote coastal resilience

# Thank you and Resources

Thank you! to

- Jeff Peterson, Co-Facilitator, Coastal Flood Resilience Project
- Coastal Flood Resilience Project collaborating organizations
- EESI
- All of you!

## Resources:

Interagency 2022 Sea Level Rise Technical Report  
(NOAA, NASA, EPA, USGS, DHS, FEMA, USACOE, DOD)

<https://oceanservice.noaa.gov/hazards/sealevelrise/sealevelrise-tech-report.html>

2021 State of High Tide Flooding and Annual Outlook  
NOAA

[https://tidesandcurrents.noaa.gov/HighTideFlooding\\_AnnualOutlook.html](https://tidesandcurrents.noaa.gov/HighTideFlooding_AnnualOutlook.html)

Coastal Flood Resilience Project website: <https://www.cfrp.info/>  
Including:

- [National Policy Agenda: Preparing for More Severe Coastal Storms and Rising Seas](#)
- White papers on NFIP reform, relocation and migration, disclosure of coastal flood risk, legislative issues, etc.
- Links to Coastal Flood Resilience Resources from a variety of partners, including Surfrider Foundation, Union of Concerned Scientists, Anthropocene Alliance, Meridian Institute, NRDC and others

“A New Coast: Strategies for Responding to Devasting Storms and Rising Seas” by Jeffrey Peterson

<https://islandpress.org/books/new-coast>

## Illustrative Legislative initiatives with provisions on sea level rise and coastal resilience

1. **H.R. 3764; the Ocean-Based Climate Solutions Act;** authorizing diverse programs to make coastal communities more resilient; and to provide for the conservation and restoration of ocean and coastal habitats, biodiversity, and marine mammal and fish populations
2. **H.R. 2570; the Climate Risk Disclosure Act of 2021;** requiring the Securities and Exchange Commission to require corporations to annually disclose information regarding climate change-related risks, including strategies and actions to mitigate these risks
3. **H.R. 3228; the National Coastal Resilience Data and Services Act;** directing the National Oceanic and Atmospheric Administration, to improve science, data, and services that enable sound decision making in response to coastal flood risk, including impacts of sea level rise, storm events, changing Great Lakes water levels, and land subsidence
4. **H.R. 2632; the Build for Future Disasters Act of 2021;** eliminating National Flood Insurance Program (NFIP) rate subsidies for newly constructed property
5. **H.R. 481; the Flood Resiliency and Taxpayers Savings Act of 2021;** enacting key provisions of the Federal Flood Risk Management Standard
6. **H.R. 2872; the SAFE Act;** requires the President to establish an interagency National Fish, Wildlife, and Plants Climate Adaptation Strategy Working Group and address the effects of extreme weather and climate change on fish, wildlife, and plants
7. **H.R. 744; the FEMA Climate Change Preparedness Act;** requires the FEMA to revise its 2018-2022 Strategic Plan to ensure that the plan explicitly mentions climate change and addresses the implications of climate change on national disaster risk
8. **H.R. 1963; the Climate Resilient Communities Act;** requiring the government Accountability Office to report to Congress on the use of model, consensus-based building codes, standards, and provisions that support resilience to climate risks and impact
9. **H.R. 4235; the Living Shorelines Act;** authorizing grants to certain entities for purposes of carrying out climate-resilient living shoreline projects that protect coastal communities
10. **H.R. 2534; the Climate Stewardship Act of 2021;** establishing a Coastal and Estuary Resilience Grant Program
11. **H.R. 5477; Federal Agency Climate PREP Act,** providing for expanded coordination among federal agencies in preparing for climate change

A vibrant, stylized illustration of a tropical beach scene. The background is a bright blue sky with several fluffy yellow and white clouds. In the foreground, there's a dark blue ocean with white-capped waves. Below the ocean is a strip of orange sand. Various tropical elements are scattered around: a large pink hibiscus flower in the top right, a blue palm frond in the top left, a yellow cloud in the middle left, a pink hibiscus in the bottom left, and a green palm frond in the bottom right.

# Legal Aspects of SEA LEVEL RISE

Robin Kundis Craig  
Robert C. Packard Trustee Chair in Law  
University of Southern California Gould School of Law

# There Are **A LOT** of Legal Issues!

**01.**

## **PROPERTY USE**

Can you build a sea wall?  
What happens when you  
have to retreat?

**02.**

## **TAKINGS**

If you **CAN'T** build that  
seawall or are ordered to  
retreat.

**03.**

## **INSURANCE**

Private insurance  
departures, bankrupt  
government alternatives.

**04.**

## **WATER SUPPLIES**

Salt water can intrude  
into both coastal aquifers  
and coastal rivers.

**05.**

## **BUILDING CODES**

How do you design for  
incoming saltwater and  
worsening storms?

**06.**

## **PUBLIC HEALTH**

Toxic hot spots and new  
diseases require public  
health law interventions.





01.

# PROPERTY USE

Probably the first thing you thought of.



# The California Seawall Case



Original  
“temporary”  
seawall.

11 Lagunita Dr.  
before (above,  
2012) and after  
(right, 2020) the  
alleged “repair and  
maintenance.”



The California Court of Appeal upheld a Coastal Commission cease-and-desist order requiring demolition of a seawall and payment of a \$1 million penalty by homeowners who performed major reconstruction on their coastal home without notifying the California Coastal Commission. *11 Lagunita, LLC v. California Coastal Commission*, (4th Dist., Dec. 18, 2020). In March 2021, the California Supreme Court refused to review the case.

# 02. CONSTITUTIONAL TAKINGS

What makes the news and  
instills fear in local  
governments.



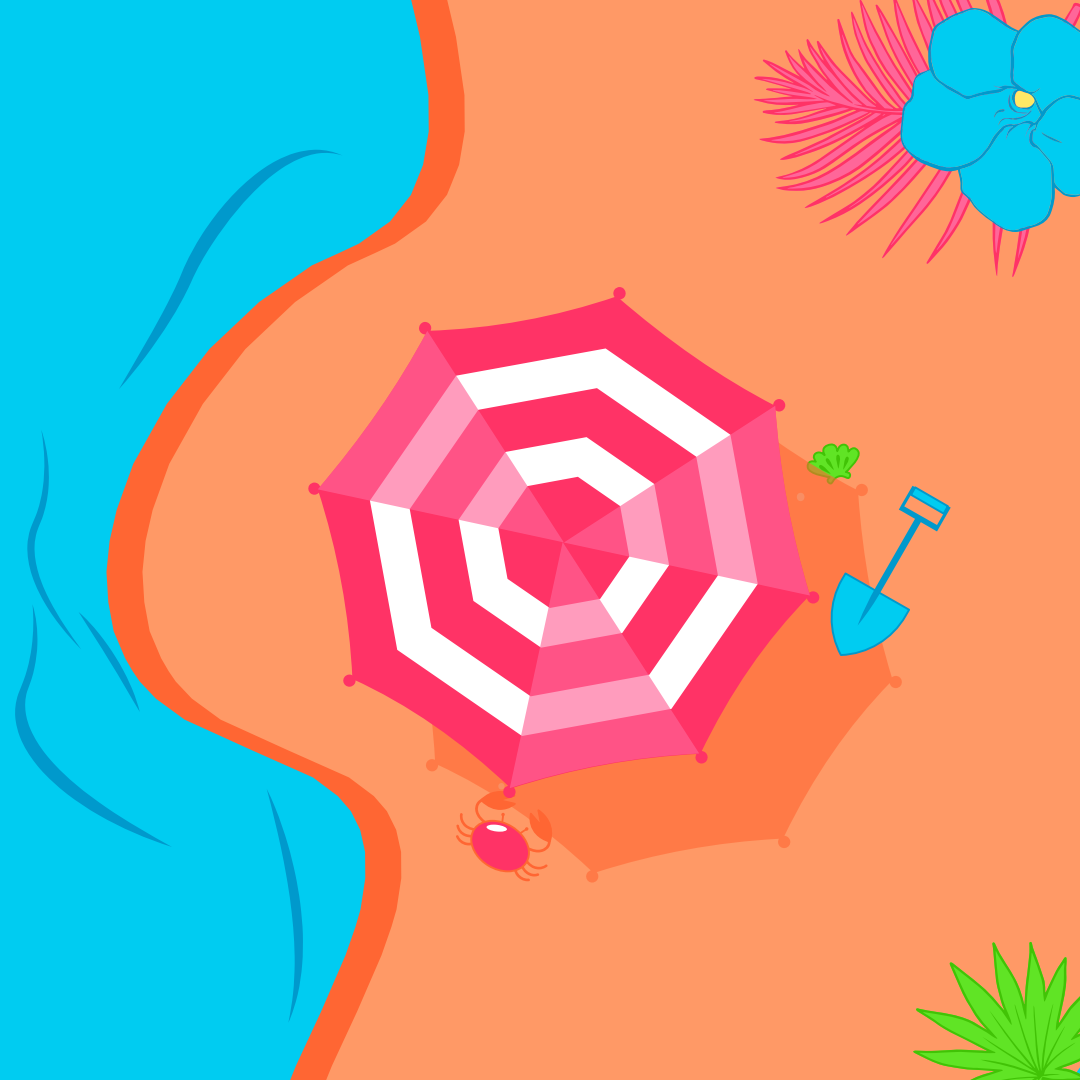
# *Borough of Harvey Cedars v. Karan (N.J. 2013)*



**Loss of View from Beach Renourishment  
= Storm Protection for Harvey & Phyllis Karan**

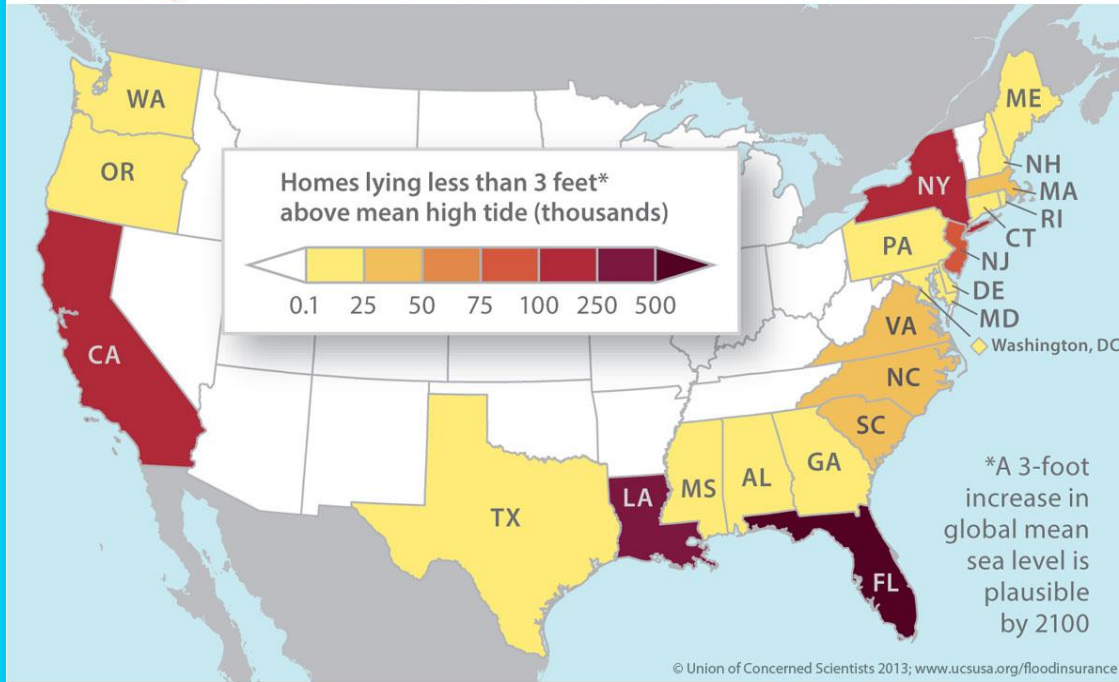
# 03. INSURANCE ISSUES

Insuring an increasingly  
inundated and storm-ridden  
coast makes NO fiscal sense.



# The Risks

## Growing Risks to Homes from Sea Level Rise and Storms

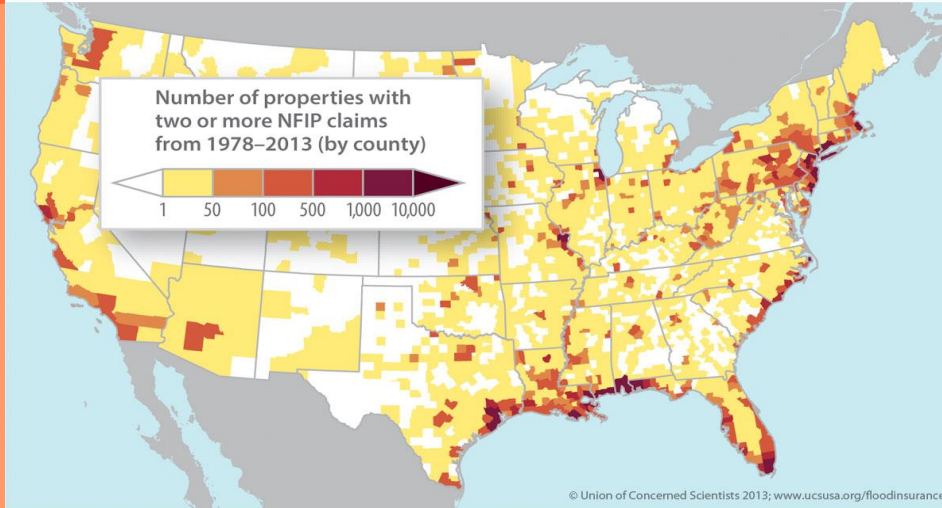


Source:  
[http://www.ucsusa.org/sites/default/files/legacy/assets/images/gw/overwhelming-risk-rethinking-flood-insurance/Map-homes-less-than-three-feet-above-sea-level\\_Full-Size.jpg](http://www.ucsusa.org/sites/default/files/legacy/assets/images/gw/overwhelming-risk-rethinking-flood-insurance/Map-homes-less-than-three-feet-above-sea-level_Full-Size.jpg)

In recent years, properties in low-lying coastal states have experienced increasing damage from storms and severe flooding. Almost three million people—and their homes—reside within three feet of mean sea level. With rising seas projected to exceed

# Repetitive Loss is a Coastal Problem

## Repetitive-Loss Properties by U.S. County

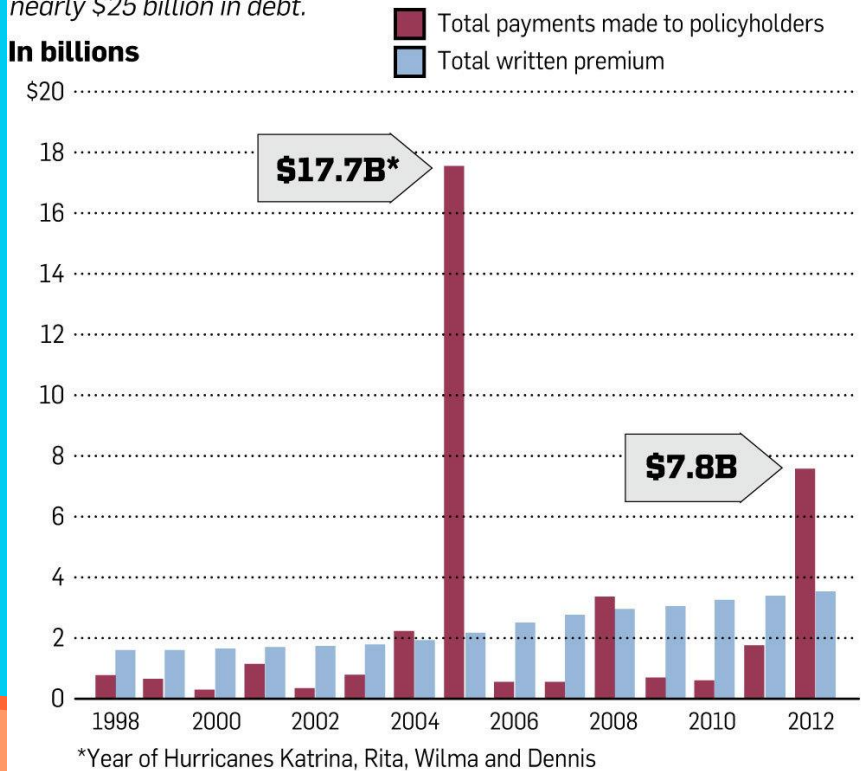


Insurance claims on properties that are repeatedly damaged by flooding, or “repetitive losses,” are of particular concern to the National Flood Insurance Program (NFIP). NFIP has paid out almost \$9 billion in claims to repetitive-loss properties, which amounts to about a quarter of all NFIP payments since 1978. Repetitive-loss properties, shown here, account for just 1.3 percent of all policies but are responsible for fully 25 percent of all NFIP claim payments since 1978. The darker colors show counties particularly prone to repetitive losses. Map based on data from FEMA as of May 2013.

Source:  
[http://www.ucsusa.org/sites/default/files/legacy/assets/images/gw/overwhelming-risk-rethinking-flood-insurance/Map-Repetitive-Loss-Properties-by-US-County\\_Full-Size.jpg](http://www.ucsusa.org/sites/default/files/legacy/assets/images/gw/overwhelming-risk-rethinking-flood-insurance/Map-Repetitive-Loss-Properties-by-US-County_Full-Size.jpg)

## Rising tides, falling funds

The National Flood Insurance Program is officially under water. After record payouts for damages related to Hurricanes Katrina and Sandy, and accumulated smaller storms, the program is nearly \$25 billion in debt.



Source: FEMA

THE STAR-LEDGER

# Hurricanes Bankrupt the NFIP

So, maybe turn flood  
insurance into a  
government buyout  
program?

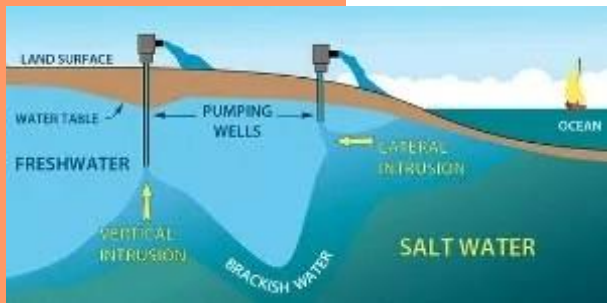
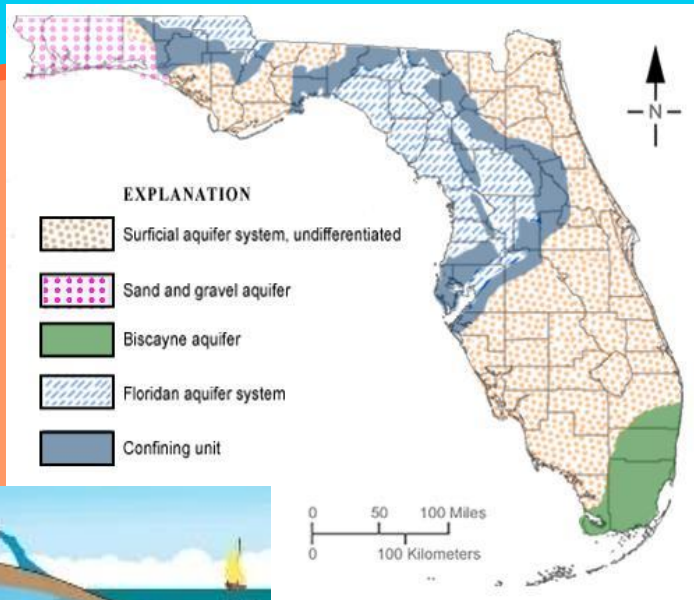


# 04. WATER SUPPLY

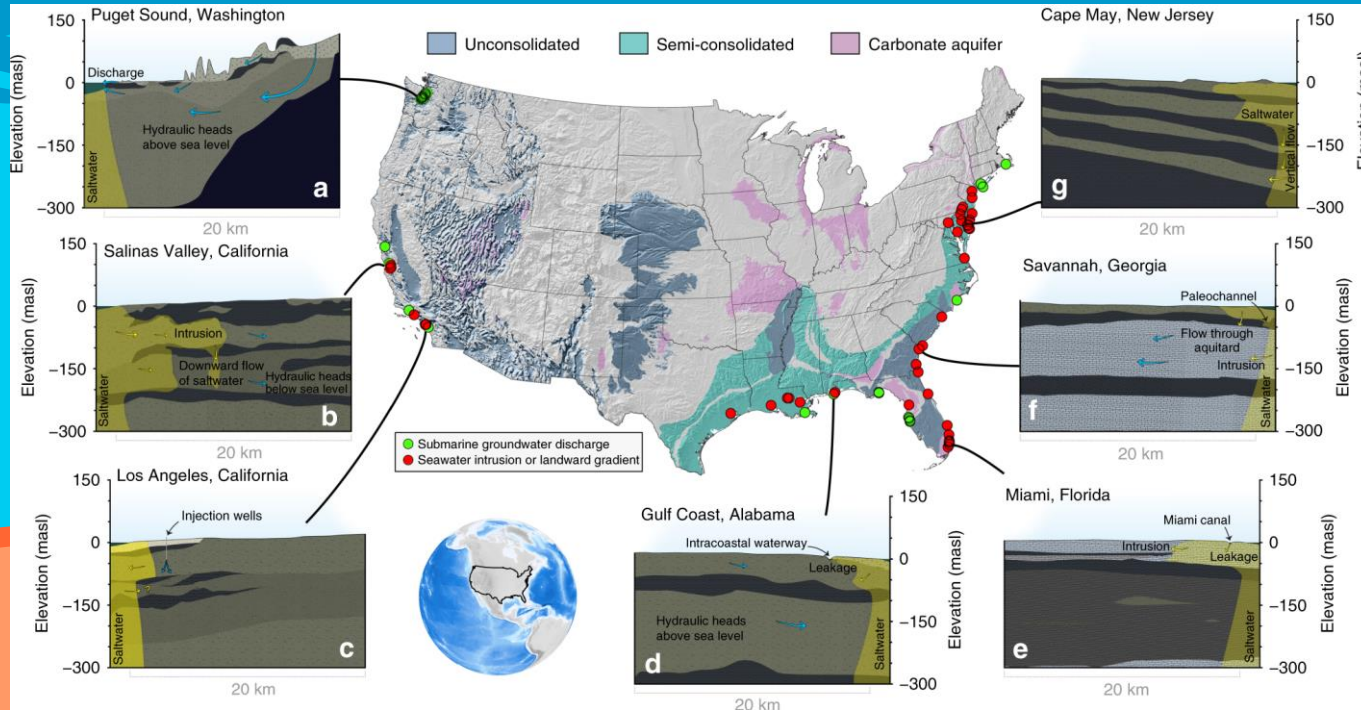
Probably NOT the first thing  
you thought of.



# Inundated Drinking Water

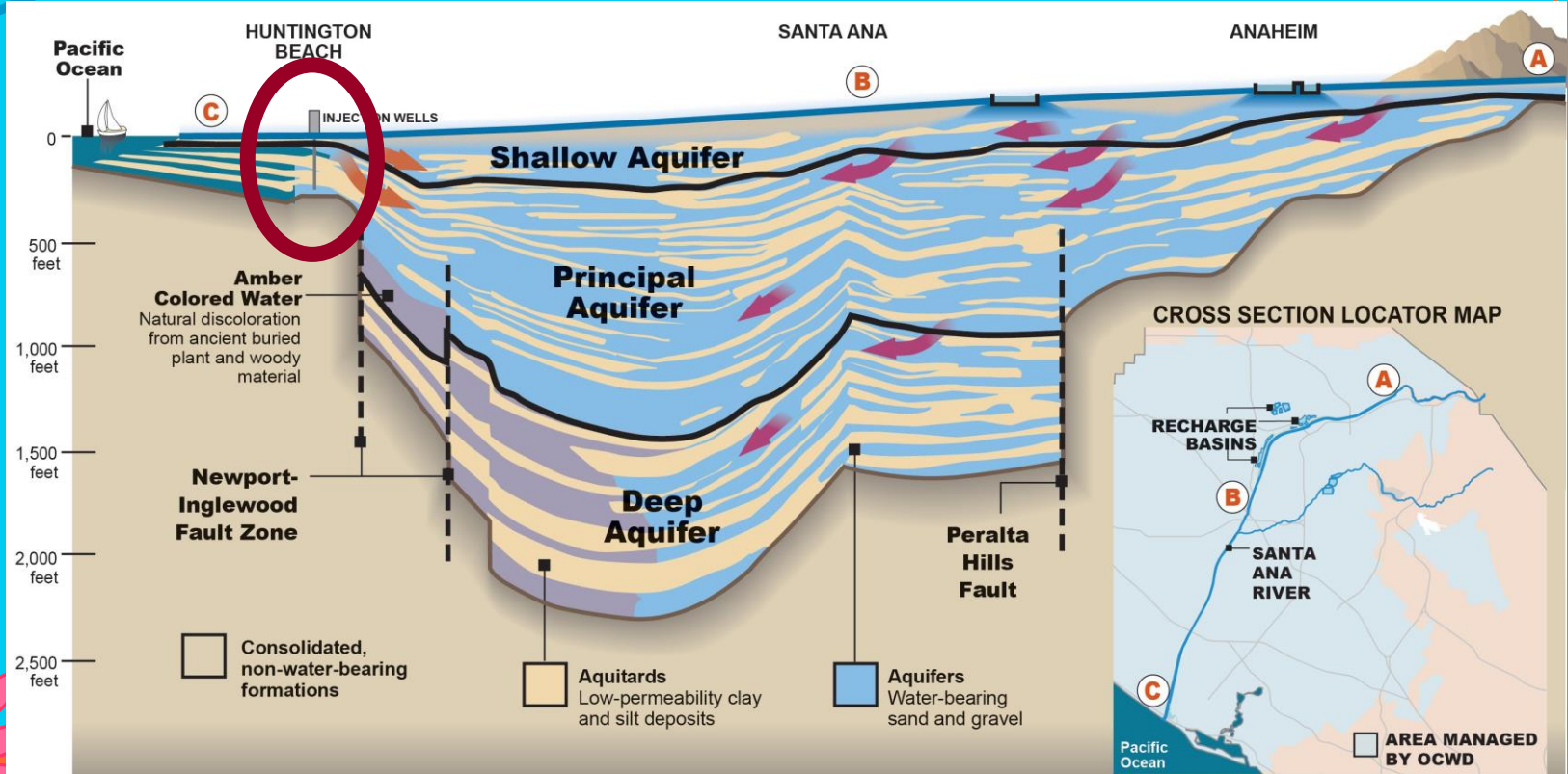


# A Pervasive Problem in the U.S.



Jasechko et al.,  
*11 Nature Communications* 3229  
(2020),  
<https://doi.org/10.1038/s41467-020-17038-2>

# One Approach



# 05. BUILDING CODES

Good building codes can prevent a lot of damage and loss of life.



# Legal Strategy: Enact Building Codes that Allow for Structural Survival

## Anatomy of a High Wind & Hurricane Resistant Home



deltechomes.com  
800.642.2508

All aspects of a Deltec home are ingeniously designed to work as a system, making it the smartest home you can build for high wind areas.

### A. SHAPE

Aerodynamic circular building envelope works with nature, not against it

1. Wind can't build up enough pressure on any side to cause a structural failure
2. Reinforced clear span roof is at optimum pitch (6/12) for wind deflection and reduced lift
3. Circular structure transfers environmental loads most efficiently, with a high degree of redundancy providing extra resilience and performance during critical events



### B. ENGINEERING

Creating a building envelope to resist high wind and provide safety to its occupants

4. Radial truss array in roof and floors work like spokes on a wheel
5. Potential energy from sustained winds is dispersed throughout the structure instead of building up in a single area

### C. MATERIAL EXCELLENCE

Merging superior materials with a superior design results in a stronger and more durable structure

6. Machine rated 2400 psi framing lumber used in trusses and walls is twice as strong as typical framing material
7. Five Ply 5/8" plywood sheathing used instead of OSB on exterior walls, roof and floors strengthens the home and prevents flying debris from penetrating the structural envelope of the home
8. Reinforced windows with impact glass prevent wind and water from entering the home

### E. SUSTAINABILITY

Utilizing products and construction techniques that enhance livability in the event of a prolonged power outage

12. Solar water heater provides uninterrupted hot water
13. Enhanced insulation maintains a more balanced temperature inside the home
14. High wind rated reflective metal roofs helps reduce radiant heat gain in the home
15. Passive solar design helps heat and cool the building through appropriate shading and window placement

### D. CONNECTIONS

Emphasis on maintaining continuous load paths and strong connections between the roof, exterior walls, floor systems and foundation

9. Oversized truss hangers keep roof system anchored to walls
10. Walls have multiple construction ties to the floor system for structural stability and to transfer shear forces
11. Continuous metal strapping from roof trusses to foundation helps maintain structural stability

# Engineers Are Getting Creative!



06.

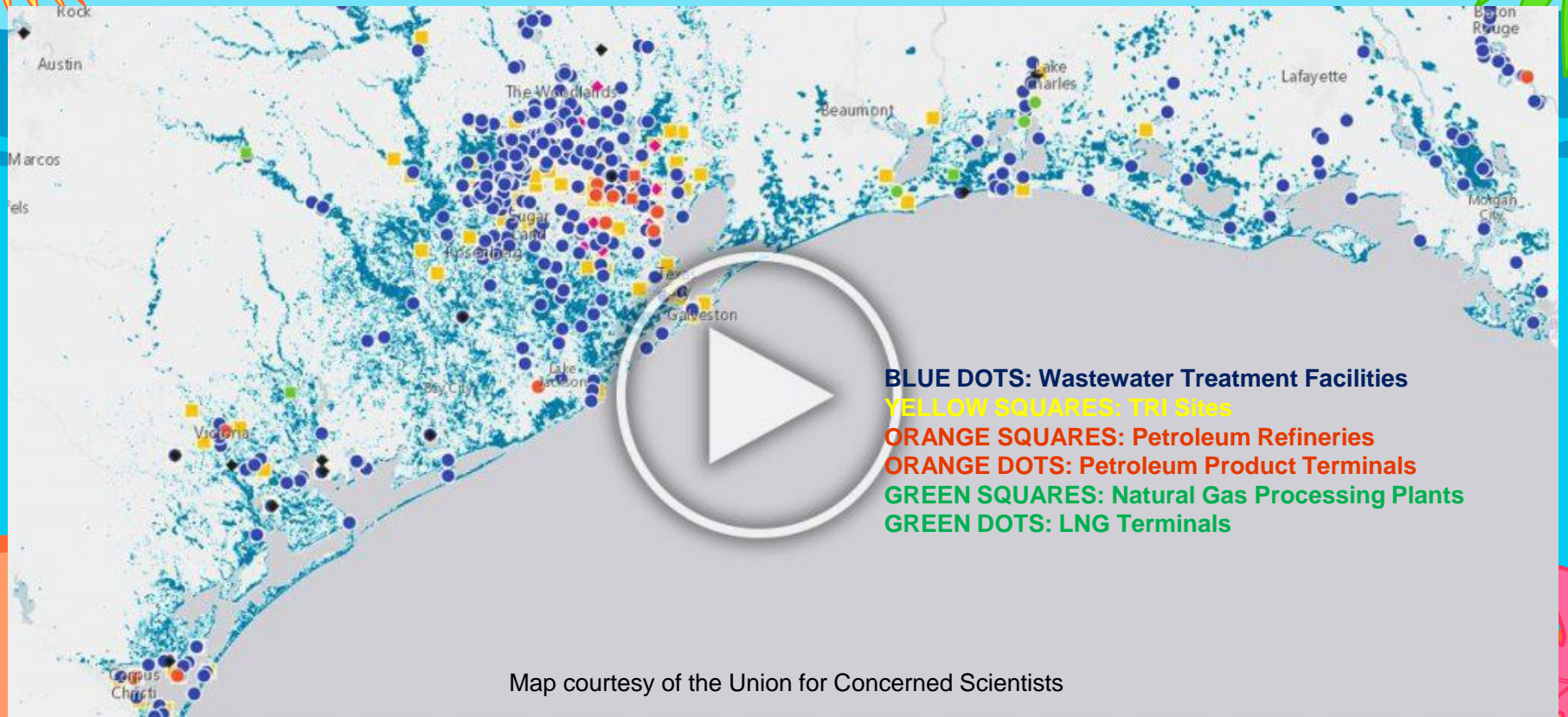
# PUBLIC HEALTH

New diseases, plus saltwater  
and toxic contamination is a  
bad mix!





# August-September 2017: What Did Hurricane Harvey Encounter?



# What A Hurricane Does to an Oil Refinery



**The nation's largest oil refinery, owned by Motiva and located in Port Arthur, Texas, was forced to shut down due to flooding from Hurricane Harvey.**

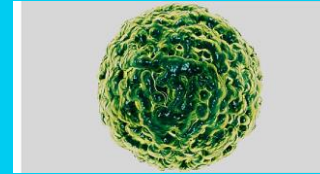
Photograph courtesy of Alex Glostrum,  
Louisiana Bucket Brigade

# Also, Sea Level Rise and Storm Surge Mean More Sewage Contamination of the Coast

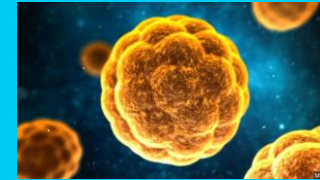


**Hurricane Michael Makes Landfall in Florida,  
October 2018**

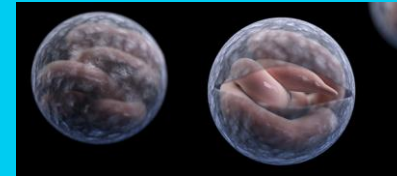
Photograph courtesy of CNN



Norovirus



Hepatitis A



Cryptosporidium



Giardia



Shigella



*E. coli*

# And Inundated Coasts Tend to Increase Mosquito Habitat



# Dengue in Florida

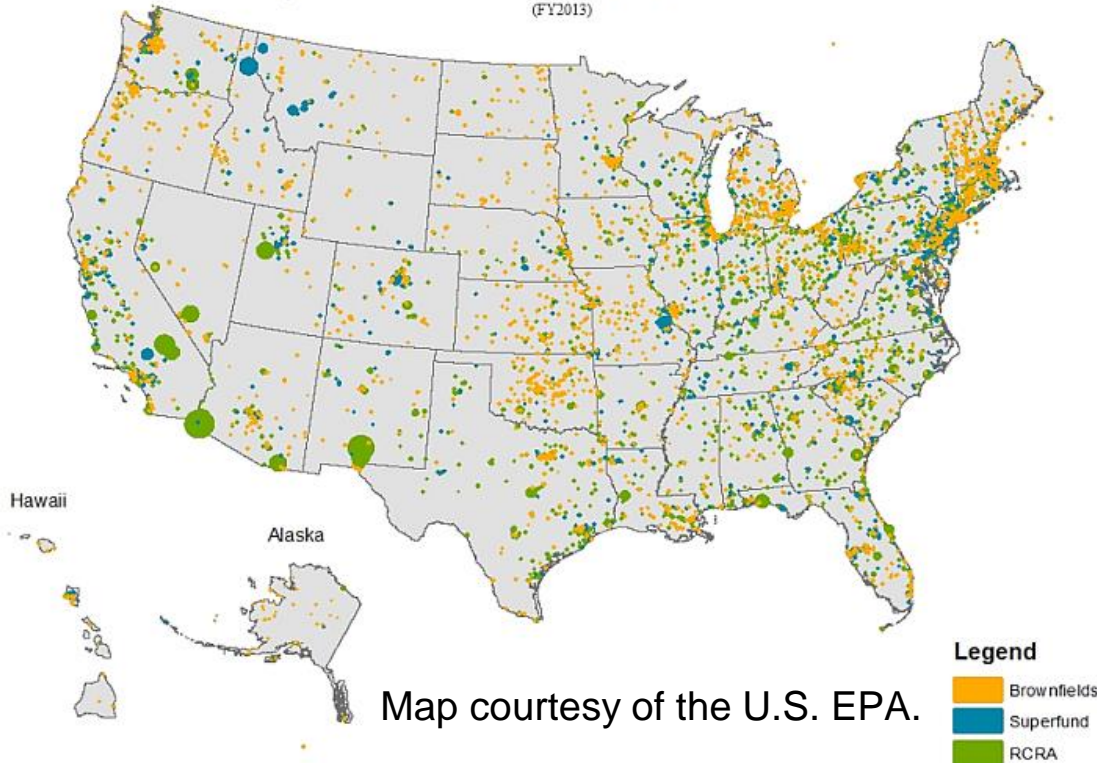


## Dengue Cases in Florida, 2013

Graphic courtesy of Health News Florida

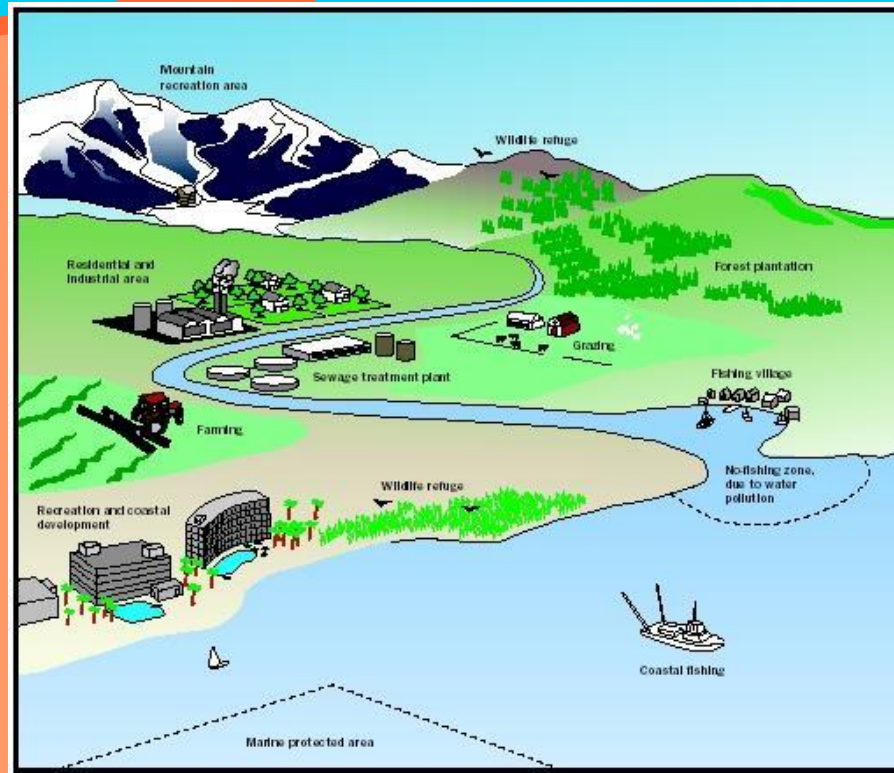
# Legal Strategy #1: Clean Up Existing Problems

Superfund, RCRA, and Brownfields Sites  
(FY2013)



Map courtesy of the U.S. EPA.

# Legal Strategy #2: Toxic-Aware Land Use Planning Along the Coast





**THANK YOU!**



# Sea level rise, coastal marsh, & climate resilience

EESI briefing

May 18, 2022

Lydia Olander, Duke University

*Acknowledgements: Katie Warnell, Duke University  
and Carolyn Curran, formerly NOAA*

Coastal marshes create significant value for our communities.



Blue carbon



Coastal protection

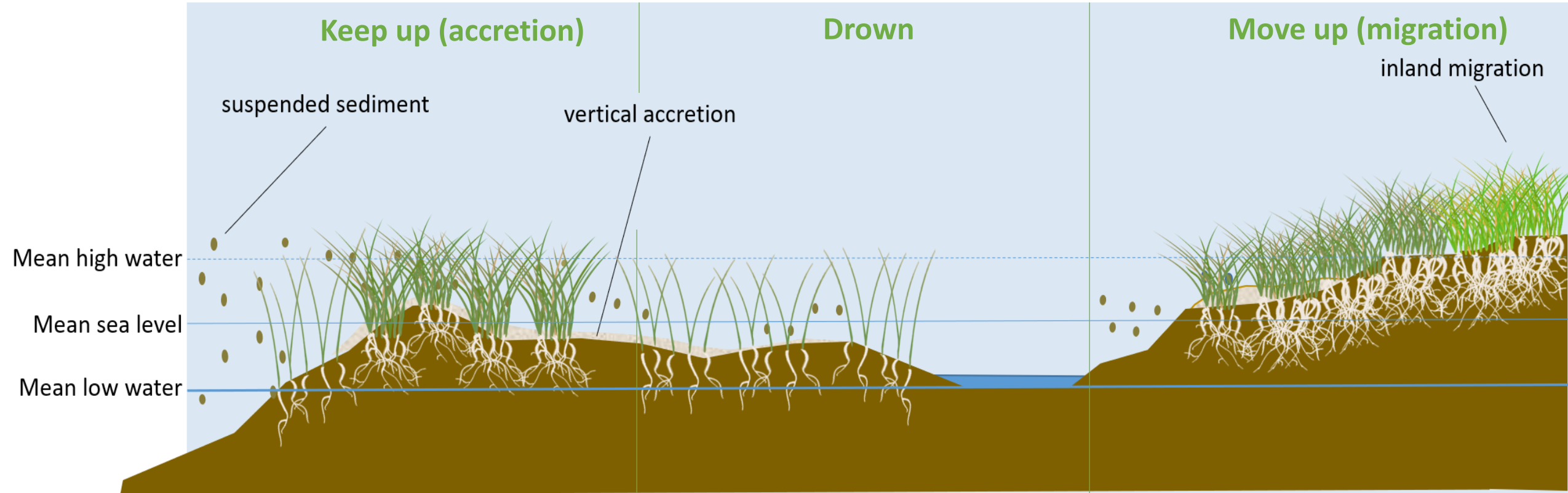
Recreation & tourism



Fisheries

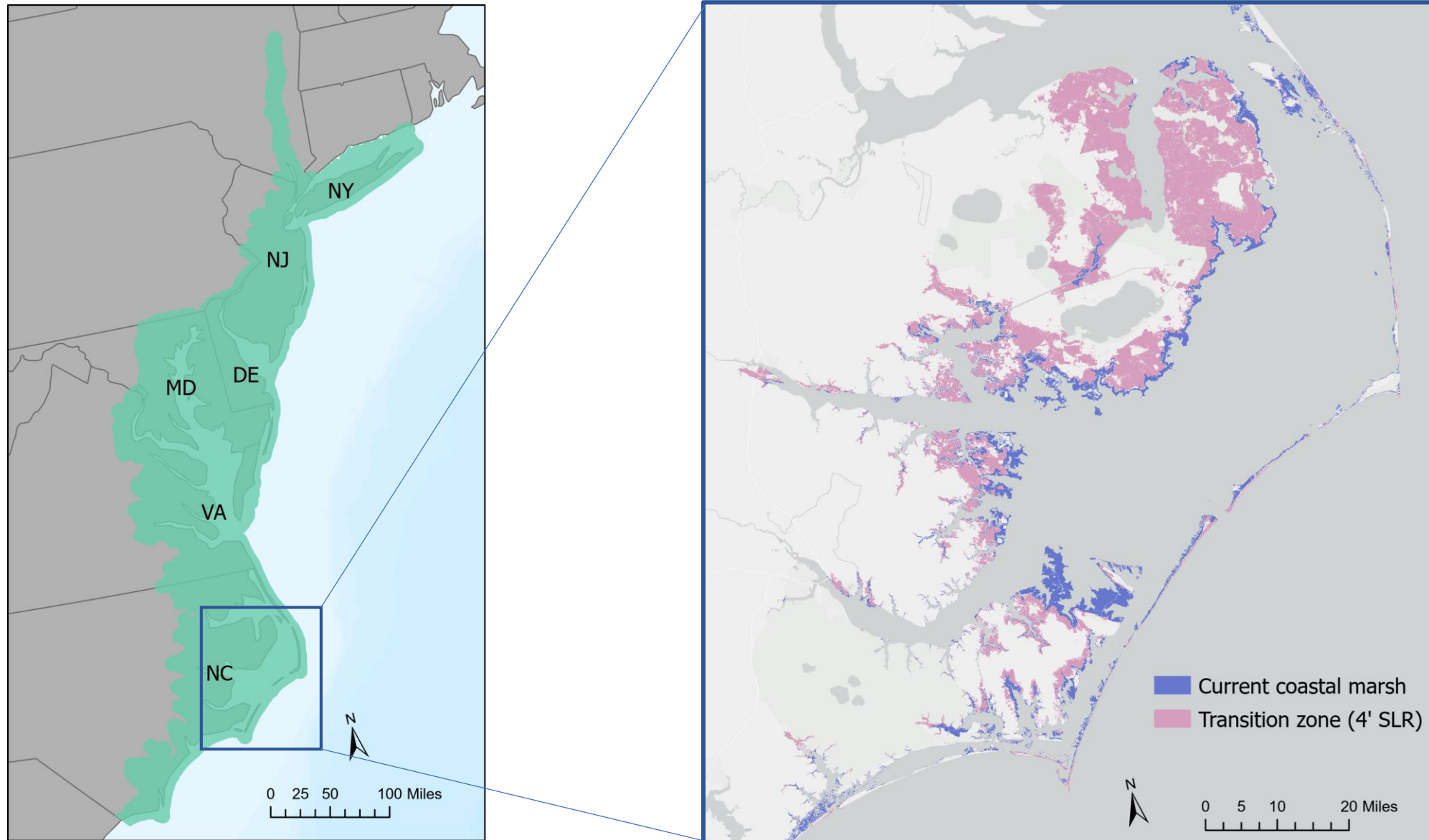


# Coastal marsh and sea level rise



...marshes that can't keep up or move up will likely drown as they are inundated by SLR

# Our study area: coastal marsh and transition zone



# Mid-Atlantic U.S. marshes are vulnerable to SLR, but have significant potential for inland migration.



Warnell, K., L. Olander, and C. Currin. (in review). Sea level rise drive carbon and habitat loss in the U.S. mid-Atlantic coastal zone.

## Community impacts



## *Ecological impacts*



**Reduced coastal protection**

**Salt water intrusion and loss of productive lands**

**Less pleasant views**

**Loss of stored carbon**  
**Loss of habitats and species**

# Strategies to enhance resilience under SLR-driven coastal changes

## Maintain existing coastal marshes



## Prevent or slow inland SWI & marsh migration



Irrigation (to remove excess salt)

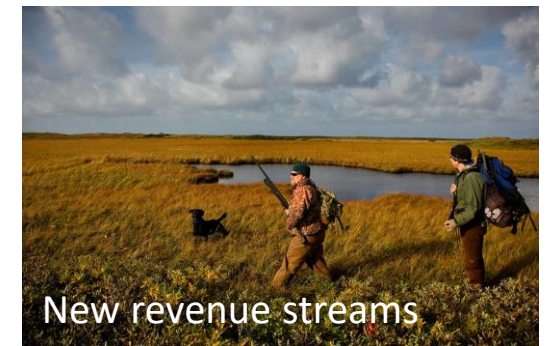
## Direct inland marsh migration



Removing barriers to migration

Protecting migration corridors

## Limit negative impacts of SWI & marsh migration



Invasive species control

Salt-tolerant crop planting

# Policies/programs to enable these NB strategies

Simplify permitting  
USCAE, NOAA; Funding by  
NFWF, REPI, etc...

Rolling easements, **USDA/NRCS programs**, **forest service programs**,  
profit driven, **federal buyouts**

Maintain existing coastal  
marshes



Prevent or slow inland  
SWI & marsh migration



Irrigation (to remove excess salt)

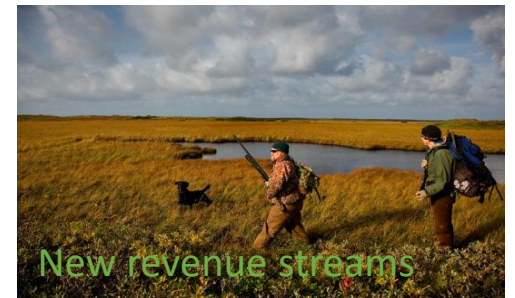
Direct inland marsh migration



Removing barriers  
to migration

Protecting  
migration corridors

Limit negative impacts of SWI  
& marsh migration



Invasive species control  
Salt-tolerant crop planting



**Protection/restoration  
of habitat**



**FWS  
NOAA/NERR  
EPA NEP  
USACE ER**

**Transition from  
agriculture to habitat**



**USDA**

**Transition from homes  
to habitat**

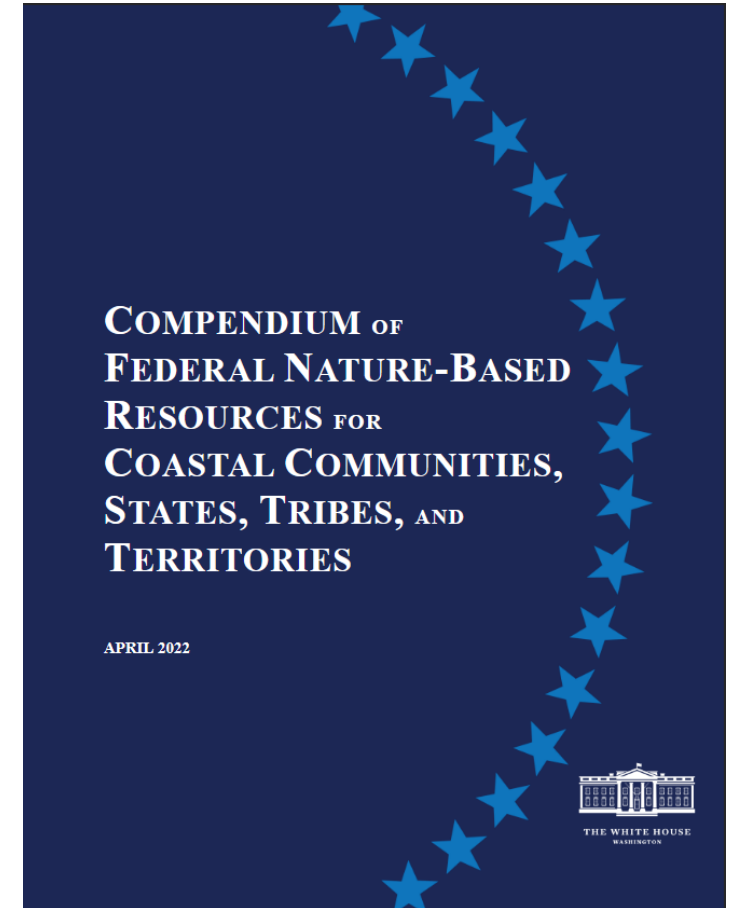


**FEMA  
HUD CDBG**

**Constructed protection  
w natural features**



**USACE  
DOD  
DOT**



# Executive Order to Strengthen America's Forests, Boost Wildfire Resilience, and Combat Global Deforestation

## Section 4. Enlisting Nature in the Fight Against Climate Change

- America the Beautiful initiative
- **Compendium of Federal Nature-Based Solutions for Coastal Communities, States, Tribes, and Territories**
- **Report on Nature-Based Solutions**
- **Guidance on Valuing Nature**
- First U.S. National Nature Assessment





# Thank you

[Lydia.olander@duke.edu](mailto:Lydia.olander@duke.edu)



**A.R. SIDERS, JD, PHD**

**@SIDERSADAPTS**

**SIDERS@UDEL.EDU**

**DISASTER RESEARCH CENTER**

**Create incentives for state & local govts to stop building in floodplains**

**Create governance for community relocation**

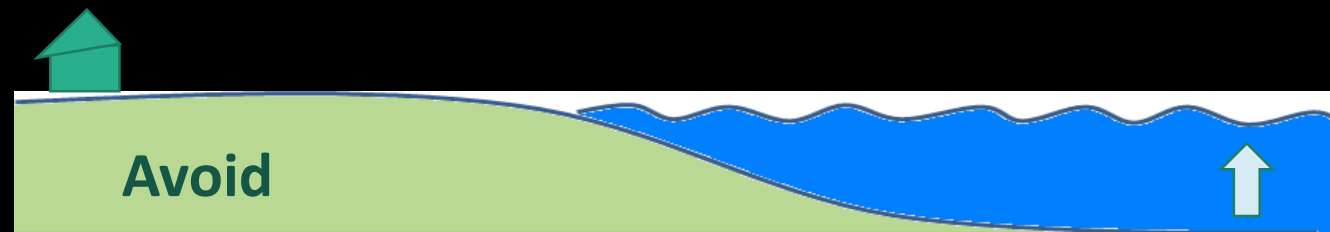
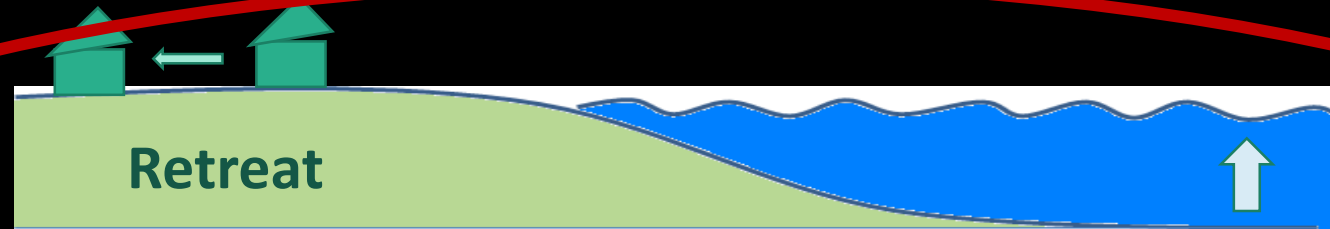
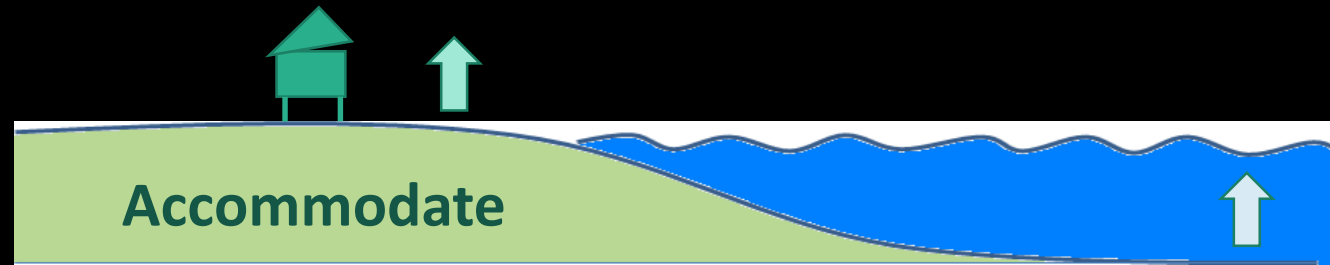
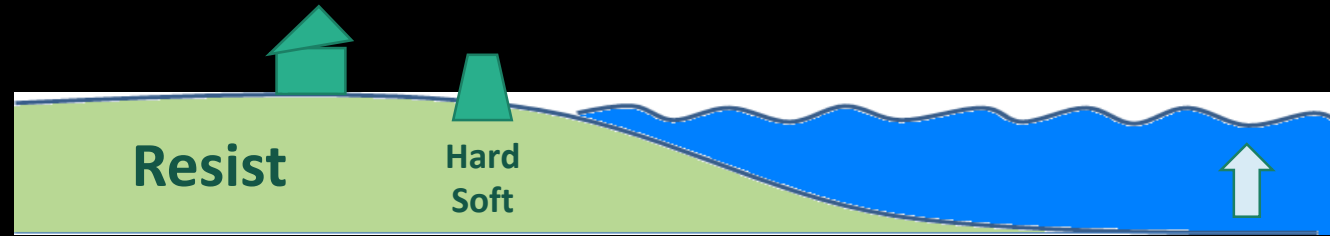
**Coordinate multiple agencies involved in buyouts**

**Invest in local & state capacity building**

**Reform buyout policy – faster & better compensation & track data to evaluate**

**Support affordable housing**

# COASTAL ADAPTATION STRATEGIES



**managed retreat\* is:**

**purposeful, planned,  
(government) supported  
movement of people or assets  
that reduces hazard exposure**

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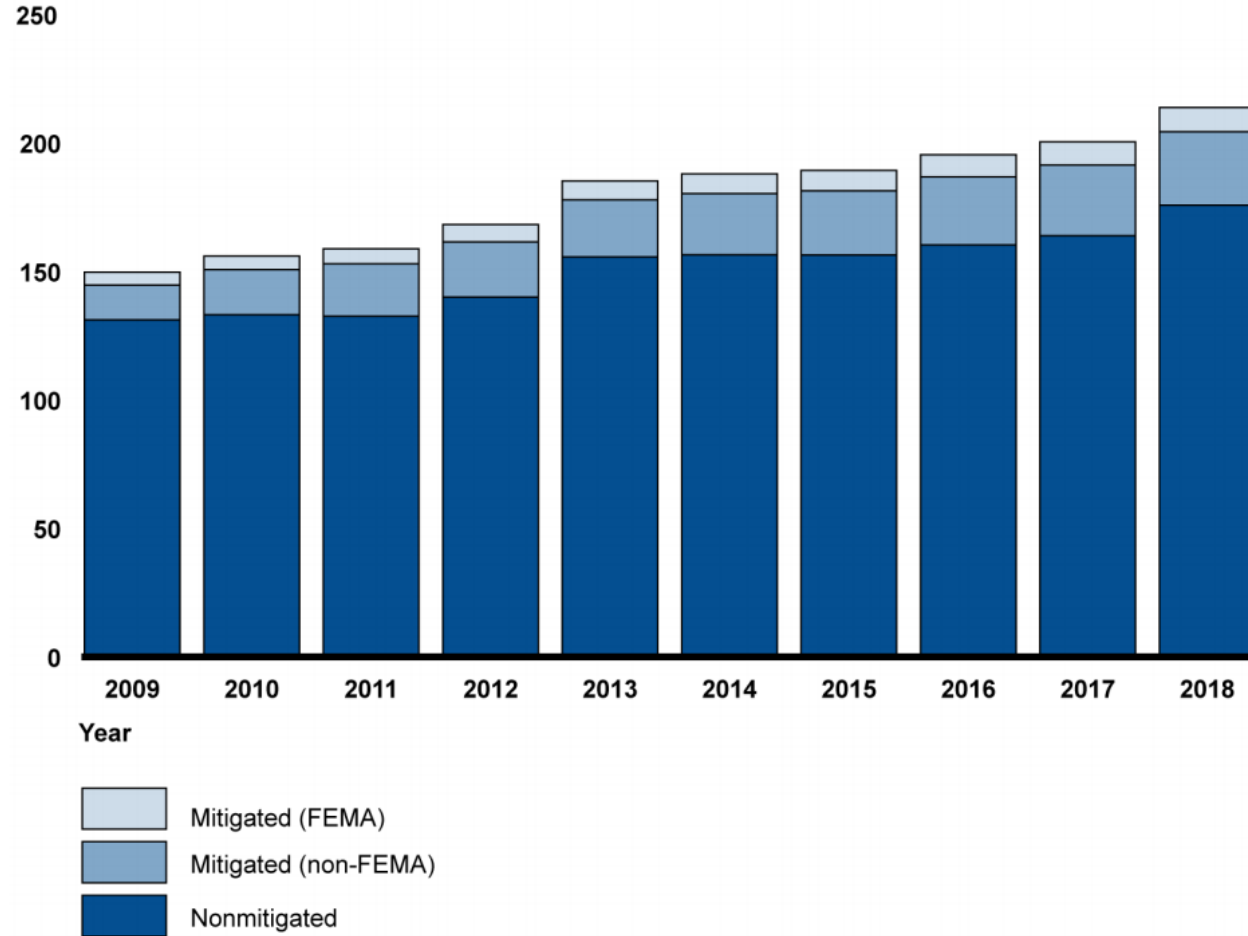


*Managed retreat:*

- 1. Reduces disaster costs (reduces government expenses)*
- 2. Protects families*
- 3. Creates space for healthy coasts*

**Figure 6: National Flood Insurance Program, Cumulative Number of Mitigated and Nonmitigated Repetitive Loss Properties, 2009–2018**

Number of repetitive loss properties (in thousands)



Source: GAO analysis of Federal Emergency Management Agency (FEMA) data. | GAO-20-508

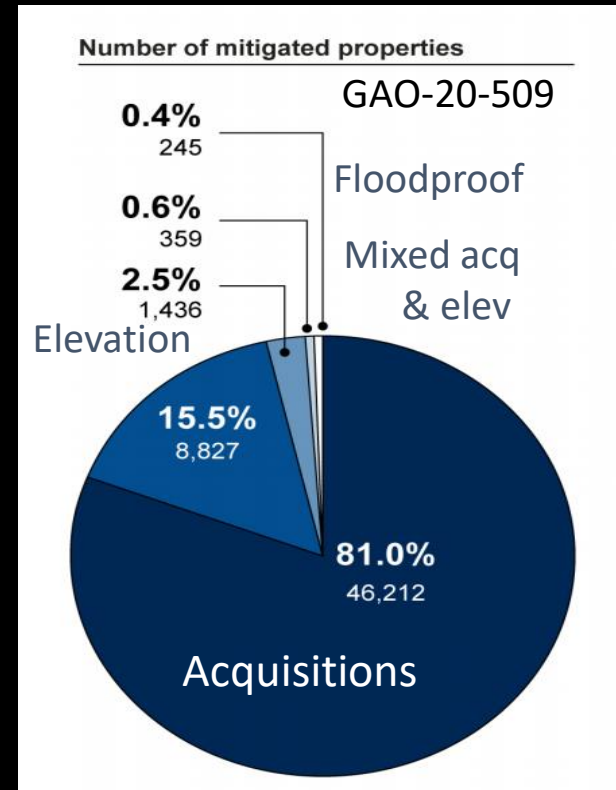
Note: FEMA provided these data as of June each year.

GAO-20-509

## People helped

**64,101 NEW** repetitive loss properties (2009-2018)

## People still at risk





BUILT TO FLOOD

# Brutal Choice in Houston: Sell Home at a Loss or Face New Floods

By Audra D. S. Burch

March 30, 2018



Houston Chronicle

Developing Storm | Part 2

## Build, flood, rebuild: flood insurance's expensive cycle

By David Hunn, Ryan Maye Handy, and James Osborne



**Resist**

**Accom**

**Retreat**

**Avoid**

seawalls  
levee  
retention ponds  
breakwaters  
beach nourishment  
dune building  
living shorelines  
wetlands  
...

autonomous retreat  
migration  
community relocations  
buyouts  
life estates  
leasebacks  
smart / targeted growth  
eminent domain  
nudges (setbacks, rolling easements)  
...



Winslow NE 2019, Photo by State of Nebraska

**1960s & 70s**  
ad hoc funding  
1979 Soldiers Grove



Valmeyer IL



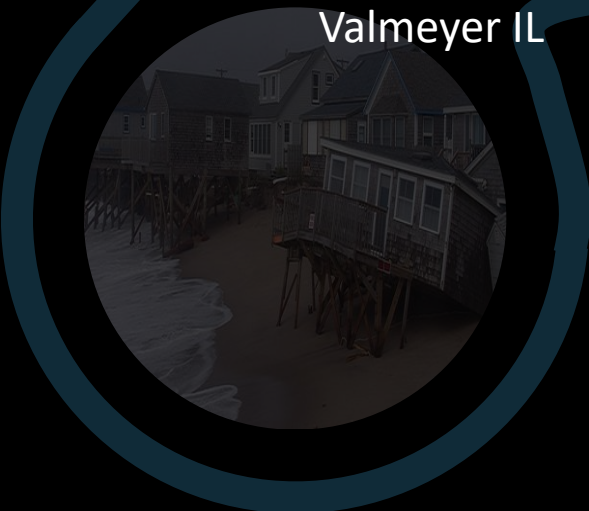
Pattonsburg MO – St. Joseph Press Photo

### The Stafford Act

Robert T. Stafford  
Disaster Relief and Emergency  
Assistance Act, as Amended

**1980s & 90s**

1989 FEMA buyout program  
1990s Midwest town relocations





*Need: Government coordination for community relocation  
(Suggest HUD Office for Coordination)*

*Consider: Changes to Fair Housing Act to support whole-  
community relocations*



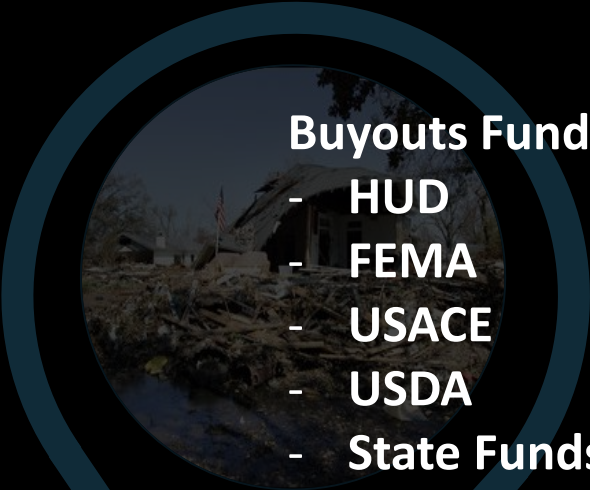
Grand Forks ND Buyouts



FEMA-FUNDED PROPERTY ACQUISITIONS

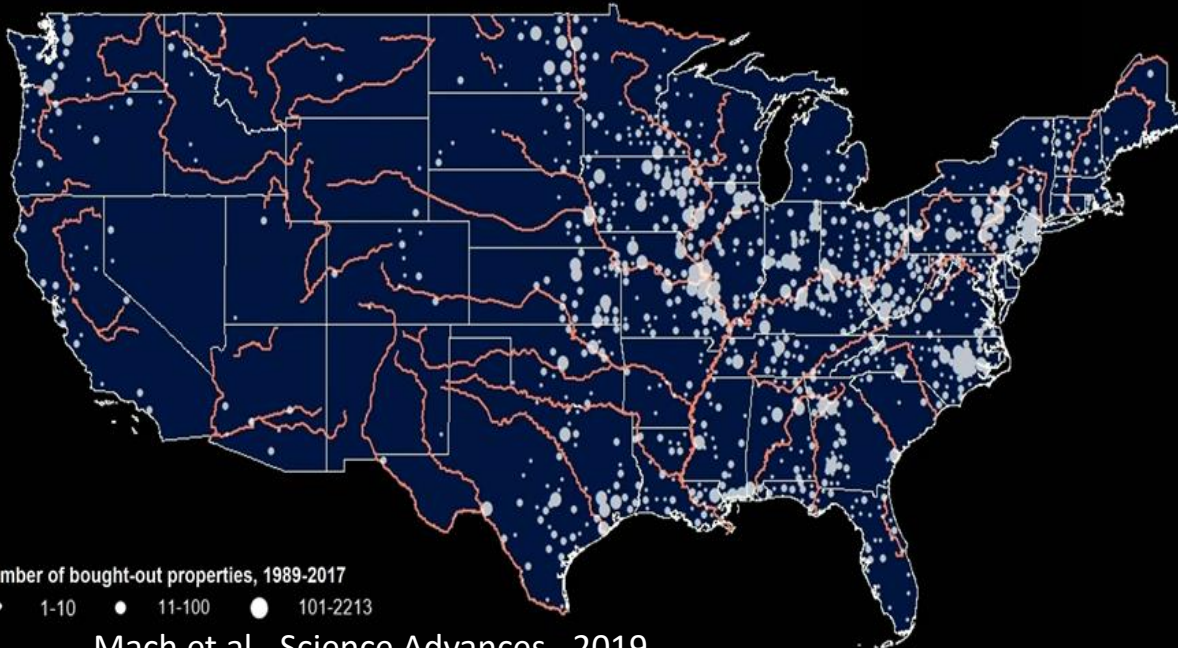
2000s

More, smaller buyouts



Buyouts Funded by:

- HUD
- FEMA
- USACE
- USDA
- State Funds
- Local Funds



Number of bought-out properties, 1989-2017  
• 1-10    ● 11-100    ● 101-2213

Mach et al., Science Advances, 2019



1. Provide more funding
2. Provide funding faster – specifically, funding not tied to disasters (creating perverse incentives)
3. Build local & state capacity – and reduce paperwork burdens
4. Coordinate multiple agencies (HUD, FEMA, USDA, USACE)
5. Collect data on demographics
6. Collect data on where people move after to enable program evaluation
7. Increase the Increased Cost of Compliance & allow to be used for buyouts
8. Allow greater flexibility – e.g., support life estates & other types of acquisition
9. Offer “replacement cost” rather than “fair market value” (also more funding for people with limited mobility)
10. Encourage more affordable housing (outside floodplain) to enable relocation

**Create incentives for state & local govts to stop building in floodplains**

**Create governance for community relocation**

**Coordinate multiple agencies involved in buyouts**

**Invest in local capacity building**

**Reform buyout policy – faster & better compensation & track data to evaluate**

**Support affordable housing**

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Wednesday, May 18, 2022