



Workshop on Probabilistic Flood Hazard Assessment – January 2013

Risk-Informed Approach to Flood-Induced Dam and Levee Failures David S. Bowles













Who is using risk assessment?

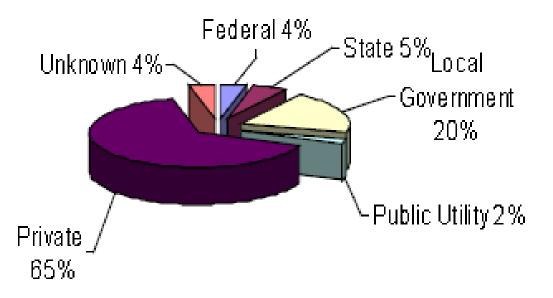
- Reclamation ~ 1995
- Federal Energy Regulatory Commission (FERC) for PFMA ~ 2002
 - Planned introduction of RA (dual path likely) ~ 2015
- Corps of Engineers (USACE) dams & levees ~ 2007
- USA Tennessee Valley Authority (TVA) ~ 2011
- Some states
- Many other countries

Uses of risk assessment:

- Risk-informed approach
- Informing decisions about:
 - Understanding existing risks
 - Failure modes, probabilities and consequences
 - the extent and type of risk reduction
 - Structural, non-structural
 - the urgency, priority and phasing of risk-reduction measures
- Informing business processes

Regulation of US dams

- **Federal dams** selfregulated
- Hydropower dams most regulated by FERC (and the States)
- Other dams most regulated by the States



Trend in regulatory and

governance

- Related to incorporation of risk approach into regulation
- From standards-setting + process to goal-setting + process e.g. NSW DSC:
 - Principle C.1: the DSC's approach is practicable **goals-based regulation** and it sets its safety objectives accordingly
 - Principle E.3: safety improvements required by the DSC may be implemented progressively ...
- Similar trend in **governance** of dam safety by owners that are using risk:
 - Reclamation & USACE: a) defined portfolio risk management process, b) emphasize "making the case" for safety in contrast to meeting standards, and c) re-evaluation of which standards are "essential"
 - UK dam owner rate case, in-house committee, "extra-practice" risk reduction measures not required by "regulator" but to meet safety goals

Outline

- Risk assessment process
- Steps in the process
- Example of results format
- Long dams levees
- Uncertainty
- Conclusions

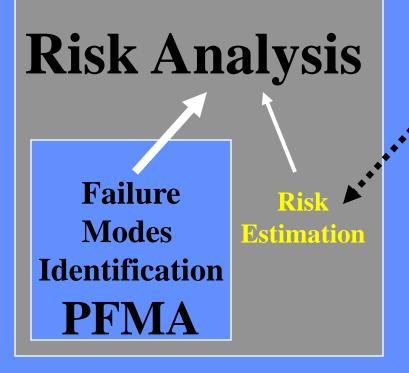
Risk Assessment Process: Individual Dams

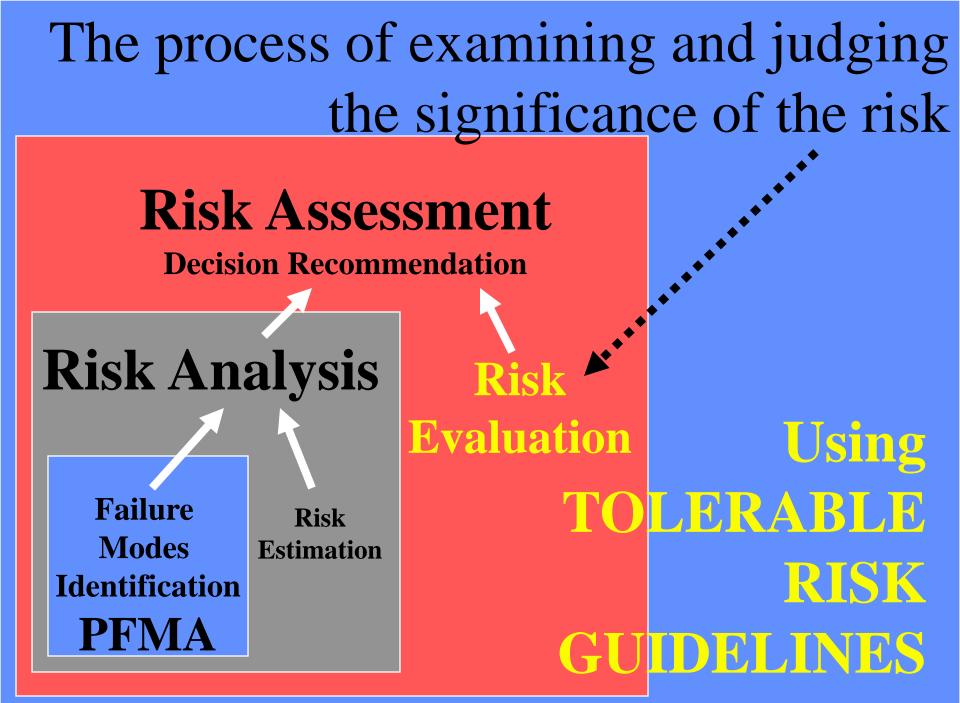
ICOLD Bulletin 130 terminology Differs slightly from USACE/OMB terminology The process of determining a) what can go wrong, why and how, *and b*) *its consequences*

FOUNDATION for RA

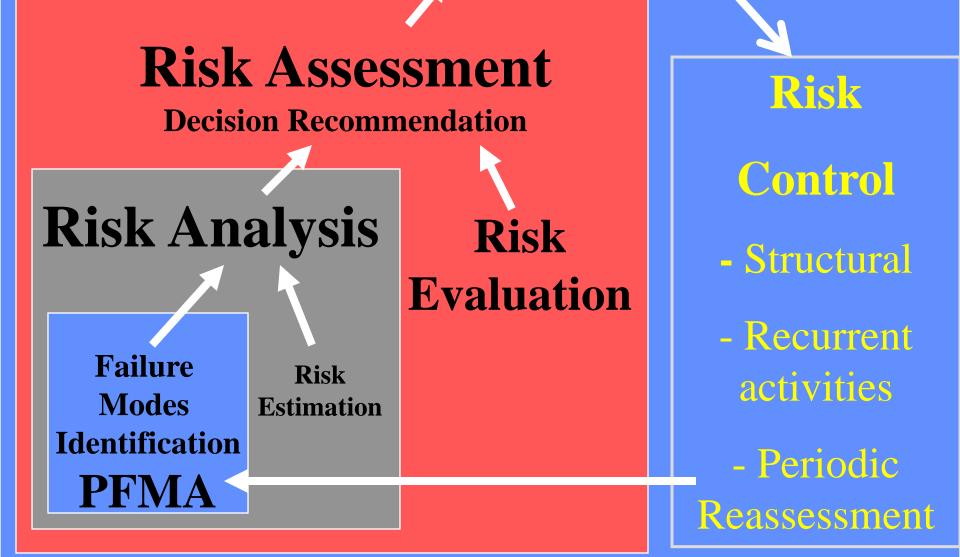
Scoping & Risk Identification (PFMA)

The process of quantifying risk: probability (f) and consequences (\$, N)





Dam Safety Risk Management Decision-Making



Scoping

Scoping and Risk Identification

• Existing reservoir

1)

• Scope of potential risk management actions: Investigations | Surveillance, monitoring and measurement improvements, supervision and management | Interim/immediate risk reduction measures |Long-term risk reduction options | Non-structural risk reduction measures

2) Decision context

- Standards and good practice | Stakeholders | safety and Economic Regulators | Owner (governance, insurance, contractual, legal, etc.) | Societal concerns | Environmental | Critical infrastructure and national defence
- 3) Team composition and roles stakeholders
- 4) Decision criteria/guidelines
 - Accepted good practice | Tolerability of risk incldg. ALARP | Additional decision bases (owner & stakeholders)
- 5) Level of confidence desired for decision making
- 6) Define Reservoir System
- 7) Types of threats and (credible and significant) failure modes
- 8) Types of consequences
- 9) Define Risk Model Requirements and approach to uncertainty

Risk Identification

Hazards – System Response - Consequences

Identification of Potential Failure

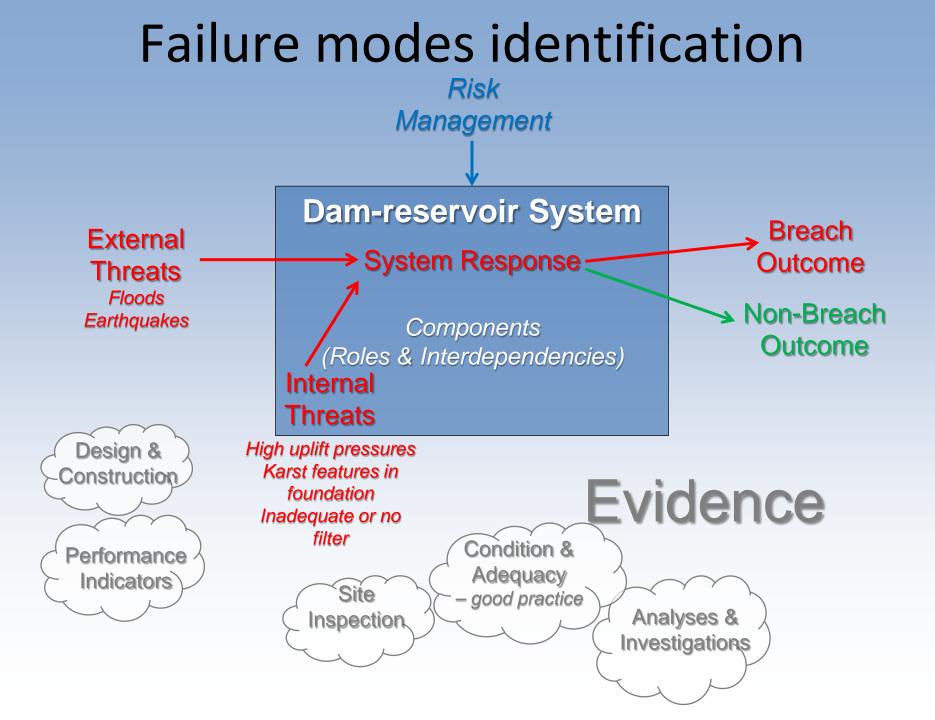
Modes

Deductive approach:

- Systematic **decomposition** of dam into components
- Identification of the functional interdependencies between all components over a complete range of magnitudes of all types of threats (initiating events/types of loading)
- **Resources lists** of threats and potential failure modes
- Use **outcomes of Engineering Assessment against good practice** BUT think beyond traditional analyses

Inductive approach

- Lateral thinking
- Brain storming
- Uncommon, unique or odd ball failure mode



Dam-reservoir system

Hardware

- Reservoir
- Hillsides
- Dam(s)
- Abutments
- Foundations
- Appurtenances
- Equipment
- Instrumentation
- Communications
- Other features relevant to safe operation

Dam-reservoir System

Components (Roles & Interdependencies)

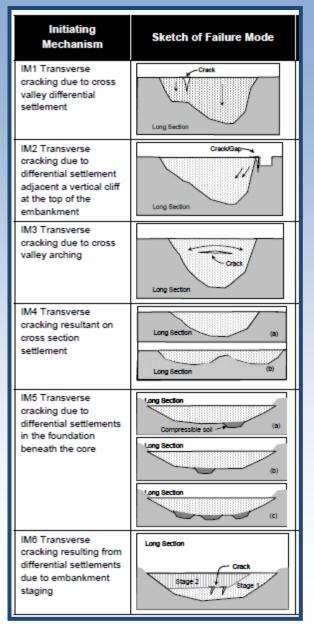
Liveware - Human factors

- Operations & maintenance
- Monitoring & surveillance
- Supervision & inspection
- Management on & off site

Software - manuals, logic, procedures & software

- Operations & maintenance
- Monitoring & surveillance
- Inspection
- Automated or remote control of operations
- Inflow flood forecasts
- Management systems
- Decision protocols

"Resource lists"



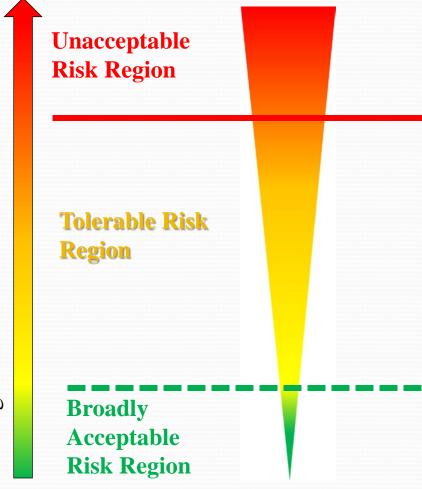
Risk Analysis for Dam Safety A Unified Method for Estimating Probabilities of Failure of Embankment Dams by Internal Erosion and Piping **Guidance Document** Version: Delta, Issue 2 August 2008 Reclamation Document: Risk Analysis Methodology – Appendix E Corps of Engineers Document: UFC 22238839 URS Document: LINICIV R 446 UNSW Document: THE UNIVERSITY OF URS NEW SOUTH WALES

Risk Evaluation

Tolerability of Risk – Tolerable Risk Guidelines

Tolerability of Risk Framework

(HSE 2001)



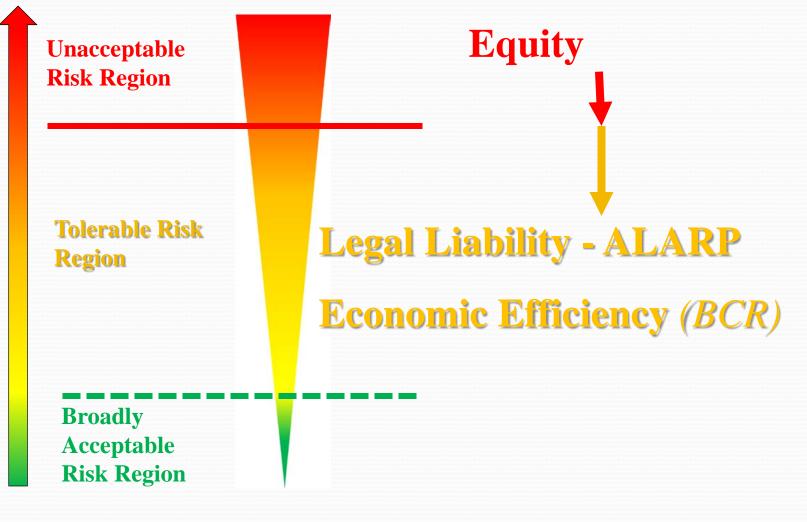
Risk

Increasing Individual Risk and Societal Concerns

Unacceptable **Risk Region Tolerable Risk** Region **Broadly** Acceptable **Risk Region**

 The probability of undesirable consequences Probability of an uncontrolled release of the contents of a reservoir Probability of consequences to life, health, property, or the environment of dam failure (NPP effects)

General basis for reducing risk



TOLERABLE RISK REGION

Increasing Individual Risk and Societal Concerns

Unacceptable **Risk Region Tolerable Risk** Region **Broadly** Acceptable **Risk Region**

 People are prepared to accept risk in the Tolerable Region to secure <u>benefits</u> (1) provided that:

- Not so low as to be broadly acceptable
 (2)
- Confident risks are being <u>properly</u> <u>assessed and managed (3)</u>
- Residual risks are <u>periodically reviewed</u> <u>and, if appropriate, are further</u> reduced to ensure that they remain <u>as low as</u> <u>reasonably practicable (ALARP) (4)</u>
- <u>Tolerable risk not defined</u> <u>simply by a line</u>
- <u>Determined by on-going</u> <u>management not just design</u> <u>considerations</u>



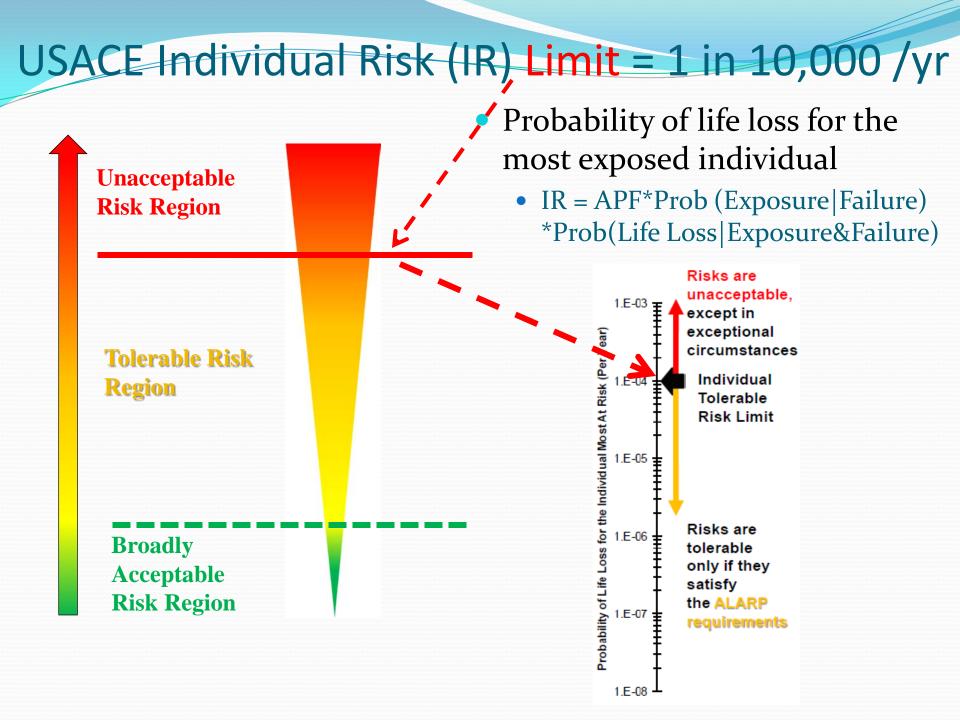
Unacceptable Risk Region

> Tolerable Risk Region

Increasing Individual Risk and Societal Concerns

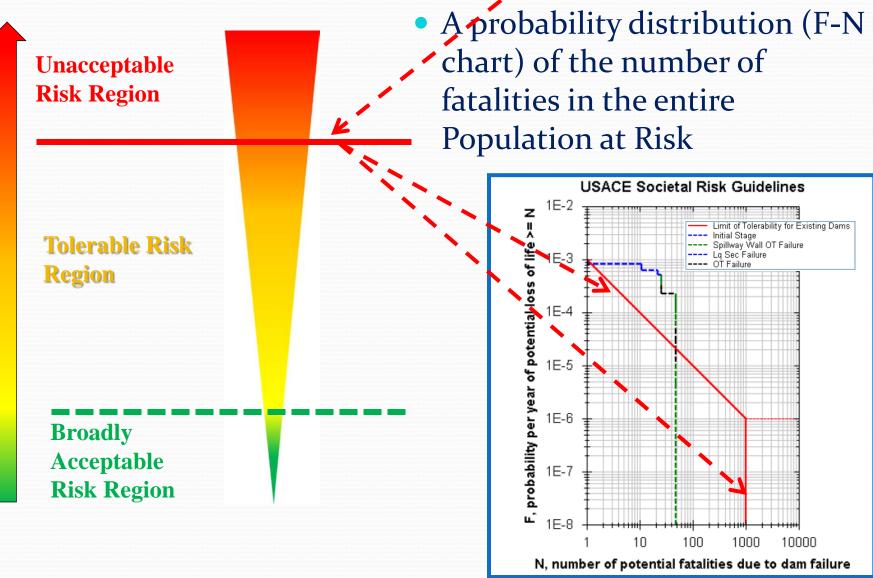
Broadly Acceptable Risk Region

 Optioneering: "One accepts
options, not risks" Fischhoff et
al. (1981)
 <u>Affordability</u> not considered
 Consider <u>risk transfers</u>
 E.g. d/s to u/s for dam raise
 <u>Accepted good practice</u> RISK
INFORMED
 Disproportionality of
incremental cost to incremental
risk reduction benefit (BCR
goal < 1.0, e.g. 0.1 - 0.33, Ford
Pinto class action ~ 1.0)
 Ultimately matter of judgment
 Considers societal concerns



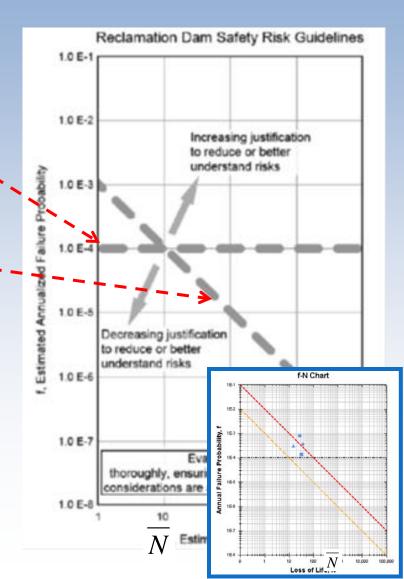
USACE Societal Risk, Limit

Increasing Individual Risk and Societal Concerns

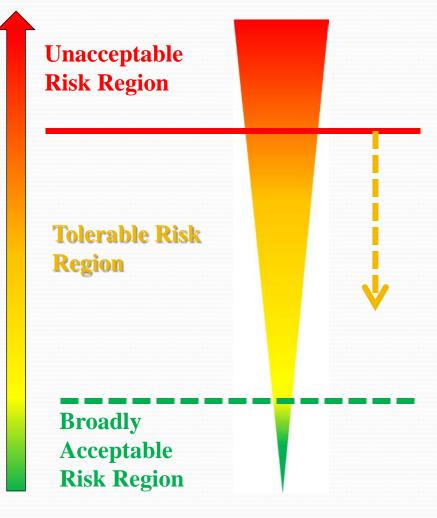


Reclamation (2011) dam safety risk guidelines chart

- Different to an F-N chart
- Annual Probability of failure (APF) guideline is horizontal line at 1 in 10 000/year
 - Originally based on Reclamation portfolio failure rates
 - Now referred to as a substitute for an individual risk guideline
- Annualized Life Loss (ALL) guideline is sloping line at 0.001 lives/year
- Reference lines not limits
 - generally target about an order below sloping line
- \overline{N} value on horizontal axis is a weighted average or expected value of life loss computed as ALL/APF.
 - Averaging is over all initiating events or loading types, all intervals of loading magnitude, all failure modes and all exposure combinations.
 - Life loss estimates for each combination are weighted by the likelihood that each combination will occur.

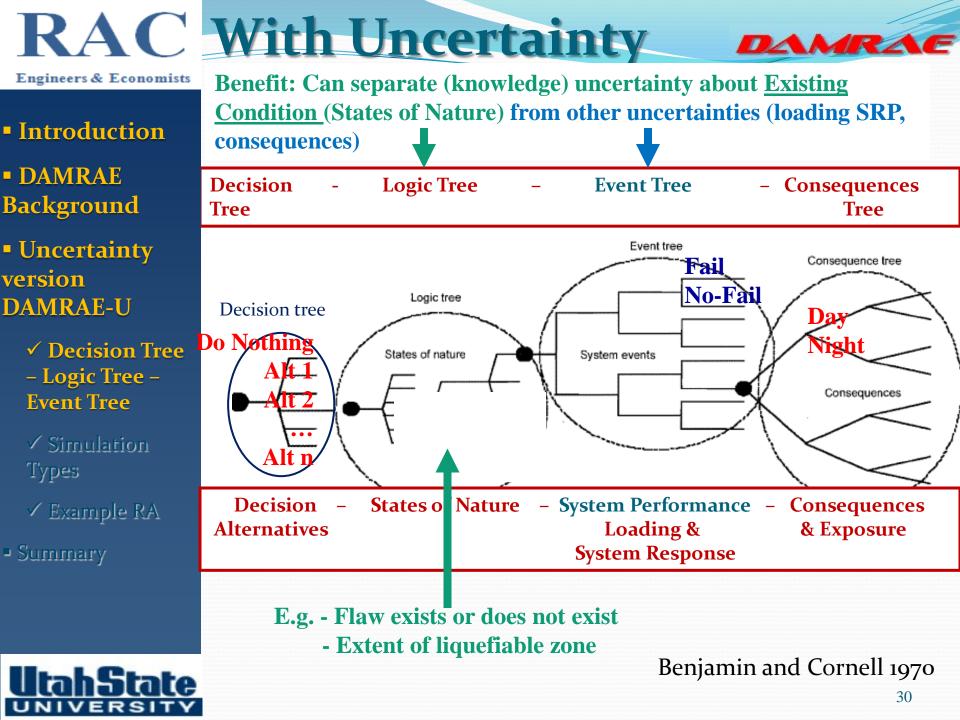


USACE Adequately Safe Dam: DSAC V



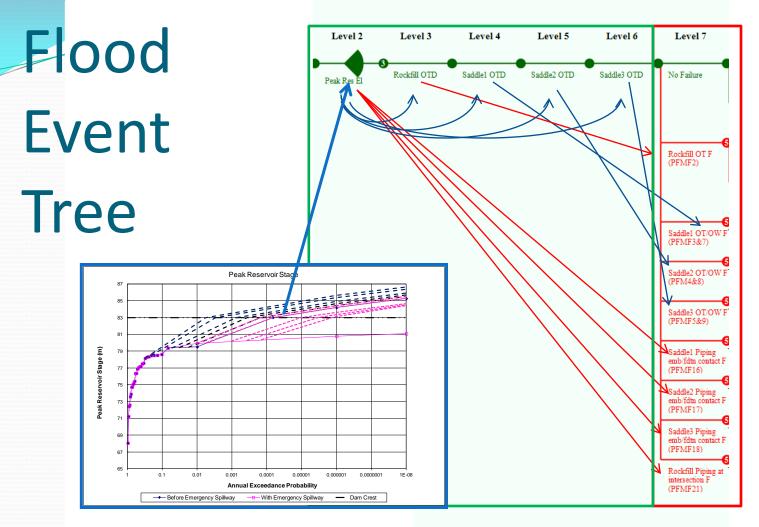
- Meets all essential USACE <u>engineering</u> <u>guidelines</u>,
- 2) With <u>no unconfirmed</u> <u>dam safety issues</u>, AND
- With <u>tolerable residual</u> <u>risk</u> (including ALARP)
 RISK INFORMED

Risk Analysis Model



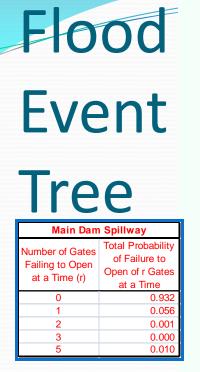
Application of Event Trees

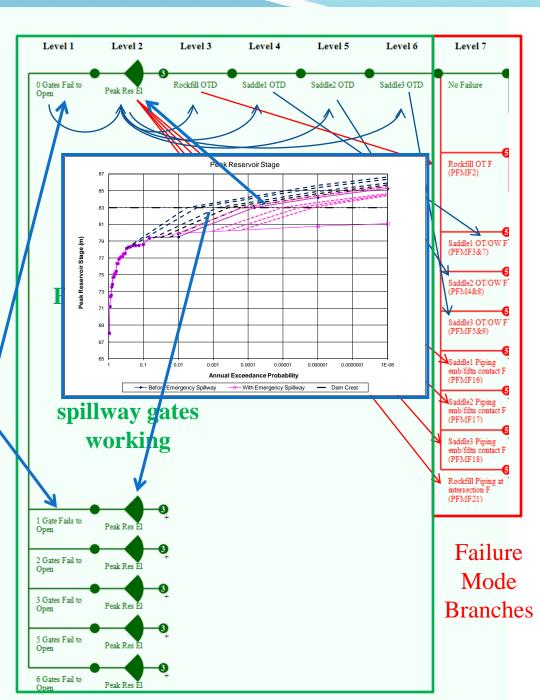
- Separate trees for each type of initiating event:
 - e.g. Floods & Earthquakes
 - **Independent** & additive (f_{Total} = f_{Flood} + f_{Earthquake})
 - Joint occurrences
- Branches at chance nodes can represent
 - System responses of the dam system to loading sequences
 - Human actions and interventions timeliness and effectiveness
 - **Emergency response** and factors affecting survival in flooding
 - **Continuously operating or standby systems** e.g. spillway gates



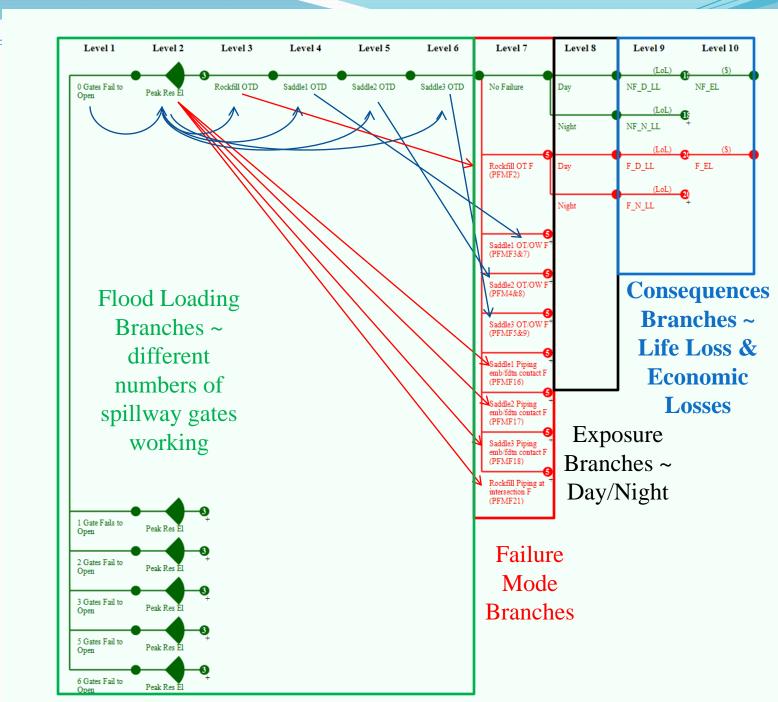
Flood Loading Branches

Failure Mode Branches





Flood Event Tree



Flood Hazard Requirements

Implications of risk approach

for specifying flood hazards:

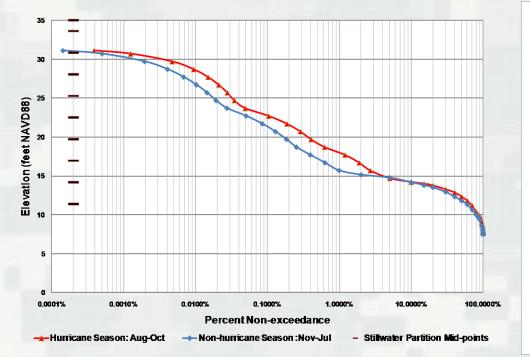
- Entire probability distribution of reservoir inflow floods up to and exceeding PMF
- Joint probability distribution of reservoir inflow floods and downstream floods needed where downstream consequences are affected by flows originating downstream of the reservoir that is being evaluated.
 - **Higher dimensional joint probability distributions** needed in cases where multiple reservoirs exist in the same catchment such that spatial and temporal correlations.
 - Continuous simulation may be needed for large basins with multiple reservoirs where there can be a range of combinations of storage levels or for reservoirs or lakes that have limited discharge capacity relative to inflow flood volumes, especially where these lakes are subject to significant wind effects.

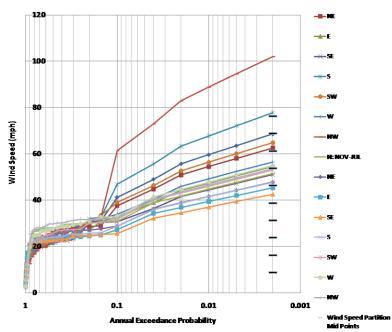
Loading Variables for Failure Modes

Primary Loading Variables

1) Stillwater elevation (E)

2) Peak annual wind speed (S_n) normal to the dike

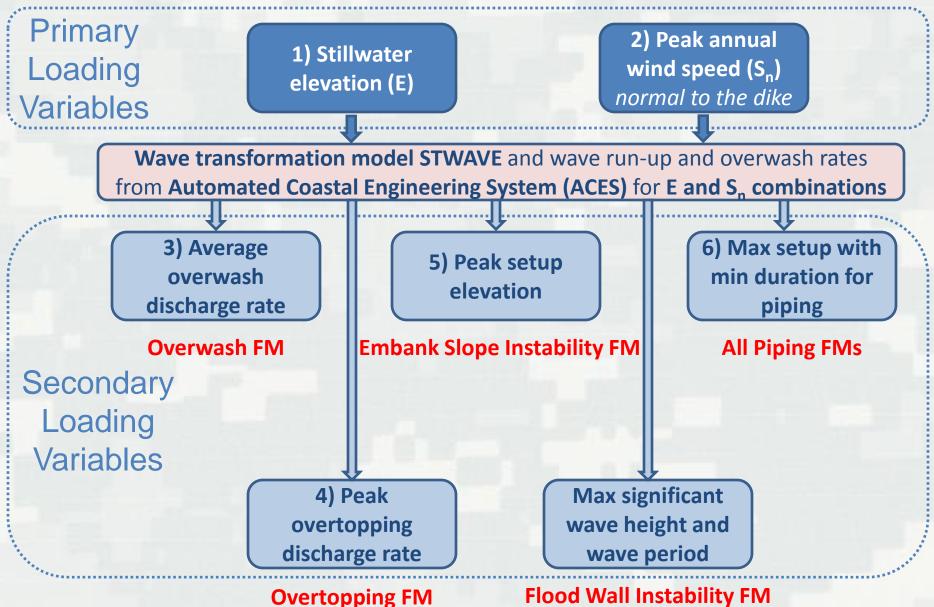




Stillwater Stage-duration for 2 wind seasons

Peak Annual Wind Speed for 2 seasons & 8 directions

Loading Variables for Failure Modes

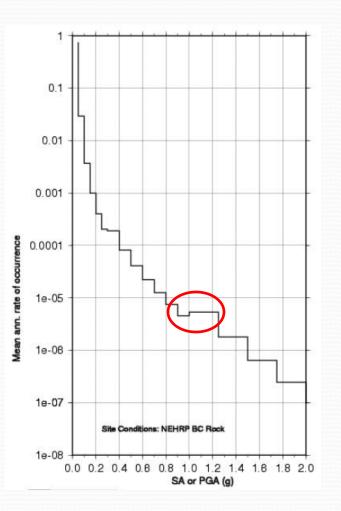


Earthquake Hazard

Coincident Reservoir Loading

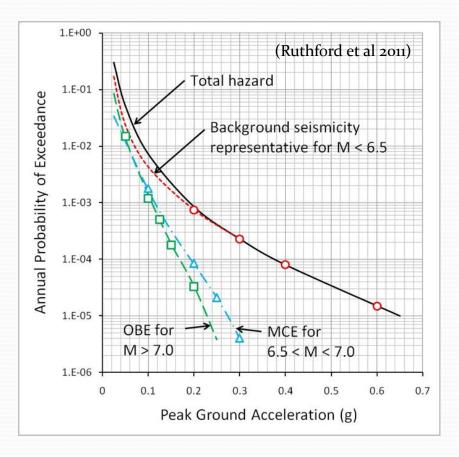
Earthquake Loading

- Peak ground acceleration (PGA) vs. annual exceedance probability (AEP) based on a site-specific hazard, or
- USGS Ground Motion Parameter Calculator for latitude and longitude:
 - <u>http://earthquake.usgs.gov/rese</u> <u>arch/hazmaps/design/</u>
- Generally, Hard Rock option used in central and eastern US and Firm Rock option in western US.



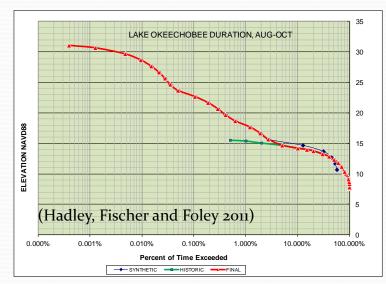
Earthquake Loading

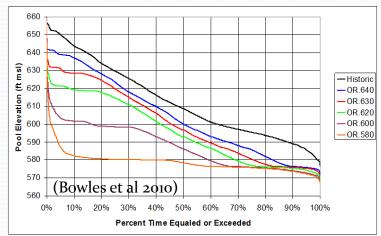
- Most likely magnitude (mode or Mhat) can be used for risk assessment unless performance is magnitude dependent such as for liquefaction.
- A deaggregated relationship for statistical mean and modal sources using USGS Banded Deaggregation tool:
 - <u>http://eqint.cr.usgs.gov/deaggba</u> nd/2002/index.php



Coincident Pool for Earthquake Loading

- Stage-duration based on current operating rules for existing dam
 - Extended to rare floods
- Modify if changes in operating rules are to be evaluated as a risk reduction measure
- Use seasonal stageduration relationships if significant differences in consequences with season





System response probabilities

Fragilities

Estimating system response probabilities

- 1) Observed frequencies
 - Mass-produced mechanical and electrical components
 - May need to adjust for operating and environmental differences
 - Historic data on internal erosion failures and incidents (E.g. UNSW, USACE Internal Erosion Toolbox)
 - Adjustment of historical frequencies for site-specific factors using Bayes'
 theorem and judgment
- 2) Reliability analysis
 - Deriving a distribution of interest from distributions on other variables (e.g., Taylor series expansion or Monte Carlo simulation)
 - Distribution of Factor of Safety from distributions of strength
 parameters

Estimating system response probabilities

- 3) Subjective probability
 - Expert elicitation
 - Must be evidence based
- 4) Fault Trees
 - E.g. spillway gate reliability

Consequences

Focus on life loss

Life-Loss Consequences

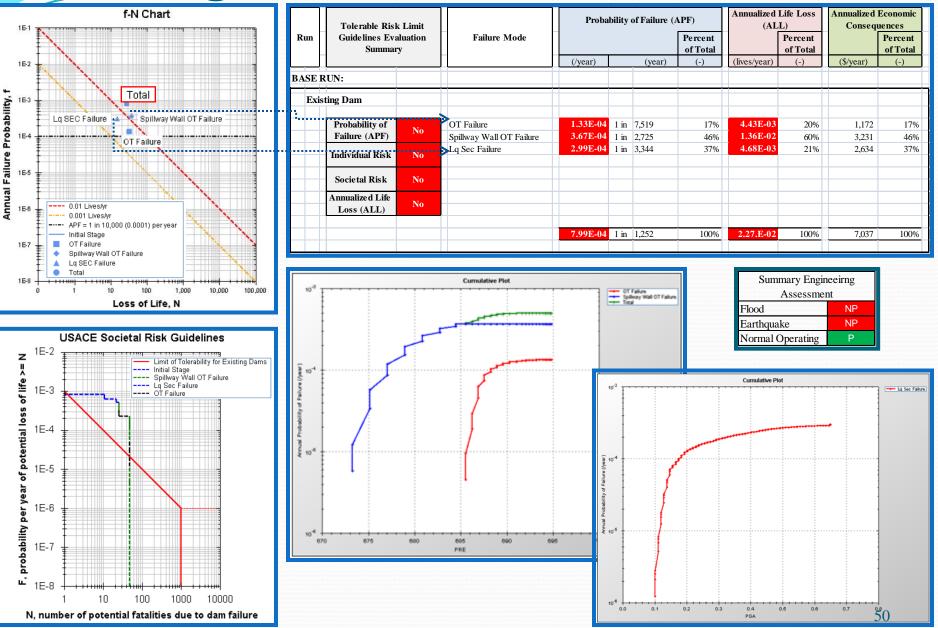
- 1) Semi-Empirical
 - USBR (Graham 1999)
 - Flood severity, Flood severity understanding and Warning time
 - Evacuation not separately considered
- 2) Spatially-Distributed Dynamic Simulation
 - **HEC FIA** (Simplified LIFESim)
 - No traffic modeling and no consideration of velocity effects
 - *LIFESim USU for USACE*
 - External flood simulation →Fate of buildings (shelters)
 →Warning and evacuation (traffic modeling)→Loss of life/survival
 - Uses readily available GIS data (HAZUS)
 - Provides estimates with uncertainty
 - LSM BC Hydro
 - Tracks individuals

Calculate the risk

Risk Analysis Calculations

- Precision Tree
 - Not ideal for dam safety applications
 - @Risk for uncertainty analysis
- Spreadsheets
 - Inflexible, inefficient and fragile
- DAMRAE (USACE, TVA, RAC)
 - RAC/USU for USACE
 - More efficient than Precision Tree and Spreadsheets
 - Free to federal agencies
 - Commercial licenses and training for consultants starting in 2013
 - DAMRAE-U with uncertainty analysis under development

Existing Dam Results



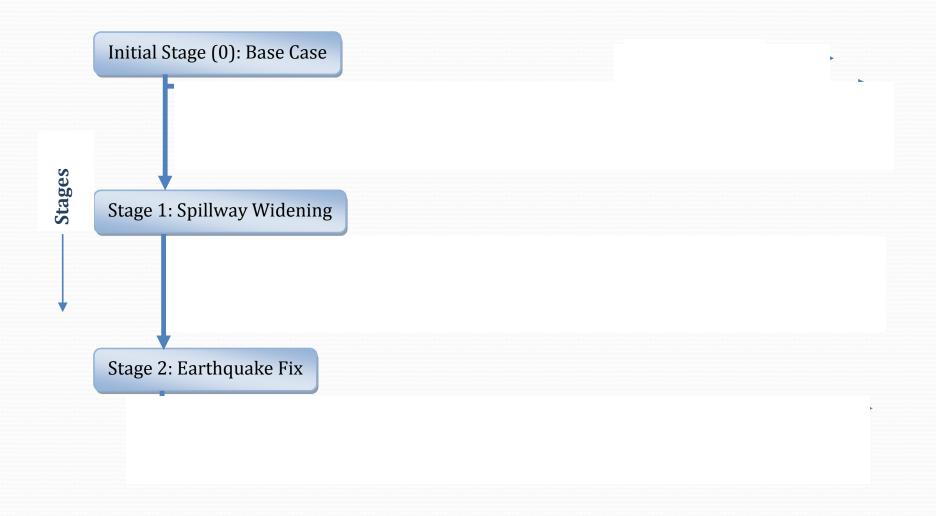
Risk-reduction – structural



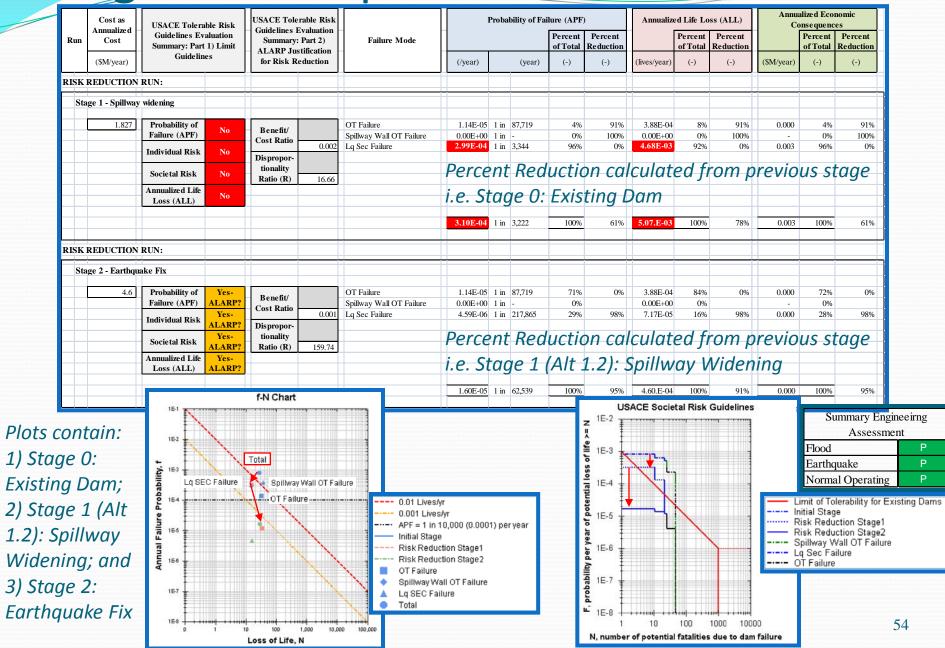
Alt 1.2 (Stage 1): Spillway Widening

																C				
		Cost as	USACE Tolerable Risk Guidelines Evaluation Summary: Part 1) Limit Guidelines		USACE Tolerable Risk Guidelines Evaluation Summary: Part 2) ALARP Justification for Risk Reduction		Failure Mode		Probability of Failure (APF				,	Annualized Life Loss (ALL)			Annualize d Economic Consequences			
	Run	Annualized – Cost										Percent	Percent	Percent Percent				Percent		
		(\$M/year)							(/year)	(year)		of Total (-)	(-)	(lives/year)	of Total (-)	(-)	(\$M/year)	of Total (-)	Reduction (-)	
	BASE RUN:										(jour)		()	(intensificant)	()	()	(one year)			
		isting Dam																		
		bung bun	Probability of				OT Failure		1.33E-04	1 in	7,519	17%		4.43E-03	20%		0.001	17%		
			Failure (APF)	No			Spillway Wall OT F	ailure	3.67E-04 2.99E-04	1 in	2,725	46%		1.36E-02 4.68E-03	60%		0.003	46%		
			Individual Risk	No			Lq Sec Failure		2.99E-04	1 in	3,344	37%		4.08E-03	21%		0.003	37%		
			Societal Risk	No																
			Annualized Life Loss (ALL)	No															-	
									7.99E-04	1 in	1.252	100%		2.27.E-02	100%	-	0	100%		
		REDUCTION																		
	Sta	ige 1 - Spillway	widening																	
		1.827	Probability of Failure (APF)	No	Benefit/ Cost Ratio		OT Failure Spillway Wall OT F	ailure	1.14E-05 0.00E+00		87,719 -	4% 0%	91% 100%	3.88E-04 0.00E+00	8% 0%	91% 100%	0.000	4% 0%	91% 100%	
			Individual Risk	No	Dispropor-	0.002	Lq Sec Failure		2.99E-04	1 in	3,344	96%	0%	4.68E-03	92%	0%	0.003	96%	0%	
			Societal Risk	No	tionality Ratio (R)	16.66			Perce	nt	Red	uctic	on cal	culat	ed fi	rom p	revio	us st	age	
			Annualized Life Loss (ALL)	No		10.00			i.e. St	tac	ne O:	Fxis	tina I	Dam						
			LUSS (ALL)		f-N Chart										1000/	790/	0.002	100%	(10)	
			1E-1						3.10E-04	1 in	3,222	100%	61% U	5.07.E-03		78% Guidelines	0.003 S	100%	61%	
Plots d	lots contain:			\									₽ ^{1E-2}]					Su	mmary Eng	ineeirng
1) Evic	1) Existing		162	N,									of life >=						Assessme	
		153 T	X X	Total								lo ss of					Flood Earthg	uake	P NP	
	Dam; 2) Alt 1.1:		Lq SE	C Failure	Spillway	Wall OT Fa	lure						9 IE-4	- \4				-	l Operating	
Raise	Raise Dam and		a 164 () Failure ()					1 Lives/yr					of potential loss				— u	imit of To	lerability for E	Existing Dams
Spillw	Spillway Walls;								0,000 (0.0001) per year											
	and 3) Alt 1.2			Initial Stage						ion Alternative1.1				aguar 16-6				Spillway Wall OT Failure		
				E D TFailure						ion Alternative1.2							0	— Lq Sec Failure — OT Failure		
	(Stage 1):			157 Spillway Wal									All 1E-7							
Spillw	ay		Ligsec Total						nie				تم ۲E-8							
	Widening			155						1 10 100 1000 10000 N, number of potential fatalities due to dam failure							52			
mach	g			Luss vi Lite, R									in, number of potential fatanties due to dain fandre							

Risk-reduction – structural



Stage 2: Earthquake Fix



Make the case for a decision

Recommend and make the case for a decision

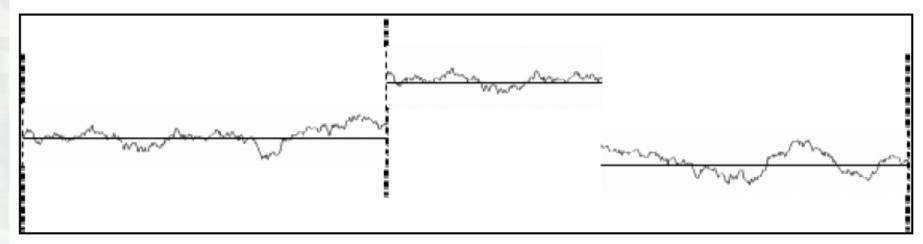
• A Logical Set of Arguments...

- Recommending additional safety-related action is justified, or no additional safety-related action is justified.
- The case is convincing when owners or regulators sense that the following are coherent:
 - the dam's existing condition and ability to withstand future loading,
 - the risk estimates,
 - and the recommended actions.
- Numbers are not the sole basis for decision-making
- Address the sensitivity (uncertainty) ... to key parameters ... and recommended actions

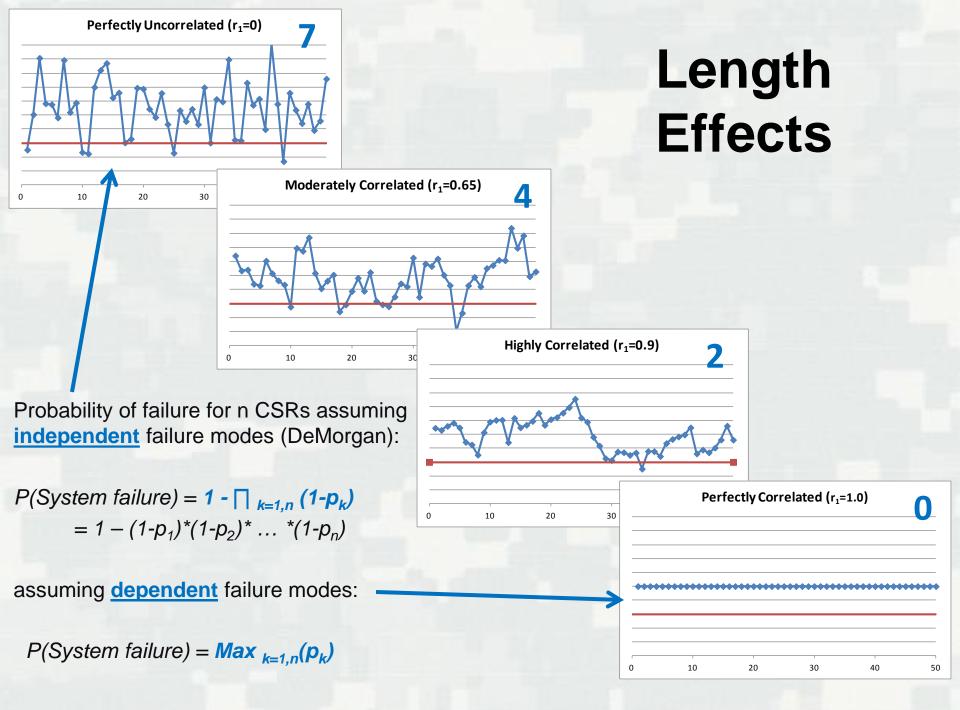
Nate Snorteland – USSD 2010

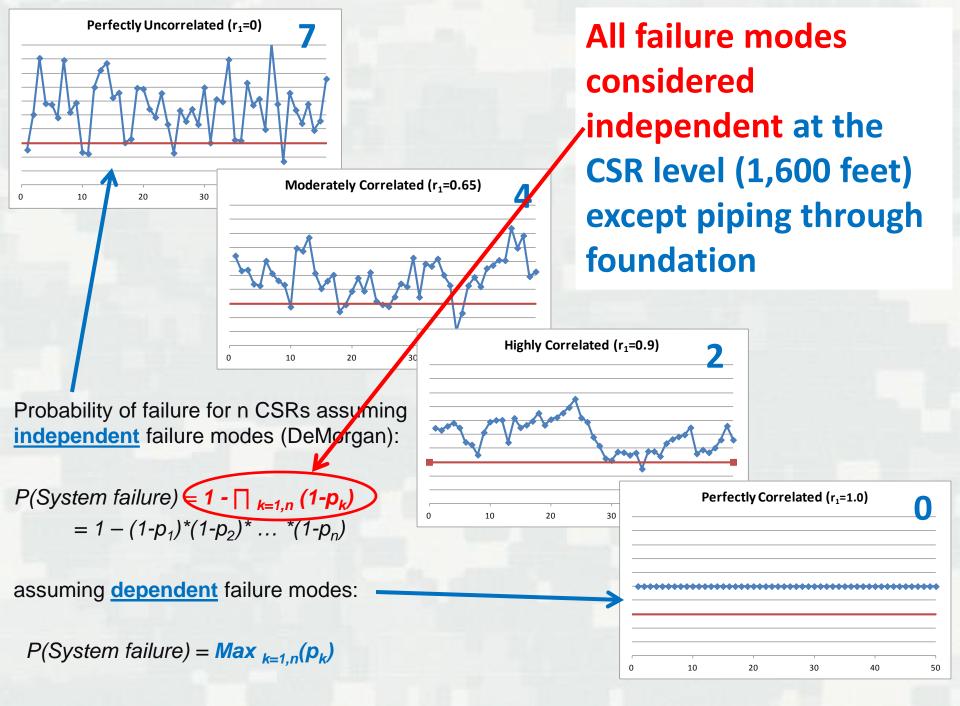
Long Dams - Levees Length Effects

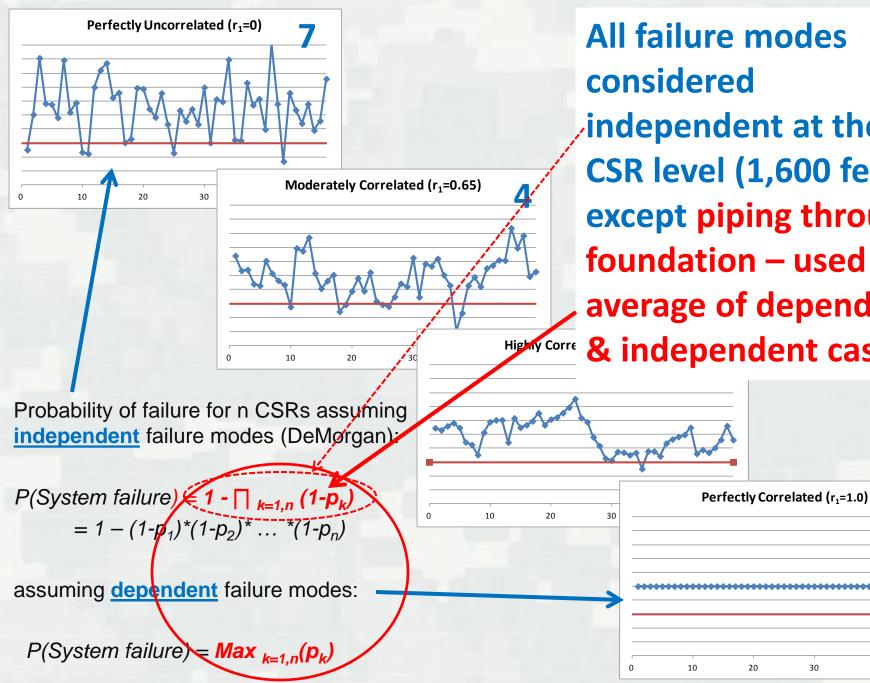
Length Effects are different to shifts in geotechnical conditions



- Figure 2. Schematic diagram showing the variability of some engineering property in space (e.g., soil strength, surge elevation, etc.). The spatial variability is divided into sections assessed to be homogeneous, and means are estimated for each.
 - the issue of length effects is related to the degree of spatial correlation in these properties rather than that the soils are classified to be the same or to have similar properties.
 - "correlation" here refers to an expected tendency for the failure of more than one adjacent CSR to occur during the same loading event combination and within the same geotechnical conditions.







All failure modes considered independent at the CSR level (1,600 feet) except piping through foundation – used average of dependent & independent cases

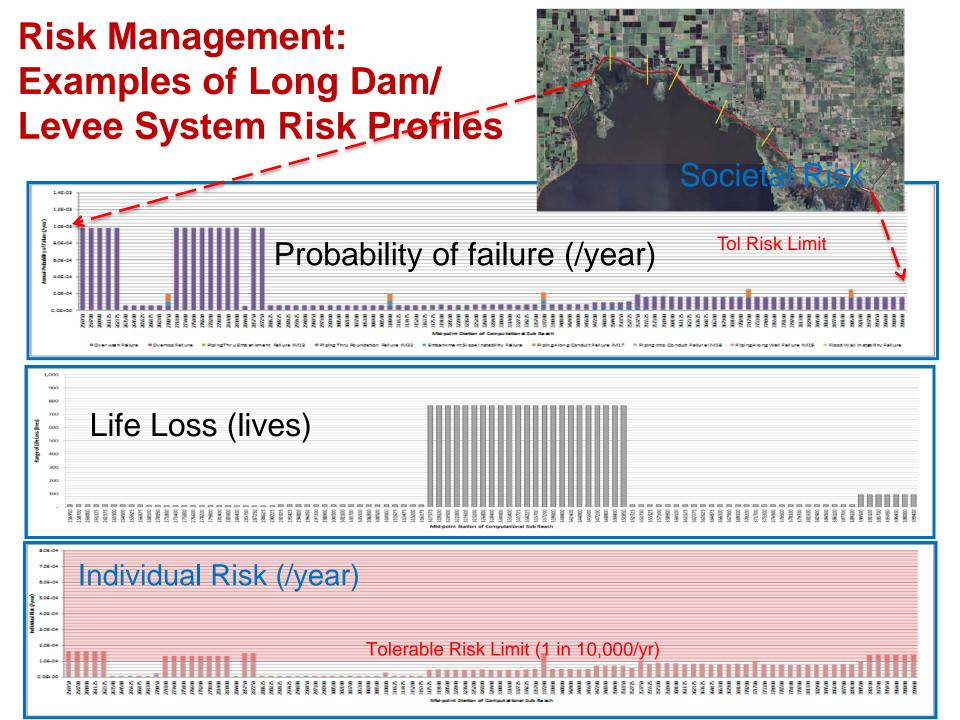
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Uncertainty

RAC Simulation Types DAMRAE-U Engineers & Economists > Deterministic Mode INPUTS: Natural variabilities in • loading, SRPs & consequences **Event INPUTS:** No (knowledge) uncertainties Tree • **RESULTS:** Only natural variabilities Introduction APF, ALL, etc DAMRAE **Uncertainty Mode** Background Event Tree (ET) Simulation (Type-0) INPUTS: Natural variabilities in • Uncertainty loading, SRPs & consequences Event **INPUTS:** ET uncertainties version Tree RESULTS: Lumps uncertainties & **DAMRAE-U** natural variabilities APF, ALL, etc Logic Tree (LT)-Event Tree Type-I ✓ Simulation Simulation **Types INPUTS:** <u>Separates uncertainties into</u> LT (Existing condition) and ET ✓ Example RA **Event** variables Logic RESULTS: Lumps LT & ET Tree • Tree Summary uncertainties and natural variabilities APF, ALL, etc Logic Tree-Event Tree Type-II Simulation **INPUTS:** Separates uncertainties into **Logic Tree** LT and ET variables **RESULTS:** Separates LT (Existing **Event** condition) uncertainties into separate Tree curves of ET uncertainty and natural APF, ALL, etc

variabilities

UNIVERSI



Results: Annual Probability of Failure (APF)

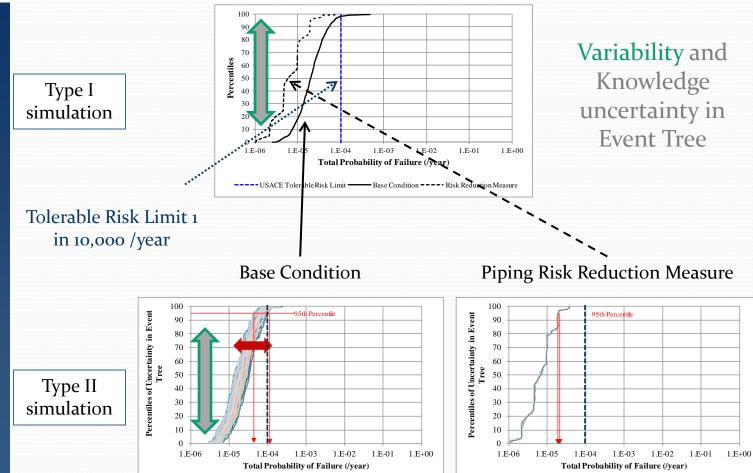
 Introduction
 DAMRAE Background
 Uncertainty version

DAMRAE-U

✓ Simulation Types

✓ Example RA -Results

Summary



Existing condition uncertainty (piping elevation threshold) in Logic Tree



Results: Annualized life loss estimates (ALL)

Introduction

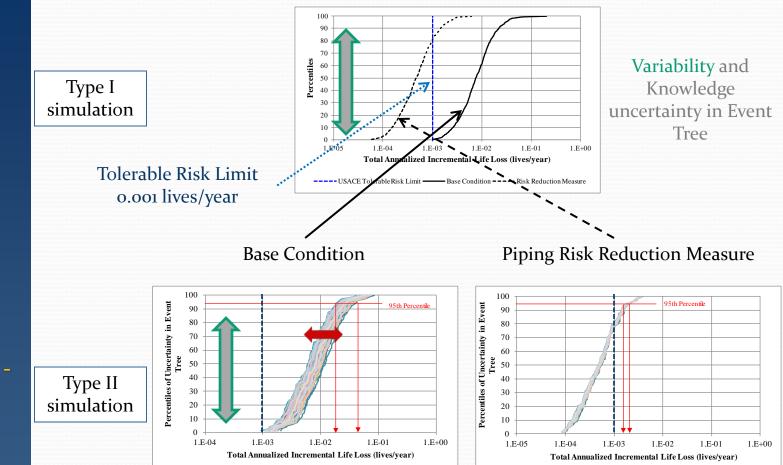
DAMRAE
 Background

Uncertainty version
 DAMRAE-U

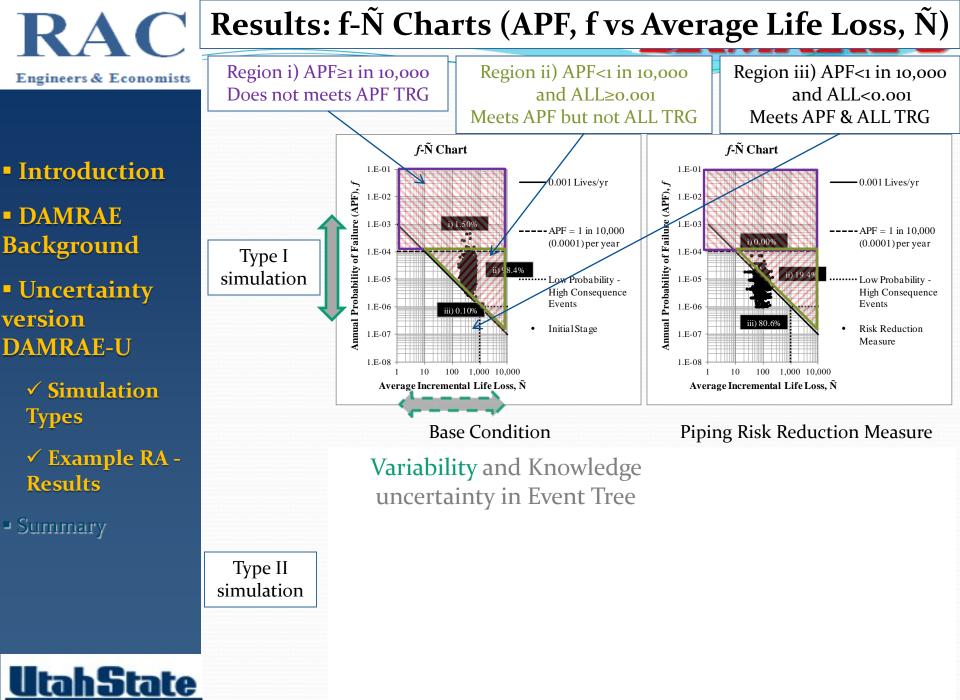
✓ Simulation Types

✓ Example RA -Results

Summary



Existing condition uncertainty (piping elevation threshold) in Logic Tree



RAC Engineers & Economists

Results: F-N Charts (AEP, F vs Life Loss, N)

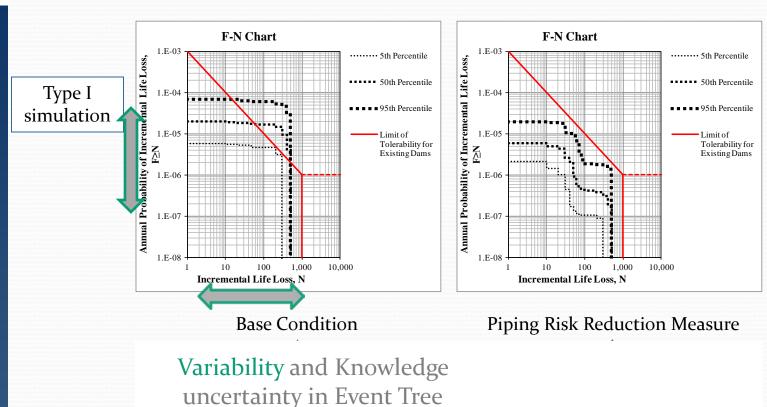
Introduction DAMRAE Background

• Uncertainty version **DAMRAE-U**

> ✓ Simulation **Types**

✓ Example RA -**Results**

Summary



Type II simulation

Conclusions

Information for assessing external

hazards at NPPs

- Flood hazard characterization
 - at all upstream dams and intervening areas below last dam and NPP

Dam performance

- full range of hazards including reliability of discharge facilities (e.g. spillway gates, effects of debris and ice, etc.)
- Dam breach modeling for all failure modes

Flood routing and inundation modeling

- for full range of no-breach and breach floods
- Performance of "perimeter" flooding protection (IA)
 - e.g. levees, closures, etc.

• Characterization of flooding risk at NPP (IA)

- all flooding paths
- All relevant flooding attributes and effects
 - peak elevations, time for EM, residual reservoir storage, power generation after dam failure, time for emergency measures)

Some areas for improvement

- More systematic use of Failure Modes Identification
- Better risk assessment scoping and risk model formulation
- Length effects
- PFHA
- System response probability estimation
- Reliability of discharge facilities (spillway gates)
- **Software** designed for dam safety RA e.g. DAMRAE
- Better consideration of **uncertainties**
- Effect on Non-breach/Non-failure risk
- "Making the case" to decision makers deliberative process
- Better integration with owner's business including

E-mail: David_S_Bowles@hotmail.com Home Page (including links to selected papers): http://uwrl.usu.edu/people/faculty/bowles.html