

NEI 16-05 [Revision 1]

External Flooding Assessment Guidelines

June 2016

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NEI 16-05 [Revision 1]

Nuclear Energy Institute

**External Flooding
Assessment Guidelines**

June 2016

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REVISION TABLE

Revision	Description of Changes	Date Modified	Responsible Person
0	Initial Issuance	April 2016	T. Zachariah
1	Incorporated clarifications from and industry comments to NRC Draft JLD-ISG-2016-01. Major changes include the trigger criteria for entering the process, a discussion of which flood mechanisms are required to be evaluated, an addition of discussion on consequential flood conditions, an addition of a likelihood discussion for a Path 4 evaluation and attributes of a probabilistic assessment in Appendix D.	June 2016	T. Zachariah

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TABLE OF CONTENTS

1	PURPOSE.....	1
2	BACKGROUND.....	1
3	REFERENCES.....	4
4	TERMS AND DEFINITIONS.....	7
5	FLOODING IMPACT ASSESSMENT PROCESS OVERVIEW.....	10
6	INITIAL EVALUATION PROCESS (BOX 2-4).....	15
6.1	IMPROVE REALISM OF FLOOD HAZARD EVALUATION (BOX 2).....	15
6.2	CHARACTERIZATION OF FLOOD PARAMETERS (BOX 3)	16
6.3	INITIAL EVALUATION OF FLOOD IMPACTS AND PROTECTION (BOX 4).....	19
6.3.1	Assess Flooding Impact on Plant Conditions	19
6.3.2	Determination of Available Physical Margin (APM).....	21
6.3.3	Determination of Appropriate Process Path.....	22
7	FOCUSED EVALUATION PROCESS (PATH 1-3).....	23
7.1	PATH 1: DEMONSTRATE FLOOD MECHANISM IS BOUNDED (BOX 2A-2B-2C).....	23
7.2	PATH 2: DEMONSTRATE EFFECTIVE FLOOD PROTECTION (BOX 5-6)	24
7.3	PATH 3: DEMONSTRATE A FEASIBLE RESPONSE TO LIP (BOX 7-8)	24
8	FULL SCOPE INTEGRATED ASSESSMENT PROCESS (PATH 4-5)	26
8.1	PATH 4: DEMONSTRATE EFFECTIVE MITIGATION (BOX 9-10).....	26
8.2	PATH 5: SCENARIO BASED APPROACH (BOX 11-12)	27
8.2.1	Objective.....	27
8.2.2	Develop and Characterize Scenarios (Box 11a)	32
8.2.3	Identify Scenarios with Effective Flood Protection (Box 11b-11c)	33
8.2.4	Determine Appropriate Evaluation for Scenarios (Box 11d)	34
8.2.5	Feasible Response of Appropriate Scenarios (Box 11e)	35
8.2.6	Effective Mitigation of Appropriate Scenarios (Box 11f)	36
8.2.7	Identification of Potential Enhancements (Box 11g)	36
9	DOCUMENTATION.....	37
9.1	DOCUMENTATION FOR PATH 1.....	37
9.2	DOCUMENTATION FOR PATH 2.....	37
9.3	DOCUMENTATION FOR PATH 3.....	38
9.4	DOCUMENTATION FOR PATH 4.....	39

9.5 DOCUMENTATION FOR PATH 5.....	39
APPENDIX A: REDUCTION OF CONSERVATISMS	42
A.1 CHARACTERIZATIONS OF CONSERVATISMS	42
A.2 IDENTIFY FLOOD MECHANISMS WITH CONSERVATISMS.....	42
A.3 CONSIDERATIONS FOR INDIVIDUAL FLOOD-CAUSING MECHANISMS	42
A.4 APPENDIX A SPECIFIC REFERENCES	49
APPENDIX B: EVALUATION OF PASSIVE & ACTIVE FEATURES	52
B.1 DETERMINATION OF ADEQUATE AVAILABLE PHYSICAL MARGIN	52
B.2 RELIABILITY OF FLOOD FEATURES	54
B.2.1 PERMANENT, PASSIVE, EXTERIOR AND INCORPORATED FEATURES	54
B.2.1.1 Earthen Embankments (Earth Dams, Levees and Dikes)	54
B.2.1.2 Floodwalls.....	56
B.2.1.3 Seawalls	57
B.2.1.4 Concrete Barriers	57
B.2.1.5 Plugs and Penetrations Seals	58
B.2.1.6 Storm Drainage Systems.....	58
B.2.2 ACTIVE FEATURES	59
B.2.2.1 Active Components	59
B.2.3 TEMPORARY FEATURES	63
B.3 APPENDIX B SPECIFIC REFERENCES.....	64
APPENDIX C: EVALUATION OF SITE RESPONSE	65
C.1 OBJECTIVE.....	65
C.2 OVERALL PROCESS OF EVALUATING A FLOOD RESPONSE STRATEGY	65
C.3 DEFINING CRITICAL PATH AND IDENTIFYING TIME SENSITIVE ACTIONS (TSAs)	66
C.4 EVALUATING FEASIBLE ACTIONS	66
C.5 DEMONSTRATING AN ADEQUATE SITE RESPONSE STRATEGY	67
C.5.1 Procedural Trigger to Initiate Response	68
C.5.2 Organizational Response to Procedure Initiation	68
C.5.3 Expected Environmental Conditions	69
C.5.3.1 Qualitative Assessment.....	69
C.5.3.2 Quantitative Assessment.....	70
C.5.4 Flood Response Strategy Timeline Analysis.....	71

APPENDIX D: METHODS FOR ESTIMATING LIKELIHOOD OF FLOODING 77

D.1 OBJECTIVE.....77

D.2 METHODS OF ESTIMATING LIKELIHOOD OF FLOODING.....78

D.3 PROBABILISTIC CONSIDERATIONS FOR COMBINED EFFECT FLOODS84

D.4 APPENDIX D SPECIFIC REFERENCES85

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EXTERNAL FLOODING ASSESSMENT GUIDELINES

1 PURPOSE

This document describes the Flooding Impact Assessment Process (FIAP). The process provides methods for demonstrating the adequacy of the existing plant design and mitigating strategies for responding to the reevaluated flooding hazards that exceed a facility's design basis flood level. The overall process concept is described in Section 5. The FIAP is only required if the reevaluated flooding hazards submitted pursuant to the 50.54(f) request are not bounded by the site's design basis or licensing basis. The process described in this guidance is intended to meet the requirement of an Integrated Assessment identified in the 50.54(f) letter, however it incorporates the changes described in the NRC closure plan detailed in COMSECY-15-0019. Specifically, COMSECY-15-0019 and this process includes the option for sites to perform a Focused Evaluation to fully complete their response to the 50.54(f) request without the need for sites to perform an Integrated Assessment and for NRC to perform Phase 2 decision making.

Following receipt of the NRC staff assessment of the FHRR, the FIAP can be completed to satisfy the 50.54(f) request and subsequent NRC guidance provided on September 1, 2015 (reference 20, ML15174A257). Alternatively, licensees may use the methodology described in this document upon receipt of the NRC interim letter providing the flood hazard parameters for use in the Mitigating Strategies Assessments (MSA) of NEI 12-06, Appendix G. Flood mechanisms that are required to be evaluated in the FIAP are only those identified in the interim letters or staff assessments as being non-bounded solely by flood level (whether maximum still-water or wind-wave run-up elevation). For these unbounded mechanisms, licensees should confirm that information not explicitly addressed in the interim letters such as the event duration parameters and associated effects have been accepted and documented (e.g. Staff Assessments, Audit Reports, or other official correspondence) by the NRC. Licensees should discuss and resolve any concerns of unreviewed information with the appropriate NRC project manager prior to the initiation of this process.

2 BACKGROUND

In response to the nuclear fuel damage at the Fukushima-Dai-ichi power plant due to the March 11, 2011 earthquake and subsequent tsunami, the United States Nuclear Regulatory Commission (NRC) established the Near Term Task Force (NTTF) to conduct a systematic review of NRC processes and regulations, and to make recommendations to the Commission for its policy direction. The NTTF reported a set of recommendations that were intended to clarify and strengthen the regulatory framework for protection against natural phenomena.

On March 12, 2012, the NRC issued an information request pursuant to Title 10 of the Code of Federal Regulations, Section 50.54 (f). In Enclosure 2 of the 50.54(f) letter, the NRC requested that licensees "reevaluate the flooding hazards at their sites against present-day regulatory guidance and methodologies being used for early site permits and combined license reviews." Licensees were requested to perform a reevaluation of all appropriate external flooding sources, including the effects from local intense precipitation on the site, probable maximum flood (PMF)

on stream and rivers, storm surges, seiches, tsunamis, and dam failures. Key guidelines used to perform the reevaluations include:

- U.S. Nuclear Regulatory Commission (NRC). 2007. NUREG-0800, “Standard Review Plan for the Review of Safety Analysis Reports for Nuclear Power Plants: LWR Edition – Site Characteristics and Site Parameters (Chapter 2),” ML070400364, March 2007.
- U.S. Nuclear Regulatory Commission (NRC). 2011. NUREG/CR-7046, PNNL-20091, *Design-Basis Flood Estimation for Site Characterization at Nuclear Power Plants in the United States of America*. ML11321A195, November 2011.
- U.S. Nuclear Regulatory Commission (NRC). 1977. *Design Basis Flood for Nuclear Power Plants*. Regulatory Guide 1.59, Rev. 2, Washington, D.C.
- American Nuclear Society (ANS). 1992. *American National Standard for Determining Design Basis Flooding at Power Reactor Sites*. Prepared by the American Nuclear Society Standards Committee Working Group ANS-2.8, La Grange Park, Illinois.
- U.S. Nuclear Regulatory Commission (U.S. NRC), "NUREG/CR-6966: Tsunami Hazard Assessment at Nuclear Power Plant Sites in the United States of America", Springfield, VA: National Technical Information Service, March 2009.
- U.S. Nuclear Regulatory Commission (U.S. NRC), "NUREG/CR-7134: The Estimation of Very-Low Probability Hurricane Storm Surges for Design and Licensing of Nuclear Power Plants in Coastal Areas", Springfield, VA: National Technical Information Service, October 2012.
- U.S. Nuclear Regulatory Commission (U.S. NRC), "Guidance for Performing a Tsunami, Surge and Seiche Hazard Assessment, Revision 0," Japan Lessons-Learned Project Directorate Interim Staff Guidance, JLD-ISG-2012-06, January 4, 2013.
- U.S. Nuclear Regulatory Commission (U.S. NRC), "Guidance for Assessment of Flooding Hazards Due to Dam Failure," Japan Lessons-Learned Project Directorate Interim Staff Guidance, JLD-ISG-2013-01, Revision 0, July 29, 2013.

The 50.54(f) request also required utilities to provide an Integrated Assessment Report for sites where the design-basis or licensing-basis floods do not bound each of the reevaluated flood mechanisms.

Subsequent to the 50.54(f) request, ongoing discussions within the NRC and industry resulted in a reassessment of the Flooding Impact Assessment Process. On May 26, 2015, the NRC deferred until further notice, the due date for licensees to respond to the request for the Integrated Assessment Reports (ML15112A051, reference 18). This deferral was due to the staff's ongoing effort to respond to the Commission's direction in the “Staff Requirements - COMSECY-14-0037 - Integration of Mitigating Strategies for Beyond-Design-Basis External Events and the Reevaluation of Flooding Hazards,” issued on March 30, 2015 (ML15089A236, reference 17). On June 30, 2015, the staff issued COMSECY-15-0019, describing the closure plan for the reevaluation of flooding hazards for operating nuclear power plants (ML15153A104, reference 19). The Commission approved the closure plan on July 28, 2015 (ML15209A683, reference 20).

On September 1, 2015, the NRC described changes in the NRC's approach to the flood hazard reevaluations (ML15174A257, reference 21). This letter describes the approach for the Flooding Impact Assessment Process that licensees should follow. As described in the letter:

Licensees for operating nuclear reactors have submitted or are currently preparing the information requested in the 50.54(f) letter. The flood hazard reevaluations apply present-day guidance and methods to calculate postulated, conservative flooding hazards. This information supports assessing the potential impact of such flooding events on the sites. Integrated assessments were originally requested for those plants with calculated values exceeding their design-basis flood to help identify plant vulnerabilities, potential plant improvements, and to support the evaluation of possible regulatory actions in response to the flooding reevaluations prepared in response to the 50.54(f) letter. Concurrent with the reevaluation of flood hazards, licensees were required to develop and implement mitigating strategies using the most recent external hazard information in accordance with NRC Order EA-12-049, "Requirements for Mitigation Strategies for Beyond-Design-Basis External Events" (ADAMS Accession No. ML 12054A735).

The NRC staff and industry have long recognized the difficulty in developing and implementing mitigating strategies before completing the reevaluation of flood hazards. The staff described these issues and provided recommendations to the Commission on how best to integrate these related activities in COMSECY-14-0037, "Integration of Mitigating Strategies for Beyond-Design-Basis External Events and the Reevaluation of Flooding Hazards," dated November 21, 2014 (ADAMS Accession No. ML 14309A256). The Commission issued a Staff Requirements Memorandum (SRM) on March 30, 2015 (ADAMS Accession No. ML 15089A236), affirming that the Commission expected licensees for operating nuclear power plants to address the reevaluated flooding hazards within their mitigating strategies for beyond-design-basis external events and directing the NRC staff to develop a plan for revising guidance and developing criteria for appropriately assessing the reevaluated flooding hazards.

The NRC staff has, as directed by the Commission, revised the original regulatory approach and developed a graded approach for determining the need for, and scope of, plant-specific integrated assessments such that the agency's focus is commensurate with the safety significance of the reevaluated flooding hazards.

The letter goes on to describe the Mitigating Strategies Assessment for flooding which has been included in Appendix G of NEI 12-06, Revision 2 (reference 22), endorsed by the NRC in reference 23. In addition, it describes guidance for "a graded approach to flooding reevaluations and provide for more focused evaluations of local intense precipitations and available physical margin in lieu of proceeding to an integrated assessment. The guidance describing this screening process and clarification of the guidance for performing revised integrated assessments to reflect lessons learned and the Commission's SRM on COMSECY-14-0037 is expected to be issued by mid-2016."

This document, NEI 16-05, describes the revised Flooding Impact Assessment Process that licensees should use to close out the 50.54(f) request for flooding. This process will allow

licensees with flood mechanisms not bounded by the design basis flood level identified in the FHRR to complete the flooding reevaluation efforts pursuant to the 50.54(f) request.

3 REFERENCES

1. U.S. Nuclear Regulatory Commission Regulatory Guide 1.59, Design Basis Flood for Nuclear Power Plants, Rev. 2, 1977.
2. U.S. Nuclear Regulatory Commission Regulatory Guide 1.59, Design Basis Flood for Nuclear Power Plants, Rev. 2, 1977.
3. American Nuclear Society, ANS-2.8, American National Standard for Determining Design Basis Flooding at Power Reactor Sites. Prepared by the American Nuclear Society Standards Committee Working Group, 1992.
4. Nuclear Regulatory Commission NUREG-0800, "Standard Review Plan for the Review of Safety Analysis Reports for Nuclear Power Plants: LWR Edition – Site Characteristics and Site Parameters (Chapter 2)", March 2007, ADAMS Accession No. ML070400364.
5. U.S. Nuclear Regulatory Commission (U.S. NRC), "NUREG/CR-6966: Tsunami Hazard Assessment at Nuclear Power Plant Sites in the United States of America", Springfield, VA: National Technical Information Service, March 2009. ADAMS Accession No. ML082810348.
6. U.S. Nuclear Regulatory Commission, "Recommendations for Enhancing Reactor Safety in the 21st Century, The Near-Term Task Force Review of Insights from the Fukushima Dai-ichi Accident," Enclosure to SECY-11-0093, July 12, 2011, ADAMS Accession No. ML111861807.
7. U.S. Nuclear Regulatory Commission NUREG/CR-7046, PNNL-20091, Design-Basis Flood Estimation for Site Characterization at Nuclear Power Plants in the United States of America, November 2011, ADAMS Accession No. ML11321A195.
8. U.S. Nuclear Regulatory Commission, Request for Information Pursuant to Title 10 of the Code of Federal Regulations 50.54(f) Regarding Recommendations 2.1, 2.3, and 9.3, of the Near-Term Task Force Review of Insights from the Fukushima Dai-ichi Accident, March 12, 2012, ADAMS Accession No. ML12053A340.
9. U.S. Nuclear Regulatory Commission. "Recommended Actions To Be Taken without Delay from the Near Term Task Force Report," SECY-11-0124, September 9, 2011, ADAMS Accession No. ML11245A158.
10. U.S. Nuclear Regulatory Commission. "Prioritization of Recommended Actions To Be taken in Response to Fukushima Lessons Learned," SECY-11-0137, October 3, 2011, ADAMS Accession No. ML11272A111.

11. U.S. Nuclear Regulatory Commission. Staff Requirements - SECY-11-0093 - Near-Term Report and Recommendations for Agency Actions Following the Events in Japan, August 19, 2011, ADAMS Accession No. ML112310021.
12. U.S. Nuclear Regulatory Commission. Staff Requirements - SECY-11-0124 - Recommended Actions To Be Taken without Delay from the Near-Term Task Force Report, October 18, 2011, ADAMS Accession No. ML112911571.
13. U.S. Nuclear Regulatory Commission NUREG/CR-7134: The Estimation of Very-Low Probability Hurricane Storm Surges for Design and Licensing of Nuclear Power Plants in Coastal Areas, October 2012, ADAMS Accession No. ML12310A025.
14. U.S. Nuclear Regulatory Commission, NRC Responses to Public Comments, Japan Lessons-Learned Project Directorate Interim Staff Guidance JLD-ISG-2012-05: Guidance for Performing the Integrated Assessment for Flooding in Response to the March 2012 Request for Information Letter, November 30, 2012, ADAMS Accession No. ML12311A216.
15. U.S. Nuclear Regulatory Commission, Japan Lessons-Learned Project Division Interim Staff Guidance, JLD-ISG-2012-06: Guidance for Performing a Tsunami, Surge and Seiche Hazard Assessment, Revision 0, January 4, 2013, ADAMS Accession No. ML12314A412.
16. U.S. Nuclear Regulatory Commission, Japan Lessons-Learned Project Division Interim Staff Guidance, JLD-ISG-2013-01: Guidance for Assessment of Flooding Hazards Due to Dam Failure, Revision 0, July 29, 2013, ADAMS Accession No. ML13151A153.
17. U.S. Nuclear Regulatory Commission, "Integration of Mitigating Strategies for Beyond-Design-Basis External Events and the Reevaluation of Flooding Hazards", November, 21, 2014, COMSECY-14-0037, ADAMS Accession No. ML14309A256.
18. U.S. Nuclear Regulatory Commission, "Staff Requirements – COMSECY-14-0037 – Integration of Mitigating Strategies for Beyond-Design-Basis External Events and the Reevaluation of Flooding Hazards", March 30, 2015, ADAMS Accession No. ML150089A236.
19. U.S. Nuclear Regulatory Commission, "Response Requirements for Request for Information Pursuant to Title 10 of the Code of Federal Regulations 50.54(f) Regarding Flooding Hazard Integrated Assessments for Recommendation 2.1 of the Near-Term Task Force Review of Insights from the Fukushima Dai-ichi Accident", May 26, 2015, ADAMS Accession No. ML15112A051.
20. U.S. Nuclear Regulatory Commission, COMSECY-15-0019, "Closure Plan for the Reevaluation of Flooding Hazards for Operating Nuclear Power Plants", June 30, 2015, ADAMS Accession No. ML15153A104.

21. U.S. Nuclear Regulatory Commission. "Staff Requirements – COMSECY-15-0019 – Closure Plan for the Reevaluation of Flooding Hazards for Operating Nuclear Power Plants", July 28, 2015, ADAMS Accession No. ML15209A682.
22. U.S. Nuclear Regulatory Commission. "Coordination of Requests for Information Regarding Flooding Hazard Reevaluations and Mitigating Strategies for Beyond-Design-Basis External Events", September 1, 2015, ADAMS Accession No. ML15174A257.
23. NEI 12-06, Diverse and Flexible Coping Strategies (FLEX) Implementation Guide, Revision 2, December 2015.
24. U.S. Nuclear Regulatory Commission, Japan Lessons-Learned Project Directorate Interim Staff Guidance, JLD-ISG-2012-01, Revision 1 and Comment Resolution, January 22, 2016, ADAMS Accession No. ML15357A142.
25. EPRI Report 3002003013, Riverine Probabilistic Flooding Hazard Analysis Pilot, Technical Update, August 2014.
26. EPRI Report 3002004400, Local Precipitation-Frequency Studies, Development of 1-Hour/1-Square Mile Precipitation-Frequency Relationships for Two Example Nuclear Power Plant Sites, Final Report, October 2014.
27. EPRI Report 3002005292, External Flooding Hazard Analysis, State of Knowledge Assessment, Technical Update, October, 2015.
28. EPRI Report 3002005423, Flood Protection Systems Guide, Final Report, November 2015.
29. Nuclear Energy Institute (NEI) white paper, "Warning Time for Maximum Precipitation Events" as endorsed by the NRC on April 23, 2015 (ADAMS Accession No. ML15110A080). The white paper was subsequently issued by NEI on May 1, 2015 as NEI 15-05, "Warning Time for Local Intense Precipitation Events."

4 TERMS AND DEFINITIONS

AIMs – assumptions, inputs, and methods.

Anticipatory action – Actions completed in preparation for the occurrence of an event based upon the receipt of notification of the event due to the availability of warning time.

Available physical margin (APM) - The difference between the flood parameter(s) expected to result in failure of a flood protection feature and the corresponding reevaluated flood parameter(s).

BDB – Beyond design basis.

Consequential flooding conditions – These conditions represent the least severe flood that could adversely affect a Key SSC and potentially fail a key safety function (KSF). Specifically, these are the parameters where a flood could exceed the capability of protection features such that Key SSCs could potentially fail.

Annual Exceedance Frequency – $1/p$, where p = probability that a flood is equaled or exceeded in any given year.

Feasible Response – Protection or mitigation response strategies that meet the requirements of NEI 12-06.

FLEX - Diverse and Flexible Coping Strategies (FLEX) as described in NEI 12-06, also known as mitigating strategies. These strategies also include Alternate Mitigating Strategies (AMS) and Targeted Hazard Mitigating Strategies (THMS).

Flood hazard – The potential for flood causing mechanisms to adversely affect a nuclear plant site.

Flood hazard reevaluation report (FHRR) - The reevaluated flooding hazard information that was submitted by each licensee to the NRC pursuant to the 50.54(f) request of March 12, 2012 and any relevant response to requests for additional information.

Flood mechanism – Flooding from a particular source, such as storm surge, dam failure, or local intense precipitation. The scope of flood mechanism for the FIAP are defined in Section 1 of this document.

Flood mitigation – The response to flood conditions that can fail Key SSCs by maintaining or restoring KSFs using alternate SSCs or temporary equipment.

Flood Protection Feature – Features used to prevent flood conditions from adversely affecting SSCs. These features may be incorporated or temporary features, and may also be passive or active. Examples include walls, embankments, sump pumps, barriers, seals, gates, stop logs, doors, hatches, sandbags, inflatable barriers.

Flood scenario – A particular event that presents specific flood conditions for a given flood mechanism. A flood mechanism can lead to multiple flood scenarios of varying consequence.

Focused Evaluation – A FIAP evaluation that follows Path 1, 2, or 3 on Figure 5-1 of this document. NRC staff verification that the evaluation meets the criteria specified in this document fulfills and concludes the information request pursuant to the 50.54(f) request of March 12, 2012 and does not require the completion of an integrated assessment.

Integrated Assessment – A scope of the FIAP that follows Path 4 or 5 on Figure 5-1 of this report. NRC staff acceptance of this evaluation fulfills licensees' obligation to provide information pursuant to the 50.54(f) request of March 12, 2012.

Hierarchical hazard assessment (HHA) – A method described in NUREG/CR-7046 (Ref 7) that uses increasing levels of refinement as needed to iteratively define a flood mechanism.

HMR – Hydrometeorological report issued by the National Weather Service.

Incorporated (flood protection) feature – An engineered passive or active flood protection feature that is permanently installed in the plant to protect Key SSCs from inundation and static/dynamic effects of external flooding.

Flooding Impact Assessment Process (FIAP) - The process used to evaluate the site response, to the reevaluated flooding hazard information, for the flood mechanisms that were not bounded by the design basis flood level. The reevaluated flooding hazard information was submitted to the NRC pursuant to the 50.54(f) request of March 12, 2012, and documented in the flood hazard reevaluation report (FHRR) and any subsequent communications with the NRC staff.

Key safety function (KSF) – One of the three functions that site strategies should be aimed at maintaining as defined by NEI 12-06: core cooling, spent fuel pool cooling, and containment function.

Key SSCs – The existing installed design basis SSCs at the site required to support a KSF where a failure of the SSC could lead to the loss of the KSF. These Key SSCs do not include the flood protection features or mitigation equipment (e.g. FLEX equipment).

Mitigating strategies assessment (MSA) – The process of establishing a plant's mitigating strategies to maintain or restore core cooling, containment, and spent fuel pool cooling capabilities in response to the mitigating strategies flood hazard information. Flooding MSAs are described in NEI 12-06, Appendix G.

SSCs – structures, systems, and components.

Time Constraint – The maximum time period associated with a strategy for which an action(s) can be completed and still be successful.

Time sensitive actions (TSA) - Tasks, manual actions or decisions that are identified as having Time Constraints including considerations for Warning Time

Warning time –The time from when the event is known to present a threat to the plant (i.e., triggers) and the time when conditions could exceed permanently installed protections.

5 FLOODING IMPACT ASSESSMENT PROCESS OVERVIEW

The Flooding Impact Assessment Process (FIAP) outlined in this guidance is intended to assess the impacts of flood mechanisms not bounded by the design basis flood level identified as a part of the 50.54(f) information request process as well as evaluate the adequacy of the site-specific response strategy for the full duration of the flood. Figure 5-1 is a flowchart that illustrates the process described below. The initial input to the FIAP is described in Section 1 of this document. The FIAP was developed to utilize applicable portions of any previous site evaluations of flood response such as the Mitigating Strategies Assessments (MSAs). The licensee should review these evaluations for relevant information that can either be used as a part of this assessment or to better inform it.

Multiple paths are identified to address each flood mechanism not bounded by the design basis flood level. The intent is to have the licensee select the appropriate path to address each unbounded flood mechanism prior to the performance of the evaluation. Path 1 through 3 are established as focused evaluations and NRC acceptance of these evaluations, documented by a closure letter, demonstrates the completion of actions necessary to close out the 50.54(f) process without further regulatory action. For these paths, the licensee can include existing or planned design features, equipment and actions as a part of their evaluation. However for planned changes, the licensee should discuss how these changes will be implemented as a part of their evaluation. Paths 4 and 5 of the FIAP are established as the full integrated assessment process.

Table 5-1: Flooding Impact Assessment Path Elements

Path	Required level of Evaluation	Elements to be Evaluated	Relevant Guidance
Path 1 (Section 7.1)	Flood Hazard Evaluation	Flood Mechanism Parameters	NEI 16-05 Appendix A
Path 2 (Section 7.2)	Effective Flood Protection	Available Physical Margin	NEI 16-05 Appendix B
		Reliability of Protection Features	NEI 16-05 Appendix B
		Overall Site Response	NEI 16-05 Appendix C
Path 3 (Section 7.3)	Feasible Flood Response for LIP (Protection and/or Mitigation)	Reliability of Protection Features and Mitigation Equipment	NEI 12-06
		Feasibility of Manual Actions	
Path 4 (Section 8.1)	Effective Flood Mitigation	Reliability of Mitigation Equipment	NEI 16-05 Appendix B
		Overall Site Response	NEI 16-05 Appendix C
Path 5 (Section 8.2)	Scenario Based Approach (Blend of Responses)	Various	Various

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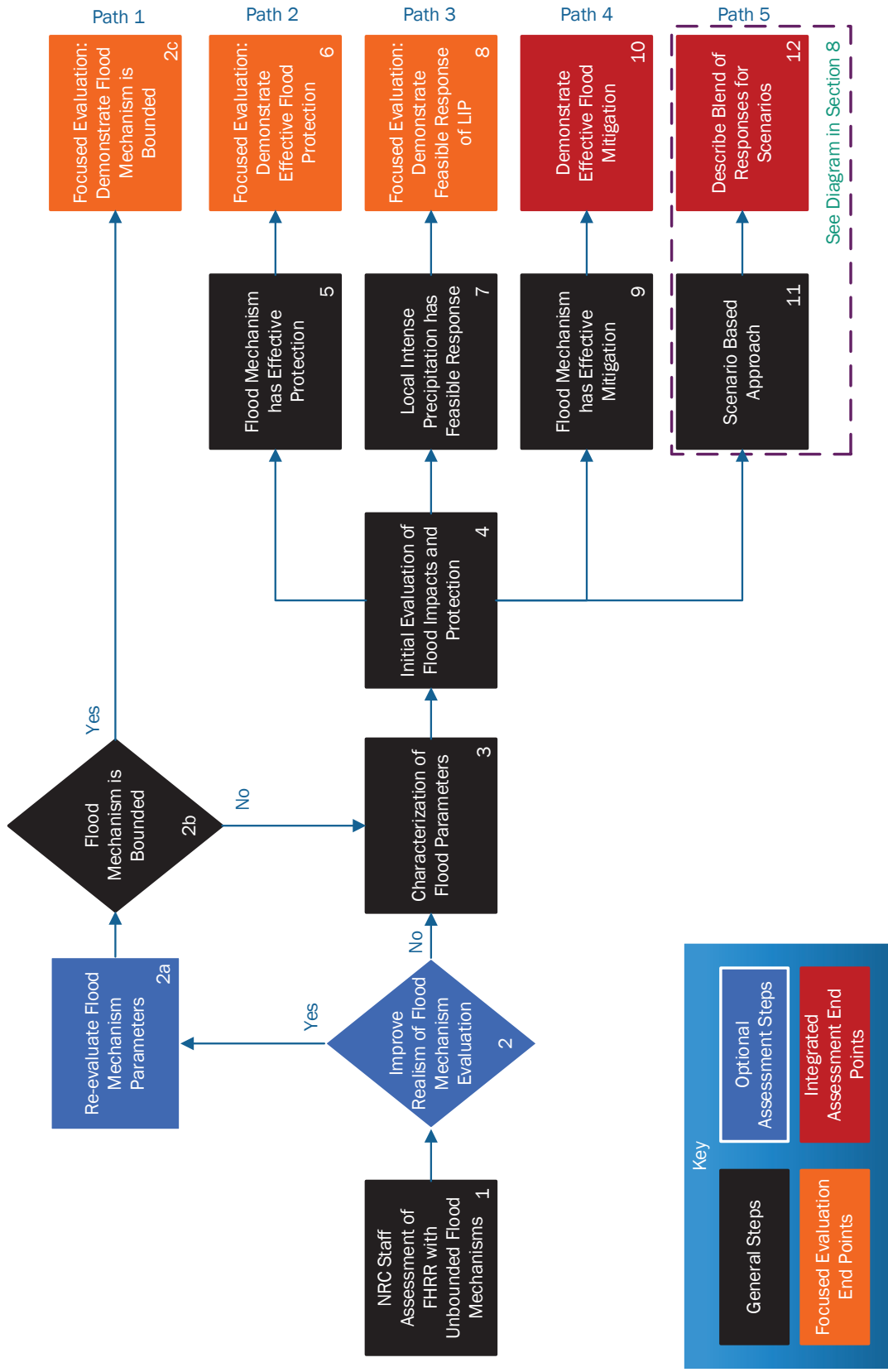


Figure 5-1: Flooding Impact Assessment Process Flowchart

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6 INITIAL EVALUATION PROCESS (BOX 2-4)

6.1 IMPROVE REALISM OF FLOOD HAZARD EVALUATION (BOX 2)

The initial step in the FIAP is to evaluate the NRC's Staff Assessment or NRC interim letter provided for use in the MSA to identify flood mechanisms that will need to be addressed. Flood mechanisms that are required to be evaluated in the FIAP are only those identified as being non-bounded by flood level (whether maximum still-water or wind-way run-up elevation). The licensee should determine if this input is appropriate to use as a part of the FIAP or if the evaluation should be revisited to identify more realistic flood parameters. It is recommended that the licensee should only choose to perform a revised evaluation of a mechanism if they believe that it will either demonstrate that the flood mechanism is bounded by their design basis or licensing basis (Path 1), that a reevaluation will eliminate the need for a further assessment of flood impacts to the facility, or that a reevaluation will better support a more appropriate path within the FIAP (Paths 2-5).

In Enclosure 2 of the NRC's March 12, 2012 50.54(f) information request following the Fukushima Dai-ichi events, licensees were requested to apply present-day regulatory guidance and methodologies to develop the NTF Recommendation 2.1 Flood Hazard Reevaluations. At varying degrees, adopting conservative assumptions, inputs, and methods (AIMs) has been a common practice by licensees in developing the reevaluated flood hazard. The degree of conservatism can be measured by applying the AIMs to observations made from past significant flood events; reviewing literature to determine empirically-developed bounding limits of input parameters and understand applicability of methods to site-specific conditions; and sound judgement from experienced engineering professionals.

Licensees often go through an iterative process in developing the reevaluated flood hazards; first using simplified AIMs that can be clearly established as conservative to develop an initial bounding flood hazard estimate. Challenging results lead to re-visiting conservative AIMs to develop a more plausible yet bounding flood hazard. This process can continue and fits within the NUREG/CR-7046 (reference 7) hierarchical hazard assessment (HHA) approach; defined as "a progressively refined, stepwise estimation of site-specific hazards that evaluates the safety of SSCs with the most conservative plausible assumptions consistent with available data," starting with "the most conservative simplifying assumptions that maximize the hazards from the probable maximum event for each natural flood-causing phenomenon expected to occur in the vicinity of a proposed site."

Appendix A contains a catalog of potentially conservative AIMs for each flood-causing mechanism, combined-effect floods, and key associated effects. This catalog is not intended to be an all-inclusive list but contains some currently known areas of conservatisms. Appendix A addresses conservatisms in the context of how:

1. Standards are interpreted and/or applied in defining flood initiators (e.g. precipitation depth-area-duration-distribution, cool-season temperatures for snowmelt, upstream dam failures, and combinations of initiating events) or;

2. AIMS are established and used to simulate the system response.

In general, the flood hazard reevaluations were completed using deterministic inputs and methods. That is, flood scenarios were in most instances derived using “empirical and physical prediction relationships implemented into flood simulation models” and “given a particular set of inputs” (from Section 4 of NUREG/CR-7046 (Ref 6)). Probabilistic characterizations of the flood hazard were typically not included with the reevaluations (the exception being the Joint Probability Method (JPM) for Hurricane Storm Surge per NUREG/CR-7134). Therefore, the assessment of conservatisms is typically associated with deterministic AIMS.

However, conservatisms associated with defining flood initiators include considerations for combining flood-causing mechanisms, some of which are uncorrelated and/or independent events. Appendix H of NUREG/CR-7046 (Ref 6) defines specific “Combined-Effects” flood scenarios and states, citing ANS-2.8 (1992) (Ref 2), that the combinations are “thought to have a probability-of-exceedance of less than 1×10^{-6} ” but “rigorous statistical analyses have not been completed for these estimates”. Appendices A and D address potential conservatisms in the deterministic combinations based on a 1×10^{-6} threshold criteria and simplified joint probability estimates (assuming independent and non-correlated events).

Licensees should use Appendices A and D to identify aspects of their flood evaluation that have overly conservative AIMS or combinations or areas with insufficient conservatisms. The licensee can determine whether alternate methods would be more appropriate for their evaluation. Licensees using alternate methods should justify why the alternate methods are appropriate. As a part of this step of the evaluation, the licensee can choose between the following options:

1. Use the results in the NRC reviewed and approved FHRR of any unbounded flood mechanism to perform the IAP. (Box 2-3)
2. Perform a new evaluation of this flood mechanism using alternate methods with the intent to demonstrate that a flood mechanism previously identified as unbounded is bounded by the design basis or licensing basis. For this option, the remaining portion of Section 6 is not required and the evaluation should follow Section 7.1 for Path 1. (Box 2a-2b-2c)
3. Perform a new evaluation of this flood mechanism using alternate methods with the intent to define new flood parameters that will result in a different evaluation path within the IAP. (Box 2a-2b-3)

6.2 CHARACTERIZATION OF FLOOD PARAMETERS (BOX 3)

The flood parameters considered as part of the FIAP for a plant are based on the results of the calculations within the FHRR. The integrated assessment should be performed for a set(s) of flood scenario parameters defined based on the results of the FHRR or a new evaluation that improves realism as described in Section 6.1. This step should define the following parameters for the flooding mechanism to be used in the integrated assessment:

- Flood height and associated effects

- Flood event duration, including warning time and intermediate water surface elevations that trigger actions by plant personnel
- Plant mode(s) of operation during the flood event duration
- Other relevant plant-specific factors that were identified in the FHRRs

These parameters should be defined for each of the flooding mechanisms. If appropriate, it is acceptable to identify a single set of flood parameters (e.g., the maximum water surface elevation and inundation duration with the minimum warning time) that bound the controlling parameters of all or a group of the flood mechanisms being evaluated. This approach can be used instead of considering a separate set of flood parameters for each flood mechanism. See below for additional guidance for each parameter.

Table 6-1: Flood Mechanism Parameter Descriptions			
		Flood Mechanism Parameters	Description
Flood Level and Associated Effects	1	Max Stillwater Elevation	Provide the appropriate units and datum
	2	Max Wave Run-up Elevation	Provide the appropriate units and datum
	3	Max Hydrodynamic/Debris Loading	Discuss the loads on flood barriers caused by flowing water and associated debris
	4	Effects of Sediment Deposition/Erosion	Discuss velocity and scour results and provide comparisons with CDB, permissible velocities, presence of scour resistant material, etc.
	5	Other Associated Effects	Discuss any other significant detrimental effects associated with the flood mechanism, such as soil deposition
	6	Concurrent Site Conditions	Discuss conditions that could exist concurrent with this flood-causing mechanism (e.g. high winds, ice formation, etc.)
	7	Effects on Ground Water	If and how this flood-causing mechanism could cause a surcharge to groundwater, considering flood duration and soil conditions.

Table 6-1: Flood Mechanism Parameter Descriptions			
		Flood Mechanism Parameters	Description
Flood Event Duration	8	Warning Time	Discuss warning time; may include information from relevant forecasting methods (e.g., products from local, regional, or national weather forecasting centers) and ascension time of the flood hydrograph to a point (e.g. intermediate water surface elevations) triggering entry into flood procedures and actions by plant personnel. NEI 15-05 provides guidance for LIP (Ref. 28).
	9	Period of Site Preparation	Discuss period of site preparation (after entry into flood procedures and before flood waters reach site grade)
	10	Period of Inundation	Discuss period of inundation, when flood waters are above site or plant grade
	11	Period of Recession	Discuss period of recession, when flood waters completely recede from site and plant continues to be in a safe and stable state that can be maintained indefinitely.
Other	12	Plant Mode of Operation	Additional notes regarding plant mode of operations
	13	Other Factors	Discuss other plant-specific factors

6.3 INITIAL EVALUATION OF FLOOD IMPACTS AND PROTECTION (BOX 4)

6.3.1 Assess Flooding Impact on Plant Conditions

The purpose of this step is to identify the existing installed design basis Key SSCs, identify flood protection features being relied upon to protect the Key SSC, and determine the impacts of the flood:

Table 6-2: Steps to Determine Plant Conditions due to Flood Impacts		
	Process Step	Description
1	Key SSC Identification	Identify the existing installed design basis Key SSC's that must be protected to support the KSF's. These SSC's should be listed with their respective locations at the site.
2	Flood Protection Feature	Identify the flood protection features that prevent floodwaters from impacting the Key SSCs at each location.
3	Flooding Impact	Identify the critical flood elevations that impact Key SSCs.
		Determine the manner by which the Key SSCs could be subjected to flooding (e.g., site inundation or building leakage). This determination should consider the impact of the associated effects characterized in Section 6.2.
		Identify potential pathways for ingress of water (e.g., through conduits or ducts, louvers, doorways, trenches) which could lead to accumulation into areas with Key SSCs

Prior to evaluating the effectiveness of plant flood protection features, the licensee should identify which of the site's permanently installed SSCs or combination of SSCs where their failure(s) could lead to a loss of any of the KSFs. These Key SSCs do not include the flood protection features or mitigation equipment (e.g. FLEX equipment). Alternate SSCs not included in the site's design basis that could be used to support KSFs can be credited later in the FIAP to support a flooding mitigation strategy.

Next, the flood protection features being relied on to prevent floodwaters from entering or accumulating in the areas containing the Key SSCs should be identified. If the plant is planning to procure and implement new protection features to prevent or limit accumulation of water in areas with Key SSCs, a clear description of any planned modifications should be provided that includes a clear distinction between existing flooding protection credited by the site and new planned modifications/ additions. Any planned modifications or operator actions to address any vulnerability to the reevaluated flood shall be installed per the station's current design change process and use the guidance contained within this document to ensure the appropriate flood protection attributes are implemented.

Lastly, the licensee should evaluate the impact of any consequential flood conditions caused by the mechanism on the Key SSCs and which flood protection features need to be evaluated further. This includes determining the critical flood elevations that lead to potential failure of the Key SSCs, the manner in which the Key SSCs could potentially be failed by the flood, and pathways that enable the entrance and accumulation of water.

The FIAP may have the same or a similar scope to the MSA performed for the site, as both are focused on protecting KSFs. Therefore, flood impacts to the site and to Key SSCs may have been already evaluated as part of the MSA. If the mechanism is characterized the same in the FIAP as in the MSA, the licensee could utilize the same information to complete this step in the process. If the mechanism is characterized differently, the MSA should be evaluated further to determine if the information is appropriate to use.

6.3.2 Determination of Available Physical Margin (APM)

Flood protection consists of passive (including temporary) or active protection features to prevent the entry or control accumulation of water into areas containing Key SSCs that support KSFs. This includes associated effects from flooding.

Sites may use different flood protection features to protect against each flood mechanism. For each flood mechanism that is not bounded (including associated effects), the specific set of flood protection features should be evaluated. Specifically, a determination should be made of the APM for flood protection features required to protect Key SSCs. The APM is one of the inputs used to evaluate effectiveness of the flood protection. Guidance on how to determine APM is contained in Appendix B.

In determining APM, licensees should identify and describe the consequential flood conditions for a given mechanism. These conditions, including considerations for flood level, duration and/or associated effects, represent the least severe flood that could adversely affect a Key SSC and potentially fail a KSF. Specifically, these are the parameters where a flood could exceed the capability of protection features such that Key SSCs could be adversely impacted. In identifying these flooding conditions, the impact of associated effects on the flood protection features being relied upon should be considered and described if there is a potential for failure of the flood protection feature. Typically, a flood that reaches the most limiting critical flood elevation, (whether maximum still-water or maximum wind-wave run-up elevation) may be considered the consequential flood for a given mechanism.

For some mechanisms, the PMF calculated may not adversely impact any Key SSC as the flood conditions (including associated effects) may not reach or exceed the limits of any of the critical flood elevations. In these cases, the intent of this process is for licensees to use a limited Path 2 evaluation and describe that there is no consequential flood as the site's KSFs are protected by characteristics of the site itself such as the site grade.

6.3.3 Determination of Appropriate Process Path

Once the initial steps of the FIAP are completed, the licensee should determine which path is most appropriate for each flood mechanism.

Table 6-3: FIAP Evaluation Path Determination Criteria	
Path	Description
Path 1	This path should be pursued if it can be demonstrated that all the flood mechanism parameters are bounded by the facility’s design basis or licensing basis. It is not necessary to evaluate any flood response strategies for this path.
Path 2	This path should be pursued if all reevaluated flooding vulnerabilities are considered to be addressed by protection, and available physical margin can be demonstrated to be adequate to protect Key SSCs. This evaluation will need to verify the reliability of the flood protection features (both existing and planned) as well as the adequacy of the site response necessary to ensure success. This path should be followed for the LIP mechanism if licensees rely solely on protection features to maintain the KSFs.
Path 3	This path should be pursued if Local Intense Precipitation is an unbounded flood mechanism where it is not reasonable to only rely on protection features for key SSCs. This path should be followed if licensees rely on mitigation capabilities for the LIP mechanism rather than just protection. Demonstration of mitigation capability could include reliance on the mitigating strategies assessment for LIP. The licensee should describe a feasible response strategy using guidance from NEI 12-06. This evaluation should utilize any and all relevant information from the site’s MSA, if it determined to be appropriate. Credited strategies can be those used for either or both the protection of and/or mitigation to maintain KSFs.
Path 4	This path should be pursued for a flood mechanism (other than LIP), if the licensee cannot demonstrate that APM is adequate, credited protection features are reliable, or the site response for protection is adequate. This path demonstrates an effective mitigation strategy which utilizes SSCs, mitigation equipment and manual actions that are used to maintain or restore KSFs.
Path 5	Similar to Path 4, this path should be pursued for a flood mechanism (other than LIP), if the licensee cannot demonstrate that available physical margin is adequate, credited protection features are reliable, or the site response is adequate. Path 5 is appropriate for a mechanism where an effective mitigation strategy cannot be demonstrated for the most bounding flood parameters and a blend of strategies is determined to be most appropriate. This evaluation includes defining multiple scenarios for the flood mechanism and demonstrating an adequate response strategy for each scenario.

7 FOCUSED EVALUATION PROCESS (PATH 1-3)

7.1 PATH 1: DEMONSTRATE FLOOD MECHANISM IS BOUNDED (BOX 2A-2B-2C)

The objective of Path 1 is to offer licensees an option to revisit assumptions, inputs and methods (AIMs), using industry-wide lessons-learned, and establish a flood level that is more realistic, yet still bounding. Path 1 is intended to show that each applicable flood-causing mechanism is completely bounded by the design basis or licensing basis.

Completing the FIAP for a flood mechanism through Path 1 requires that the licensee demonstrate that the refined flood level is bounded by the plant's design basis or licensing basis for each flood-causing mechanism. Note that a bounding flood level for all or a group of flood-causing mechanisms being addressed, through the FIAP can be combined when making the flood comparison.

7.2 PATH 2: DEMONSTRATE EFFECTIVE FLOOD PROTECTION (BOX 5-6)

Completing the FIAP for a mechanism through Path 2 involves demonstrating that the flood protection strategy will ensure Key SSCs identified in Section 6.3.1 are available to maintain KSFs. The Path 2 process evaluates the effectiveness of the flood protection strategy that prevents the entry or controls accumulation of water into areas containing Key SSCs. Flood protection at the site can include passive and active, temporary or permanent flood protection. This assessment is an extension of the initial evaluation of APM in Section 6.3.2 (Box 4) and includes a detailed evaluation of the flood protection features as well as any human actions associated with installation and execution of the flood protection strategy. Effective protection includes demonstrating:

Table 7-1: Steps to Demonstrate Effective Flood Protection		
Demonstration Step	Description	Applicable Sections
Available physical margin is adequate	APM is evaluated for each flood protection feature. In general, the APM for a flood feature is the difference between the flood parameter(s) expected to result in failure and the corresponding reevaluated flood parameter(s). The threshold for what constitutes “Adequate APM” for specific flood mechanism(s) can be established using appropriate methods as described in Appendix B.	Appendix B
Passive and/or active flood protection features are reliable	Determine if the identified flood protection features are reliable, as described in Appendix B to prevent flood waters from reaching the Key SSCs in quantities that could cause their failure. This includes showing that the flood protection feature will continue to perform its function through the duration of the flood event.	Appendix B
Flood protection response is adequate	The site response associated with installation and execution of the flood protection strategy should be evaluated for adequacy, as described in Appendix C.	Appendix C

7.3 PATH 3: DEMONSTRATE A FEASIBLE RESPONSE TO LIP (BOX 7-8)

Completion of the FIAP through Path 3 is limited to sites where Local Intense Precipitation (LIP) is an unbounded flood mechanism. In COMSECY-15-0019, NRC stated that “Licensees with LIP hazards exceeding their current design-basis flood will not be required to complete a revised integrated assessment. These licensees will instead assess the impact of the LIP hazard on their sites and then evaluate and implement any necessary programmatic, procedural or plant modifications to address this hazard exceedance.”

The objective of the Path 3 process is to demonstrate a feasible response to LIP. The process is intended to utilize NEI 12-06 Rev. 2, “Diverse and Flexible Coping Strategies (FLEX) Implementation Guide,” where a process for determining the feasibility of carrying out a response strategy has already been implemented for FLEX strategies. Appendix G of NEI 12-06 provides a specific evaluation of a feasible response to flooding mechanisms and this process is appropriate to follow in a Path 3 evaluation. In general, sites with an unbounded LIP flooding mechanism have followed this evaluation process to complete their MSA. If the LIP mechanism is characterized the same in the FIAP as in the MSA, the licensee should utilize and rely on the same information to complete the Path 3 process. If the LIP mechanism is characterized differently, the information in the MSA should be further evaluated to ensure that the strategies are appropriate to use in the Path 3 process.

8 FULL SCOPE INTEGRATED ASSESSMENT PROCESS (PATH 4-5)

8.1 PATH 4: DEMONSTRATE EFFECTIVE MITIGATION (BOX 9-10)

Path 4 is entered when an unbounded flood mechanism other than LIP is not resolved through the implementation of flood protection features alone. The objective of the Path 4 is to define the strategy for maintaining KSFs for the unbounded flood mechanism being evaluated and assess its effectiveness by demonstrating that:

Table 8-1: Steps to Demonstrate Effective Flood Mitigation		
Demonstration Step	Description	Applicable Appendices
Flood Mitigation Features are Reliable	Determine if the identified flood mitigation features are reliable as described in Appendix B. This includes equipment in the strategy to restore or maintain KSFs. The reliability of any protection features being relied upon for success of the strategy should also be determined.	Appendix B
Flood mitigation response is adequate	The site response associated with installation and execution of the flood mitigation strategy should be evaluated for adequacy, as described in Appendix C.	Appendix C

For Path 4, the licensee should identify which, if not all, of the KSFs are necessary to be maintained for the strategy being assessed. For example, some strategies would not require containment integrity to be maintained. A justification should be provided for any KSFs that are determined to be unnecessary to maintain. KSFs may be mitigated using installed plant equipment or temporary equipment. All existing equipment necessary for the strategy to be successful should be evaluated. If the plant is planning to procure any required equipment or make any modifications to support the strategy, a clear description of these plans should be provided. This includes a clear distinction between existing flooding mitigation credited by the site and the new planned modifications/additions. Guidance for performing reliability assessments of flood protection features required to maintain or restore KSFs is discussed in Appendix B.

The next step of this evaluation is to demonstrate that the overall response strategy used to support the implementation and execution of the mitigation equipment is adequate. Guidance for evaluating associated human actions and assessing overall mitigating strategy is discussed in Appendix C.

The Path 4 evaluation should include the following key elements:

- A detailed description of the strategy and required equipment and/or actions
- A timeline showing necessary manual actions, including cues, key indications, and notifications the plant will rely on to implement actions/strategies.
- An evaluation of the reliability of active components (consistent with the guidance in Appendix B). The evaluation should identify the equipment required for mitigation and should include consideration of applicable associated effects. Reliability of active components should consider the duration of the event, expected availability of the equipment, availability of consumables, means for replenishment of consumables (if needed) and ability of passive SSCs to function under external flood conditions.
- An evaluation of manual actions demonstrating the overall mitigation strategy is adequate. This evaluation is to be performed consistent with the guidance in Appendix C.
- A discussion of the likelihood of the flood severity associated with reaching and exceeding the consequential flooding conditions identified in Section 6.3.2. should be provided. This could include the development of a specific frequency for a flood greater than 1E-4/year or just demonstrating that the frequency of those flood conditions is estimated to be less than 1E-4/year. If obtaining or collecting site-specific quantitative frequency information is not feasible due to issues such as a lack of access to data (e.g., dam failures or combination of events) and/or lack of accepted methods, a qualitative discussion utilizing appropriately justified generic studies and information should be provided instead.

The Path 4 evaluation is complete when it is demonstrated that the strategy used to mitigate the external flood mechanism is adequate and the equipment used to maintain or restore the KSFs are reliable.

8.2 PATH 5: SCENARIO BASED APPROACH (BOX 11-12)

8.2.1 Objective

The objective of Path 5 in the FIAP is to more fully characterize the flood mechanism and determine the appropriate level of evaluation for the response. Given the extreme nature of beyond-design-basis flood mechanisms, it is important to understand the mechanism and have an understanding of the likelihood of the flood scenario occurring. The overall goal of this evaluation is to demonstrate that scenarios with consequential flooding and higher frequencies of occurrence have an effective flood strategy. For scenarios with lower frequencies, the goal is to demonstrate that a feasible response strategy is available to mitigate the effects of extreme flood conditions.

This evaluation will be accomplished by performing the following steps:

- Develop Flood Scenarios for a mechanism
- Identify Scenarios with Effective Protection
- Determine Appropriate Level of Evaluation for Remaining Scenarios

- Describe Effective Mitigation or a Feasible Flood Response Strategy for each Scenario
- Identify Potential Enhancements

The FIAP Path 5 evaluation is intended to give the analyst a process to demonstrate the appropriate level of adequacy of flood response strategies based on the magnitude and frequency of occurrence of the associated flood scenario. This evaluation will also allow the analyst to identify potential changes that may provide additional opportunities to enhance the strategies.

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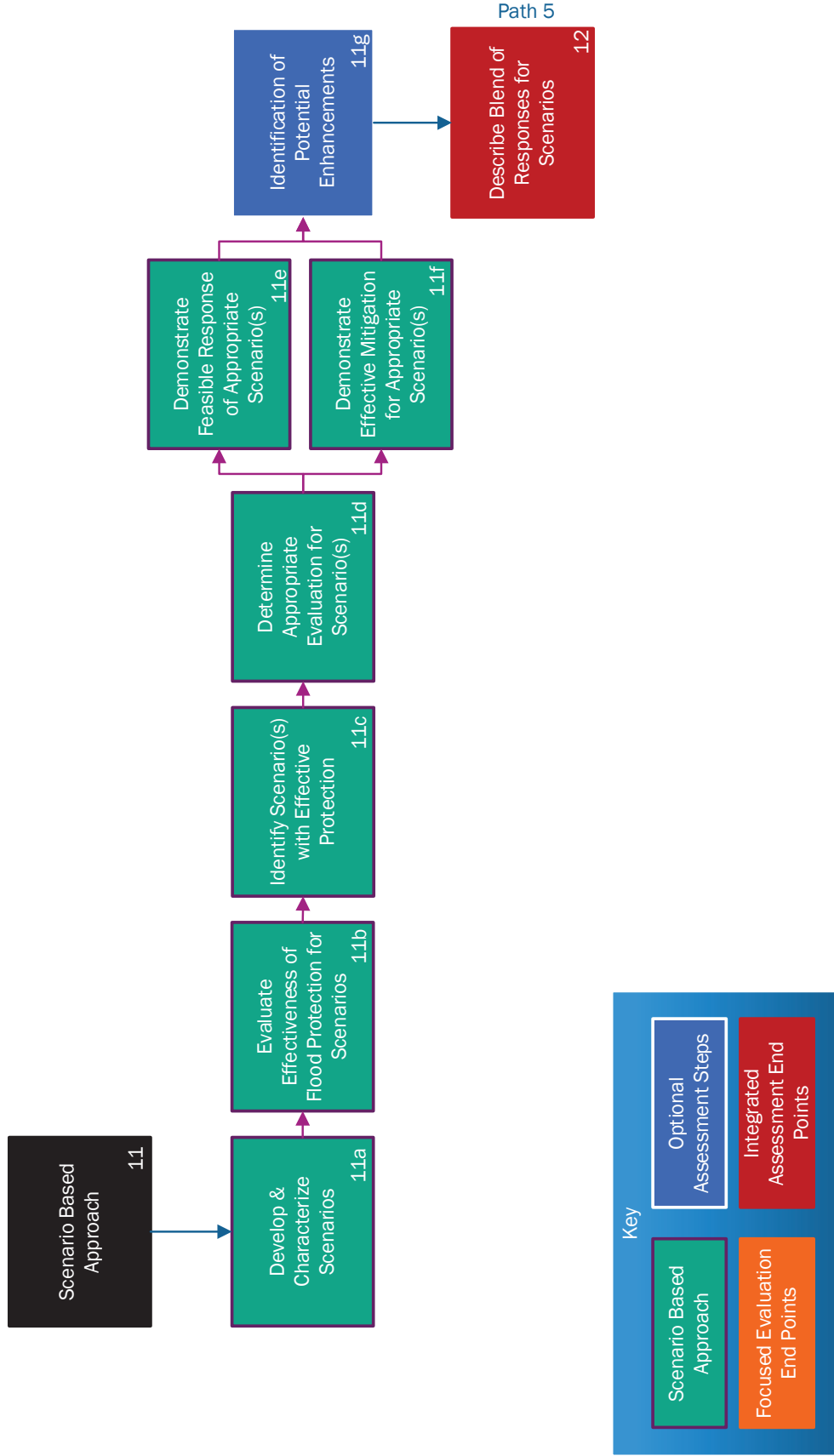


Figure 8-1: Path 5 Scenario Based Approach Flowchart

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8.2.2 Develop and Characterize Scenarios (Box 11a)

The development and characterization of flood scenarios is the first step in the Path 5 evaluation and the foundation of the analysis. This step is necessary to understand and characterize the flood mechanism at the site. Creating and defining flood scenarios is a site specific process that is dependent on a site's configuration and the nature of the specific flood mechanism. This section will provide guidance on developing scenarios that facilitate the determination of the appropriate level of evaluation for the flood response strategy.

The following considerations should be made when defining flood scenarios for this evaluation:

- Elevations where flood levels could enter plant locations with Key SSCs
- Elevations where the plant is expected to be impacted such that actions become infeasible to maintain KSFs
- Height of flood protection features
- Elevation where mitigation is no longer feasible
- Mechanism specific characteristics (e.g. dam breach parameters)
- Other relevant plant information

The critical water surface elevations (WSEs) determined should be used to define the boundaries of the flood scenarios. Engineering judgement and consideration of various flooding parameters may be necessary to define the most appropriate scenarios; however, the goal is to best describe critical elevations that will be used to further evaluate the impact to the plant. One of the scenarios used in this path should represent the consequential flood conditions identified in Section 6.3.2.

For example, if a site is situated with ground elevation at 100 ft., a maximum still water elevation of 110 ft. from the PMF and a flood barrier height of 105 ft., then it may be most appropriate to create two scenarios. The first scenario would include the flood height up to the top of the barrier (105 ft.) and a second scenario up to the max still water elevation. If the site included a transformer for offsite power or emergency diesel generators at 107 ft., then a third scenario could be created. This could result in the following scenarios:

Scenario	WSE (ft.)
Scenario 1	105
Scenario 2	107
Scenario 3	110

Each of these scenarios should be characterized using the flood parameters and guidance described in Section 6.2. Additionally, frequency of the flooding event should not be a consideration during this step. The scenarios should be developed based on the flood impact to the site in order to fully capture all of the scenarios that may need to be considered.

8.2.3 Identify Scenarios with Effective Flood Protection (Box 11b-11c)

The next step in the Path 5 evaluation is to identify those scenarios with effective flood protection. It is necessary to utilize the same approach as in Path 2 (Section 6.4) to demonstrate that the flood protection is effective and will protect the Key SSCs. This assessment includes an evaluation of the physical protection features as well as any human actions associated with installation and execution of the flood protection strategy. Effective protection includes demonstrating:

Table 8-3: Steps to Demonstrate Effective Flood Protection for Appropriate Scenarios		
Demonstration Step	Description	Applicable Sections
Available physical margin is adequate	APM is evaluated for each flood protection barrier. In general, the APM for a flood feature is the difference between the flood parameter(s) expected to result in failure and the corresponding reevaluated flood parameter(s). The threshold for what constitutes “Adequate APM” for specific flood mechanism(s) can be established using one or more methods as described in Appendix B.	Appendix B
Passive and/or active flood protection features are reliable	Determine if the identified flood protection features are reliable, as described in Appendix B to prevent flood waters from reaching the Key SSCs in quantities that could cause their failure. This includes showing that the flood protection feature will continue to perform its function through the duration of the flood event.	Appendix B
Flood protection response is adequate	The site response associated with installation and execution of the flood protection strategy should be evaluated for adequacy, as described in Appendix C.	Appendix C

Using the same example as in the section above, Scenario 1 would be considered for demonstration of effective protection. After completing the evaluation in Section 6.4 for the flood protection features relied upon for WSE up to 105 ft., it should be documented that the protection is effective for this scenario. A different evaluation process for the remaining two scenarios will be included in the remaining steps of this evaluation.

8.2.4 Determine Appropriate Evaluation for Scenarios (Box 11d)

This step in the FIAP Path 5 evaluation focuses on determining the most appropriate level of evaluation for scenarios without effective protection. This is accomplished by characterizing the scenarios by their frequency of occurrence using the methods in Appendix D. Scenarios estimated with a high frequency of occurrence and without effective protection should demonstrate an adequate flood response strategy, whereas, for scenarios with a low frequency of occurrence and without effective protection, a feasible flood response strategy is acceptable. Scenarios that demonstrated effective flood protection should document the estimated frequency of occurrence and will not be evaluated further in the FIAP.

A full probabilistic flood hazard assessment (PFHA) is not necessary for this evaluation. Instead, the frequency of each specific scenario should be estimated as the frequency of a flood reaching or exceeding the WSE defined for that scenario. The focus should be on addressing flood scenarios in the $1 \times 10^{-3}/\text{yr.}$ to $1 \times 10^{-4}/\text{yr.}$ regime of frequency where it is necessary to demonstrate the site has an effective flood strategy, as discussed in the SRM of COMSECY-15-0019.

The limiting set of flood scenario parameters should be determined and used to assign the estimated frequency. Typically the first scenario is equal to the frequency of the event that will produce the minimum WSE that may fail Key SSCs. Note that certain flood causing mechanisms (e.g. dam failures or river floods) could have two elevation frequency curves. For example, one with still water only and another accounting for wind-wave run up. For these mechanisms, the more limiting case should be identified to be used in this evaluation. Using the example created in the section above, the resulting scenario frequencies could be calculated with the following results after determining that the still water elevation is representative:

Scenario	WSE (ft.)	Scenario Frequency (/yr.)	Evaluation of Response Strategy
Scenario 1	105	1.00E-4	Effective Protection
Scenario 2	107	5.67E-5	Feasible Response
Scenario 3	110	1.08E-5	Feasible Response

The impacts and frequency of the scenarios are then used to inform the remaining evaluation and more specifically to determine the appropriate level of evaluation of the response strategy for the scenarios without effective protection. As another example, the resulting scenario frequencies could be calculated as such:

Table 8-5: Example 2 for Determining Appropriate Evaluation for Scenarios			
Scenario	WSE (ft.)	Scenario Frequency (/yr.)	Response Strategy to be Demonstrated
Scenario 1	105	7.38E-3	Effective Protection
Scenario 2	107	1.00E-4	Effective Mitigation
Scenario 3	110	1.08E-5	Feasible Response

8.2.5 Feasible Response of Appropriate Scenarios (Box 11e)

The objective of this evaluation is to demonstrate a feasible response to the scenarios identified in Section 8.2.4. The process, similar to the Path 3 evaluation, is intended to utilize NEI 12-06 Rev. 2, “Diverse and Flexible Coping Strategies (FLEX) Implementation Guide,” where a process for determining the feasibility of carrying out a response strategy has already been implemented for FLEX strategies. Appendix G of NEI 12-06 provides a specific evaluation of a feasible response to flooding mechanisms which is appropriate to follow for this evaluation. In general, sites with unbounded flooding mechanisms have followed this evaluation process to complete their Mitigating Strategies Assessment (MSA). If the flood mechanism is characterized the same in the MSA as the scenario defined in Section 8.2.2, the same information can be relied upon to complete this process. If the mechanism is characterized differently, the information in the MSA should first be evaluated to ensure that the strategies are appropriate to use in the evaluation of these scenarios.

8.2.6 Effective Mitigation of Appropriate Scenarios (Box 11f)

The objective of the evaluation is to demonstrate that an effective mitigation strategy exists for maintaining KSFs for the appropriate scenarios. Assessing the effectiveness of the mitigation strategy includes demonstrating that:

Demonstration Step	Description	Applicable Appendices
Mitigation Equipment is Reliable	Determine if the identified flood mitigation equipment is reliable as described in Appendix B. This includes equipment in the strategy to restore or maintain KSFs.	Appendix B
Flood mitigation response is adequate	The site response associated with installation and execution of the flood mitigation strategy should be evaluated for adequacy, as described in Appendix C.	Appendix C

This evaluation follows the same process detailed for Path 4 and Section 8.1 should be used to demonstrate effective mitigation for the appropriate scenarios.

8.2.7 Identification of Potential Enhancements (Box 11g)

Following the evaluation of the flood response strategy, changes can be considered to enhance the strategy. This step is an optional step and should only be performed if improvements are considered warranted. These potential improvements are site and strategy specific. They may include some of the following examples:

- Procedural changes to clarify entry, command and control and/or flood action guidance
- Pre-staging pumps and/or other equipment
- Temporary protection enhancements
- Permanently staging barriers or modify to enhance reliability
- Revising a strategy to include confirmatory actions

The improvements should be documented along with the potential benefit of modifying the strategy (e.g. additional protected equipment, improvements to barrier/mitigation installation, and/or clarity of procedure). These potential improvements can be evaluated against the scenario frequencies developed in Section 8.2.4 to determine if they are beneficial to implement.

9 DOCUMENTATION

Licenses should submit the results of the focused evaluations and integrated assessments for staff review and closure of the 50.54(f) request. The level of detail generally considered adequate is consistent with the level of detail contained in the Licensee's Final Safety Analysis Report (FSAR). Common to all FIAP paths, it is recommended that an executive summary, an overview of the FIAP process and an explanation of the path chosen for each applicable flood-causing mechanism be developed as an introduction to the FIAP report. The following section provides guidance on what elements of the FIAP should be documented and submitted in their submittal to NRC.

9.1 DOCUMENTATION FOR PATH 1

For completion of Path 1 documentation, the following elements should be included:

- Original flood parameters from FHRR
- Description of AIMs being revised in new evaluation and basis for unrealistic conservatisms
- Explanation and justification of using new AIMs
- Description of procedural changes, if any, needed to make new AIMs valid
- Characterization of revised flood parameters
- Comparison of new flood parameters to design basis or licensing basis flood parameters
- Summary of results and conclusions of assessment demonstrating that flood mechanism is bounded

9.2 DOCUMENTATION FOR PATH 2

If the licensee chooses to revisit the AIMs used in their reevaluation of a controlling flood-causing mechanism to establish a set of flood parameters that is more realistic, yet still bounding, the following documentation should be provided:

- Original flood parameters from FHRR
- Description of AIMs being revised in new evaluation and basis for unrealistic conservatisms
- Explanation and justification of using new AIMs
- Description of procedural changes, if any, needed to make new AIMs valid

For completion of Path 2 documentation, the following elements should be included:

- Characterization of flood parameters
- Evaluation and description of flood impacts

- Key SSCs potentially impacted by flood waters
- Critical elevations that impact Key SSCs
- Flood features relied on to protect Key SSCs
- Demonstration of effective protection, including:
 - Calculation of APM for each flood protection feature
 - Justification that calculated APM is adequate
 - Evaluation of reliability of each flood protection feature
 - Evaluation of human actions and an adequate site response
- Summary of results and conclusions of assessment demonstrating effective protection

9.3 DOCUMENTATION FOR PATH 3

If the licensee chooses to revisit the AIMs used in their reevaluation of a controlling flood-causing mechanism to establish a set of flood parameters that is more realistic, yet still bounding, the following documentation should be provided:

- Original flood parameters from FHRR
- Description of AIMs being revised in new evaluation and basis for unrealistic conservatisms
- Explanation and justification of using new AIMs
- Description of procedural changes, if any, needed to make new AIMs valid

For completion of Path 3 documentation, the following elements below should be included. Documentation of MSAs can be referenced as appropriate.

- Characterization of flood parameters
- Evaluation and description of flood impacts
 - Key SSCs potentially impacted by flood waters
 - Critical elevations that impact Key SSCs
 - Flood features relied on to protect Key SSCs
 - Consequential flooding conditions for the mechanism
- Calculation of APM for each flood protection feature
- Description of the strategy being implemented
- Evaluation of reliability of protection features and mitigation equipment using NEI 12-06 Revision 2
- Evaluation of feasibility of manual actions using NEI 12-06 Revision 2
- Summary of results and conclusions of assessment demonstrating a feasible response

9.4 DOCUMENTATION FOR PATH 4

If the licensee chooses to revisit the AIMs used in their reevaluation of a controlling flood-causing mechanism to establish a set of flood parameters that is more realistic, yet still bounding, the following documentation should be provided:

- Original flood parameters from FHRR
- Description of AIMs being revised in new evaluation and basis for unrealistic conservatisms
- Explanation and justification of using new AIMs
- Description of procedural changes, if any, needed to make new AIMs valid

For completion of Path 4 documentation, the following elements should be included:

- Characterization of flood parameters
- Evaluation and description of flood impacts
 - Key SSCs potentially impacted by flood waters
 - Critical elevations that impact Key SSCs
 - Flood features relied on to protect Key SSCs
 - Consequential flooding conditions for the mechanism
- Calculation of APM for each flood protection feature
- Identification of Key SSCs without effective protection
- Description of the mitigation strategy being implemented
- Evaluation of reliability of the mitigation equipment and any protection features being relied upon
- Evaluation of human actions and an adequate site response
- Discussion of likelihood or estimated frequency of consequential flooding conditions
- Summary of results and conclusions of assessment demonstrating effective mitigation

9.5 DOCUMENTATION FOR PATH 5

If the licensee chooses to revisit the AIMs used in their reevaluation of a controlling flood-causing mechanism to establish a set of flood parameters that is more realistic, yet still bounding, the following documentation should be provided:

- Original flood parameters from FHRR
- Description of AIMs being revised in new evaluation and basis for unrealistic conservatisms

- Explanation and justification of using new AIMs
- Description of procedural changes, if any, needed to make new AIMs valid

For completion of Path 5 documentation, the following elements should be included:

- Characterization of flood parameters
- Evaluation and description of flood impacts
 - Key SSCs potentially impacted by flood waters
 - Critical elevations that impact Key SSCs
 - Flood features relied on to protect Key SSCs
 - Consequential flooding conditions for the mechanism
- Calculation of APM for each flood protection feature
- Description of developed flood scenarios
- Characterization of flood parameters for each scenario
- Evaluation of scenarios with effective flood protection
 - Calculation and justification of adequate APM
 - Evaluation of reliability of each flood protection feature
 - Evaluation of human actions and an adequate site response
- Technical justification of appropriate level of response for scenarios including any frequencies of exceedance
- Evaluation of feasible response for appropriate scenarios
 - Description of the strategy being implemented
 - Evaluation of reliability of protection features and mitigation equipment using NEI 12-06 Revision 2
 - Evaluation of feasibility of manual actions using NEI 12-06 Revision 2

- Evaluation of effective mitigation for appropriate scenarios
 - Description of the strategy being implemented
 - Evaluation of reliability of the mitigation equipment being relied upon
 - Evaluation of human actions and an adequate site response
- Summary of results and conclusions of assessment describing the scenario based approach

APPENDIX A: REDUCTION OF CONSERVATISMS

A.1 CHARACTERIZATIONS OF CONSERVATISMS

Most of the aspects of the flood hazard reevaluations were developed using deterministic methods and, as such, the conservatisms too are deterministic. Probabilistic approaches associated with the “Combined Effects” flood-causing mechanism and the Joint Probability Method (JPM) for hurricane storm surge are not addressed in this section. Conservatisms can be differentiated into two types:

- A. Conservatism in defining a flood scenario (dealing with how the standards are written, interpreted, and/or applied); or
- B. Conservatism in assumptions, inputs, and methods (AIMs) used to simulate the system response.

A.2 IDENTIFY FLOOD MECHANISMS WITH CONSERVATISMS

Tables A-1 and A-2 in Section A.3 provides a catalog of potential conservatisms for the flood-causing mechanisms listed in the March 2012 50.54(f) letter, along with combined-effect floods and key associated effects. The tables may not be exhaustive but provides a detailed representation of conservative AIMs that have or may have been used in the flood hazard reevaluations.

A.3 CONSIDERATIONS FOR INDIVIDUAL FLOOD-CAUSING MECHANISMS

As discussed previously, the flood hazard reevaluations were generally completed using deterministic inputs and methods. Probabilistic characterizations of the flood hazard were typically not included with the reevaluations (the exception being the Joint Probability Method (JPM) for Hurricane Storm Surge per NUREG/CR-7134). Therefore, the assessment of conservatisms is typically associated with deterministic AIMs.

When improving realism for individual flood-causing mechanisms, caution should be exercised to avoid introducing non-conservatisms into the reevaluation. A sound basis for revising AIMs, that are particularly sensitive in yielding unrealistic results, should be developed. Demonstrating that reductions are more realistic yet still bounding and erring on the side of conservative should be the acceptance standard. Considerations may include:

- Comparisons to observed data showing that the models are accurate but consistently over-predict calibration/validation flood discharges and/or elevations. For example, calibrating a hydrologic model to a large river flood event within 0 to +10% of observed peak discharge, runoff volume, and time-to-peak could be considered realistic yet erring on the side of conservative (making the appropriate adjustments to represent a larger PMF-type flood).

- Knowledge of physical limitations and conditions, even absent observed flood data, could inform judgement regarding acceptable refinements to an input parameter. For example, assuming zero constant loss rates for a hydrologic/runoff model in non-cohesive, sandy soil with a deep water table would ordinarily be unrealistic, even for a PMP-type event. Published guidance may recommend loss rates between 0.30 and 0.45 inch/hour so the modeler may select 0.30-0.35 inch/hour to be more realistic yet erring on the side of conservative.
- A more extensive assessment of uncertainties that could include a quantification of potential error (through more rigorous calibration or use of available field/test data) and/or sensitivity calculations for key inputs. Sensitivity assessments may be particularly useful when the inputs cannot be calibrated, potential error cannot be characterized, or where excessive conservatism cannot be demonstrated.

Where appropriate, reducing conservatisms may also need to be accompanied with additional actions to make the revised assumption valid (e.g. enhanced procedures to maintain storm drains and inlets if crediting unblocked conditions for LIP). Tables A-1 and A-2 provide a detailed catalog of potential conservatisms.

Table A-1: Conservatism for Individual Flood-Causing Mechanisms	
Flood-Causing Mechanism	Example Conservative Assumptions
Local Intense Precipitation	<ul style="list-style-type: none"> • HMR-52 1-hour, 1-sq-mi rainfall depths (versus site-specific). (A) • Potential Site-Specific PMP conservatisms (A): <ul style="list-style-type: none"> – There is maximum moisture in the atmosphere for the storm location and the month of occurrence. – Single station observations of extreme precipitation, coupled with theoretical methods for moisture maximization, transposition, and envelopment, are used. • Nesting a 1-hour, 1-sq-mi rainfall into a longer duration PMP event for drainage areas of less than 1-sq-mi. (A) • Zero or minimal runoff losses. (B) • Coincidental flooding along boundary (high boundary conditions). (B) • Use of 1-D modeling software (i.e., HEC-RAS), which may not accurately represent flow patterns, including bypass or diverted flow. (B) • Drainage systems (inlets, pipes, culverts, channels, etc.) fully or partially blocked. (B) • Credit not taken for vehicle or security barriers blocking, diverting, and/or passing runoff from off-site areas (may or may not be a conservatism, depending on how the barriers are situated relative to the flow patterns). (B) • Not accounting for storage and attenuation on roofs due to parapets. (B)
Flooding in Streams and Rivers	<ul style="list-style-type: none"> • HMR-51 rainfall depths (versus site-specific). (A) • Using HMR-52 spatial rainfall distributions for drainage areas greater than 20,000 sq. miles; depending on how this was done, it may be a conservative distribution. For larger watersheds, the use of a moving storm, extrapolating the HMR-52 distribution, or developing a site-specific distribution may be more realistic and appropriate. See above for potential site-specific PMP conservatisms. (A) • Use of NRCS Runoff Curve Number (RCN) method, particularly for the all-season scenario with the antecedent storm, whereby the continuous losses approach zero for the

Table A-1: Conservatisms for Individual Flood-Causing Mechanisms	
Flood-Causing Mechanism	Example Conservative Assumptions
	<p>main storm. (B)</p> <ul style="list-style-type: none"> • Zero constant losses, particularly for the rain-on-snow scenarios (when using the initial/constant loss method). (B) • Not accounting for soil infiltration recovery following the antecedent storm. (B) • Generically incorporating non-linearity adjustments to the Unit Hydrograph per the NUREG/CR-7046, Appendix I, Section I.2. (B) • Ignoring much of the floodplain storage in river reach routing; not using unsteady flow modeling for the main stems. (B) • Assuming high Manning n-values in the hydraulic model and not accounting for reductions in n-values at high flow depths. (B) • High starting water surface elevations in 1D model (and having the upstream and downstream boundary close to the site). (B) • Not using a 2D model when flow is splitting or being diverted upstream of the site. (B) • Conservative assumptions regarding ineffective flow areas. (B) • Conservative assumptions regarding expansion and contraction loss coefficients, particularly in an unsteady-flow model where these losses (away from constrictions) can be set to zero. (B) • Using the 3-day dry period between antecedent storm and the main storm (ANS-2.8 allows for 3-5 day range if justification is provided). (A) • Ignoring tributary storage by not modeling tributaries to main stems as reaches or at least as storage areas. (B)
Dam Breaches and Failures	<ul style="list-style-type: none"> • Assuming all dams fail during a PMF, particularly given that much of the dam-specific watersheds will not experience a PMF-type flood during the larger watershed's PMF. (A) • Assuming critical dams fail; per the ISG, justification is required to show that dam failure is not credible.

Table A-1: Conservatisms for Individual Flood-Causing Mechanisms	
Flood-Causing Mechanism	Example Conservative Assumptions
	<ul style="list-style-type: none"> • Using rainfall-runoff models (e.g., HEC-HMS), and associated simplified routing methods, in lieu of 1D unsteady-flow or 2D models to develop and route dam breach flood waves. (B) • Not using more realistic breach parameters, particularly assuming short breach formation times, particularly for rock-filled and earthen dams. (B) • Inconsequential dams – the definition of inconsequential dams per the ISG could not be directly correlated to the state hazard classification, resulting in conservatively not excluding potentially inconsequential dams. (A) • Clustering dams into hypothetical dams. Alternatives include modeling more dams individually and/or use synthetic breach parameters (e.g. longer breach formation times to simulate range of breach wave travel times, etc.) to simulate multiple small dams failing with hydrographs combining at different times. (B) • Accounting for cumulative volume from non-critical dams. (B) • Assuming “top of active storage” (full pool or maximum normal pool) for starting water surface elevations at the dam. (A) • Assuming all gates are closed to maximize head on the dam before a breach. (A) • Triggering failures such that the peak outflow timing from multiple dam failures coincide. (A) • Set timing of the seismic event such that peak flow from failure of critical upstream dams coincides with the 500-year or ½ PMF peak flow. (A) • Automatically assuming dams in series fail due to cascading effects. (A)
Storm Surge	<ul style="list-style-type: none"> • PMH (Coast) - Conservative PMH parameter bounds as a result of use of National Weather Service reference document NWS-23, including the limited historical data, use of techniques such as extrapolation, curve-fitting and smoothing; the lack of parameter correlation (e.g. storm track and intensity); and steady state tracks with no pre-landfall or post-landfall intensity change (decay). The

Table A-1: Conservatisms for Individual Flood-Causing Mechanisms	
Flood-Causing Mechanism	Example Conservative Assumptions
	<p>conservatism associated with NWS 23 is significant within the U.S. Northeast and Mid-Atlantic coast regions, but not the southern regions (Florida and the Gulf of Mexico). (A)</p> <ul style="list-style-type: none"> • PMH (Inland and Great Lakes) - Conservative assumptions that result of use of ANS-2.8 guidance for central pressure of 950 mb, a maximum wind speed of 100 mph, a translational speed as low as 40 mph (usually corresponding to the lower bound of recorded storm speeds), and windfield development. (A) • Moving Squall Line (Great Lakes) - Conservative assumptions of pressure jump of 8 mb within a 10-nm width of the squall lines and wind speed for probable maximum meteorological conditions. (B) • Simple numerical models with a relatively coarse grid can produce different results than those developed using more advanced, complex numerical models which have highly resolved digital elevation and bathymetric data and usually require more detailed input parameters. Depending on site location and hydrologic setting, some hydrodynamic models (such as SLOSH) tend to over-predict flood elevations at certain locations. The use of coupled surge and wave models will also result in more realistic representation of flooding as compared to individual (uncoupled) models. (B)
Tsunami	<ul style="list-style-type: none"> • Conservative, empirical assumptions about flow velocities due to tsunami waves (versus velocities developed based on numerical model simulation).

Table A-2: Conservatism in Key Associated Effects	
Flood-Causing Mechanism	Example Conservative Assumptions
Wind-Wave Action	<ul style="list-style-type: none"> • Application of the maximum wind speed at the most critical direction for wave parameter calculation due to lack of specific guidance (i.e., decoupling wave and surge versus coupled conditions for individual storm tracks). (B) • Empirical formulas used to calculate wave heights. For instance, assumptions of depth-limited wave heights (i.e., 78 percent of the stillwater depth, with 70 percent of the wave height above the stillwater elevation). (B) • Over-prediction of wave setup due to use of simple empirical equations, compared to the more advanced numerical simulations such as STWAVE or SWAN modeling. (B) • Wave run-up usually overestimated by calculating a reflected wave against a vertical wall using 120 percent of the stillwater depth. (B) • Overtopping rate over-estimated by using conservative stillwater level, wave setup and run-up elevations. (B) • No consideration (i.e., through use of numerical models) of the effects of wave transformation (e.g., refraction and reflection). (B) • Not using advanced numerical models (e.g., Boussinesq type) that provide a better representation of wave propagation over topographic features and structures. (B) • Conservative, empirical assumptions about flow velocities due to surge and waves (versus velocities developed based on numerical model simulation). (B)
Hydrodynamic and Debris Loads	<ul style="list-style-type: none"> • Using unrealistic debris weights and types, given the upstream watershed conditions. (B) • Using unrealistic debris velocities, given that most sites are located in low-velocity overbank areas. (B) • Not accounting for inertia in forcing certain debris (e.g. barges) to bypass the site. (B) • Not accounting for the shielding effect of structures or localized ineffective flow areas in hydrodynamic and debris load calculations. (B)

A.4 APPENDIX A SPECIFIC REFERENCES

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- A4. NOAA Hydrometeorological Report No. 51, “Probable Maximum Precipitation Estimates - United States East of the 105th Meridian,” U.S. Department of Commerce, National Oceanic and Atmospheric Administration, U.S. Department of the Army, Corps of Engineers, Washington, DC, 1978.
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- A14. U.S. Nuclear Regulatory Commission (NRC). 2012. NUREG/CR-7134, The Estimation of Very-Low Probability Hurricane Storm Surges for Design and Licensing of Nuclear Power Plants in Coastal Areas. October 2012.
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APPENDIX B: EVALUATION OF PASSIVE & ACTIVE FEATURES

The objective of this appendix is to provide guidance to determine if flood protection features are effective in the areas of available physical margin, and reliability to maintain or restore KSFs. Flood protection features may be incorporated or temporary features, and may also be passive or active. The evaluation determines the attributes of a flood protection feature, and compares the impacts of the reevaluated flood hazard to the existing design to determine if the flood protection feature is reliable.

Flood protection features and equipment utilized in mitigation strategies should follow the guidance for maintenance and testing provided in NEI 12-06, Section 11.5 in support of demonstrating reliability and availability as appropriate for the specific feature or equipment.

B.1 DETERMINATION OF ADEQUATE AVAILABLE PHYSICAL MARGIN

As discussed in Section 7.2, demonstrating “adequacy” of available physical margin is part of demonstrating “effective” flood protection. Demonstrating adequacy is approached differently for two types of features:

1. Features engineered in the design basis or licensing basis as having a flood protection function
2. Features engineered for a purpose other than flood protection in the design basis or licensing basis but are now being credited in the FIAP with this function when subject to the reevaluated flood hazard. Examples may include exterior doors or walls with protecting against a new LIP flood, security or vehicle barriers credited with dissipating wind-generated waves, etc.

In general, the APM for a flood feature is the difference between the flood parameter(s) expected to result in failure and the corresponding reevaluated flood parameter(s). The approach to developing “failure” parameters differs for a Type 1 and Type 2 feature (defined above).

For a Type 1 feature, failure parameters can be developed from design basis information and use of engineering codes and standards as well as factors-of-safety. Engineering judgement may be required to interpret design basis information and calculations in developing parameters that would likely lead to failure of a feature. For a Type 2 feature, failure parameters may need to be developed through additional engineering evaluations discussed in Section B.2. Certain flood features may not lend themselves for a specific quantitative value but may need to be supported by qualitative analysis.

The threshold for what constitutes “Adequate APM” for specific flood mechanism(s) can be established using appropriate methods. The following provides examples for consideration:

- Negligible or zero APM can be justified as acceptable if the use of conservative inputs, assumptions, and/or methods in the flood hazard reevaluation can be established.

- Sensitivity analyses performed for key input parameters based on an acceptable upper and lower limit of the parameter.
- Potential error in a particular output parameter (e.g. peak flood elevation) can be estimated from observed, model calibration data and used to quantify “adequate APM.”
- Other government standards can be used to justify what constitutes “adequate APM.” Two examples are below:
 - The flood hazard reevaluation for river flooding was often developed using the USACE HEC-RAS, the same program frequently used for FEMA Flood Insurance Studies. National Flood Insurance Program (NFIP) regulations for mapping areas protected by levee systems is provided in 44 CFR 65.10. The minimum freeboard (e.g. margin) requirement, specified in 44 CFR 65.10(b)(1)(i) to account for uncertainty in the estimated flood level, is 3 feet overall and 4 feet within 100 feet on either side of a flow constriction (e.g. bridge). The absolute minimum is 2 feet with proper justification and supporting uncertainty analysis. This FEMA standard can be used to define “adequate APM” for the river flood as 2.5 feet.
 - The procedure for estimating error associated with the water surface profile is referenced in Chapter 5, Table 5-2 of the USACE Engineering Manual (EM) 1110-2-1619, Engineering and Design, Risk Based Analysis for Flood Damage Reduction Studies. The USACE Hydrologic Engineering Center (HEC) and Waterways Experiment Station (WES) researched error in water surface profiles obtained when using a gradually varied flow model (such as HEC-RAS). The USACE published the standard deviation of the normally distributed errors in the estimated stages are based on topographic information and confidence in estimated Manning's n value as shown in Table B-1 taken from EM 1619.

Manning's n Value Reliability	Standard deviation (in feet)	
	Cross Section Based on Field Survey or Aerial Spot Elevation	Cross Section Based on Topographic Map with 2-5' Contours
Good	0.3	0.6
Fair	0.7	0.9
Poor	1.3	1.5

¹Where good reliability of Manning's n value equates to excellent to very good model adjustment/validation to stream gauge, a set of high water marks in the project effective size range, and other data. Fair reliability relates to fair to good model adjustment/ validation for which some, but limited, high-water mark data are available. Poor reliability equates to poor model adjustment/validation or essentially no data for model adjustment/validation.

B.2 RELIABILITY OF FLOOD FEATURES

The sections below provide attributes and considerations to evaluate the reliability for specific flood features that are credited as part of the flood response strategy. For existing flood barriers that are being credited for higher flood levels, the purpose of this evaluation is to identify the specific flood parameters that exceed the current design and verify that the barrier will provide flooding protection. This evaluation does not require an analysis to reconstitute all aspects of the original barrier design. If the documentation for the existing barrier is incomplete (e.g. concrete psi rating or testing data) but there are similar structures or features at the site, engineering judgment can be applied to provide realistic but conservative assumptions for the evaluation. The evaluation of a new flood feature not originally designed for flood protection should include codes and standards relevant to that barrier as well as any operational requirements. In addition to determining the robustness of a new flood protection feature, the evaluation should identify the critical or maximum values that individually or in combination could exceed the capacity of the flood protection feature or component and impact the key safety function.

Active flood protection features should be reviewed against the requirements in NEI 12-06 section 11.5 for maintenance, and testing consideration as appropriate for the specific feature. Passive flood protection features should be evaluated for the appropriate maintenance and inspection regime based on site and industry standards relevant for those features.

B.2.1 PERMANENT, PASSIVE, EXTERIOR AND INCORPORATED FEATURES

B.2.1.1 Earthen Embankments (Earth Dams, Levees and Dikes)

Earthen dikes and embankments come in a variety of configurations. There are differences in design and construction details between earthen dams, levees, and dikes. However, since earthen dams, levees, and dikes are subsets of an “earthen embankment,” this appendix will use that term. If an existing dike or embankment was designed with freeboard to provide margin and the flooding from the FHRR occurs within the existing freeboard, then the freeboard can be credited and the evaluation would focus on any new impacts not considered in the original design such as scour or wave action. If the earthen embankment was not designed and constructed as a flood barrier (e.g. a roadway embankment), this section provides points of considerations for evaluating earthen embankments, including the following:

- potential failure modes of earthen water retaining embankment
- considerations that should be evaluated to determine whether appropriate factors are considered in the embankment design
- material characterization
- maintenance and inspection

Potential failure modes of earthen embankments that should be considered for applicability include the following:

- seepage, internal erosion and piping

- erosion-induced breaching
- shear failure
- surface sloughing
- excessive deformation
- seismically induced liquefaction
- other type of slope movement

The foundation and subsurface design of an embankment, levee, or berm should be evaluated to determine whether the following factors are appropriately considered in its design:

- foundation stability
- positive control of seepage
- minimum adverse deformation via good contact between flood protection structure and foundation
- use of cut off walls and drainage systems to control seepage paths through foundation

The stability of embankments should be evaluated utilizing pertinent geologic information and in situ engineering properties of soil and rock materials. The geologic information and site characteristics that should be considered include the following:

- groundwater and seepage conditions
- lithology, stratigraphy, and geologic details disclosed by borings and geologic interpretations
- maximum past overburden at the site as deduced from geological evidence
- structure, including bedding, folding, and faulting
- alteration of materials by faulting
- joints and joint systems
- weathering
- cementation
- slickensides
- field evidence relating to slides, earthquake activity, movement along existing faults, and tension jointing

The materials used in construction of the embankment should be evaluated to determine whether the following factors are appropriately considered in its design:

- use of filter materials to preclude migration of soil materials through the embankment and foundation
- erosion control against surface runoff, wave action, hydrodynamic forces, and debris

In evaluating engineering properties of soil and rock materials used in construction of the embankment, the licensee should consider the following:

- possible variation in natural deposits or borrow materials
- natural water contents of the materials
- climatic conditions
- possible variations in rate and methods of fill placement
- variations in placement water contents and compacted densities that must be expected with normal control of fill construction

The maintenance and inspection regime of the embankment should be evaluated to assess whether the following is true:

- the embankment is inspected at regular intervals
- written procedures are in place for proper maintenance
- personnel responsible for inspecting the structure have been trained in inspection techniques, implementing preventative and compensatory measures, and correcting or repairing deterioration
- suitable instrumentation is used to obtain information on the performance and condition of the structure.

B.2.1.2 Floodwalls

If an existing floodwall was designed with freeboard and the flooding from the FHRR occurs within the existing freeboard, then the freeboard can be credited and the evaluation would focus on any new impacts not considered in the original design (e.g. new or different dynamic loading, debris impacts, etc.).

If the walls being credited were not designed and constructed as flood barriers, this section provides points of considerations for evaluating floodwalls, including the following:

A retaining wall is any wall that retains material to maintain a change in elevation, whereas the principal function of a floodwall is to prevent flooding (inundation) of adjacent land. A floodwall is subject to water force on one side, which is usually greater than any resisting earth force on the opposite side. A wall may be a retaining wall for one loading condition and a floodwall for another loading condition. The flood loading (e.g., surge tide, river flood) may be from the same or the opposite direction as the higher earth elevation.

For inverted T-type floodwalls, the crossbar of the T serves as a base and the stem serves as the water barrier. In evaluating T-type floodwalls, potential failure modes for T-walls that should be considered include the following:

- seepage
- wall stability

Planning and design procedure considerations for floodwall projects are described in References B1 and B2.

An I-wall is a slender cantilever wall, embedded in the ground or in an embankment that rotates when loaded and is thereby stabilized by reactive lateral earth pressures. The licensee should consider the following potential failure modes of I-walls:

- depth of piling
- deep seated (global failure)
- rotational failure caused by inadequate pile penetration
- seepage

Reference B3 provides information on I-Walls, as they relate to hydrostatic loads, static and dynamic water (wave) loads, seepage and piping, I-wall deflections, and determination of safety factors.

B.2.1.3 Seawalls

Seawalls are onshore structures with the principal function of preventing or alleviating overtopping and flooding of the land and the structures behind them caused by storm surges and waves. The licensee should consider potential failure modes of seawalls, including instability due to erosion of the seabed at the toe of the structure and increase in wave impact, run-up, and overtopping. References (B4-B6) provide additional information on seawalls.

B.2.1.4 Concrete Barriers

If the existing concrete barrier was designed with freeboard and the flooding from the FHRR occurs within the existing freeboard, then the freeboard can be credited and the evaluation would focus on any new impacts not considered in the original design.

In assessing whether other concrete barriers (not designed for flooding) can support flood loads, the licensee should evaluate the foundation and subsurface design of the barrier to determine whether the following factors were appropriately considered in design of the structure:

- static loads from stillwater elevation
- hydrodynamic loading from wave effects and debris
- foundation design and treatment, including good contact between the flood protection structure and foundation
- removal of problem soils
- increasing seepage paths through the foundation by use of deep cut off walls, if necessary

The licensee should evaluate the material properties of the concrete barrier (using available documentation and current condition) to assess whether the following is true:

- there was a competent investigation of material sources
- adequate testing was performed of materials in accordance with accepted standards
- proper proportioning of concrete was performed to improve strength and durability.

The licensee should evaluate the design of the concrete barrier to ensure it is safe against overturning and sliding without exceeding the allowable stress of the foundation and concrete for the loading conditions imposed by the flood and all associated flood effects.

The licensee should evaluate the maintenance and inspection regime of the concrete barrier to assess whether the following is true:

- the barrier is inspected at regular intervals
- written procedures are in place for proper maintenance
- personnel responsible for inspecting flood control structures have been trained in inspection techniques, implementing preventative and compensatory measures, and correcting or repairing deterioration
- suitable instrumentation is being used to obtain information on the performance and condition of the structure (e.g., assessing settlement and tilting of foundations, condition of the concrete including degradation mechanisms, seepage).

An example of attributes for a concrete barrier could be the flood elevation where failure of the barrier is expected to occur. Failure modes can include sliding, overturning, settlement, or erosion/scour.

B.2.1.5 Plugs and Penetrations Seals

For the purposes of evaluating the adequacy of plugs and penetration seals, it is sufficient to use the guidance prepared for the flooding design basis walkdowns performed in response to Near Term Task Force (NTTF) Recommendation 2.3 substituting the reevaluated flood parameters for the licensing basis flood parameters where appropriate. This guidance is described in NEI 12-07, Guidelines for Performing Verification Walkdowns of Plant Flood Protection Features. Consideration of the NRC Letter docketed as ML13325A891 (Ref. B11) should be used when applying this guidance.

B.2.1.6 Storm Drainage Systems

If credited, the licensee should evaluate the storm drainage systems to demonstrate they are capable of passing sufficient flow to accommodate the reevaluated flood flow rate while maintaining the flood height not greater than the allowable value. The evaluation should consider all effects associated with the flood (e.g., scour). Performance should be compared against appropriate present-day codes and standards, including Section 2.4.2, Revision 4, "Floods," of NUREG-0800, "Standard Review Plan for the Review of Safety Analysis Reports for Nuclear Power Plants: LWR [light-water reactor] Edition" (Ref. B10). Storm drainage systems should also be evaluated to demonstrate that they are in satisfactory condition. Qualitative evaluation of operational requirements, such as surveillance, inspection, design control, procurement, maintenance, and testing is appropriate (e.g., a walkdown procedure should be provided for verifying that the system is clear of debris and objects that could impede flow). If drainage systems are associated with active components, active components should be evaluated using considerations described in Section B.2.2.

B.2.2 ACTIVE FEATURES

B.2.2.1 Active Components

Active components that are currently included as part of the sites existing response to flooding (can be for external or internal flooding sources) should be evaluated based on the increased impacts of the flooding from the new FHRR flooding analysis (e.g. increased leakage rates, pumping and flow capacity, flood duration, etc.).

New active components not originally intended for flooding response should be evaluated for availability and reliability using:

- operational data
- performance criteria (e.g., see Table B-2)
- consideration of operational requirements:
 - surveillance
 - inspection
 - design control
 - maintenance
 - procurement
 - testing and test control

If applicable, licensees should further use the following to justify the availability and reliability of active components and features:

- incorporation of equipment in plant programs (e.g., whether the component is included in established plant equipment reliability programs or subject to 10 CFR Part 50, Appendix B)
- conformance to consensus standard developed for similar uses, including emergency uses (e.g., standards developed by the National Fire Protection Association for fire protection equipment)

In addition, when information is available, the reliability of active components (e.g., failure to start on demand and failure to run once started) should be quantitatively evaluated and documented based on operating experience, testing, and other available information using traditional probabilistic risk assessment or statistical techniques. In some cases, this information may not be available. In this case, tests or analyses may be appropriate to support quantification of reliability. If information is not available and testing is not feasible, the integrated assessment submittal should:

1. Describe why quantification of equipment reliability is not possible or necessary; and
2. Justify why the equipment can be reasonably credited despite these limitations.

Table B-2: Criteria for Evaluating Active Components

Criteria	Description
Functional characteristics:	<ol style="list-style-type: none"> 1. Equipment is capable of performing its required function (e.g., functional requirements such as pump flow rate, pump discharge pressure are met). 2. Equipment is in satisfactory condition. 3. Functionality of the equipment may be outside the manufacturer’s specifications if a documented engineering evaluation justifies that the equipment will be functional when needed during the flood event duration. 4. There is an engineering basis for the functional requirements for the equipment which: <ol style="list-style-type: none"> a) is auditable and inspectable; b) is consistent with generally accepted engineering principles; c) defines incorporated functional margin; and d) is controlled within the configuration document control system.

Table B-2: Criteria for Evaluating Active Components

Criteria	Description
Operational Characteristics	<ol style="list-style-type: none"> 1. Equipment is covered by one of the following: <ol style="list-style-type: none"> a) existing quality assurance (QA) requirements in Appendix B of 10 CFR Part 50; b) existing fire protection QA programs; or c) a separate program that provides assurance that equipment is tested, maintained, and operated so that it will function as intended and that equipment reliability is achieved. 2. Testing (including surveillances) <ol style="list-style-type: none"> a) Equipment is initially tested or other reasonable means should be used to verify that its performance conforms to the limiting performance requirements. b) Periodic tests and test frequency are determined based upon equipment type and expected use. Testing is done to verify design requirements and basis are met. The basis is documented and deviations from vendor recommendations and applicable standards should be justified. c) Periodic inspections address storage and standby conditions as well as in-service conditions (if applicable). d) Equipment issues identified through testing are incorporated into the corrective action program and failures are included in the operating history of the component. 3. Preventive maintenance (including inspections) <ol style="list-style-type: none"> a) Preventive maintenance (including tasks and task intervals) is determined based upon equipment type and expected use. The basis is documented and deviations from vendor recommendations and applicable standards should be justified. b) Periodic testing addresses storage and standby conditions as well as in-service conditions (if applicable). c) Equipment issues identified through inspections are incorporated into the corrective action program and failures are included in the operating history of the component.

Table B-2: Criteria for Evaluating Active Components

Criteria	Description
Unavailability Characteristics	<ol style="list-style-type: none"> <li data-bbox="451 296 1446 464">1. The unavailability of equipment should be managed such that loss of capability is minimized. Appropriate and justifiable unavailability time limits are defined as well as remedial actions. A replacement would be for equipment that is expected to be unavailable in excess of this time limit or when a flood event is forecasted. <li data-bbox="451 495 1446 529">2. A spare parts strategy supports availability considerations. <li data-bbox="451 560 1446 632">3. The unavailability of installed plant equipment is controlled under existing plant processes such as technical specifications.
Equipment storage Characteristics	<ol style="list-style-type: none"> <li data-bbox="451 705 1446 810">1. Portable equipment is stored and maintained to ensure that it does not degrade while being stored and that it is accessible for maintenance and testing. <li data-bbox="451 842 1446 1104">2. Credited active equipment is protected from flooding. It is accessible during a flooding event. Alternatively, credited active equipment may be stored in locations that are neither protected from flooding nor accessible during a flood if adequate warning of an impending flood is available and equipment can be relocated prior to inundation. Consideration should be given to the transport from the storage area recognizing that flooding can result in obstacles restricting normal pathways for movement. <li data-bbox="451 1136 1446 1367">3. A technical basis is developed for equipment storage that provides the inputs, assumptions, and documented basis that the equipment will be protected from flood scenario parameters such that the equipment could be operated in place, if applicable, or moved to its deployment locations. This basis is auditable, consistent with generally accepted engineering principles, and controlled within the configuration document control system.

B.2.2.2 FLOOD DOORS AND HATCHES

Flood doors and hatches that are currently included as part of the sites existing response to flooding (can be for external or internal flooding sources) should be evaluated based on the increased impacts of the flooding from the new FHRR flooding analysis (e.g., increased static head, dynamic loading, debris impacts, flood duration, etc.).

In assessing whether other doors and hatches can provide flooding protection, the following factors should be considered:

- hydrostatic force resistance – flood barriers should conform to the criteria for resisting lateral forces due to hydrostatic pressure from freestanding water
- hydrodynamic force resistance – flood barriers should conform to the criteria for resisting lateral forces due to moving flood waters
- debris impact force resistance – flood barriers should conform to the criteria for resisting debris objects at stated velocities.

B.2.3 TEMPORARY FEATURES

Standards, codes, guidance documents (e.g., References B7 and B8) and operating experience should be evaluated to determine whether the configuration of the temporary barrier (e.g., removable flood barrier, stop logs, configuration of a sandbag wall) conforms to accepted engineering practices. Justification of feature reliability may require laboratory- or field-testing (e.g., Reference B9), analytical modeling, or demonstrations. If an assessment and evaluation of temporary features reveals deficiencies and shortcomings in their capability to perform adequately as a flood barrier because they do not conform to accepted engineering practice, the implications of the deficiencies should be summarized.

B.3 APPENDIX B SPECIFIC REFERENCES

- B1. U.S. Army Corps of Engineers, "Engineering and Design - Retaining and Flood Walls," EM 1110-2-2502, 1989.
- B2. U.S. Army Corps of Engineers, "Engineering and Design – Waterstops and Other Prefomed Joint Materials for Civil Works Structures," EM 1110-2-2102, 1995.
- B3. U.S. Army Corps of Engineers, "Design of Sheet Pile Walls," EM 1110-2-2504, 1994.
- B4. U.S. Army Corps of Engineers, "Engineering and Design-Design of Coastal Revetments, Seawalls and Bulkheads," EM 1110-2-1614, 1995.
- B4. U.S. Army Corps of Engineers, "Coastal Engineering Manual-Part VI, Introduction to Coastal Project Element Design," EM 1110-2-1100, 2002.
- B5. U.S. Army Corps of Engineers, "Coastal Engineering Manual- Part V, Planning and Design Process," EM-2-1100, 2002.
- B6. U.S. Nuclear Regulatory Commission, "Standard Review Plan for the Review of Safety Analysis Reports for Nuclear Power Plants: LWR Edition," NUREG-0800, Section 2.4.2: "Floods," Revision 4, March 2007, ADAMS Accession No. ML070100647.
- B7. U.S. Army Corps of Engineers, Flood-Fight Handbook - Preparing for a Flood. 2016. Available at:
http://www.mvp.usace.army.mil/Portals/57/docs/Operations%20Center/MVP_Flood_Fight_Handbook_2016.pdf
- B8. U.S. Army Corps of Engineers, Sandbag Construction. [Online] Available at:
http://www.mvp.usace.army.mil/Portals/57/docs/Operations%20Center/5Sandbag_Construction_2011.pdf
- B9. U.S. Army Corps of Engineers, Laboratory Testing of Flood Fighting Products. Coastal and Hydraulics Laboratory. [Online] [Cited: August 23, 2012.] Available at:
<http://chl.erdc.usace.army.mil/chl.aspx?p=s&a=Projects:182>.
- B10. U.S. Nuclear Regulatory Commission (NRC). 2007. NUREG-0800, "Standard Review Plan for the Review of Safety Analysis Reports for Nuclear Power Plants: LWR Edition – Site Characteristics and Site Parameters (Chapter 2)," March 2007.
- B11. NRC Letter, "Request for Additional Information Associated with Near Term Task force Recommendation 2.3, Flooding Walkdowns," dated December 23, 2013 (ML13325A891)

APPENDIX C: EVALUATION OF SITE RESPONSE

C.1 OBJECTIVE

The purpose of this Appendix is to provide guidance on evaluating manual actions associated with successfully carrying out an external flood response strategy. The goal of the evaluation is to demonstrate that the manual actions required to implement the flood response strategy are feasible and overall implementation of the strategy is adequate. This guidance is applicable for any flood response strategy that requires manual actions regardless of which path is selected in the IA process.

An adequate response strategy is one which can be implemented successfully by appropriately trained crews in an organized pre-planned manner under the expected environmental conditions. Equipment required for an adequate strategy is maintained and tracked in a controlled manner and is determined to be available and reliable. The crews have been appropriately trained and demonstrate the ability to complete the strategy successfully within the designated time frame with sufficient time margin for the strategy required to implement the actions on critical path. A strategy with limited time margin can be demonstrated to be adequate with either redundancy, confirmation or compensation measures for incorrect execution for the actions.

External flood response strategies, in general, differ from other response strategies at nuclear power plants. Many of the actions take place outside the main control room, have long lead times and require significant coordination from a large organization. It is therefore prudent that the evaluation not only review individual actions but the strategy as a whole to determine its adequacy. This appendix will provide a framework to evaluate individual actions, leveraging pre-established methods developed for other beyond-design-basis mitigation efforts, and demonstrate that the implementation of a flood response strategy is adequate.

C.2 OVERALL PROCESS OF EVALUATING A FLOOD RESPONSE STRATEGY

The overall process for this evaluation should begin with understanding and defining the flood response strategy. This step is required for any path chosen when manual actions are required to carry out a particular strategy. The process will include laying out the key tasks, manual actions and decisions that are required for successful implementation of the flood response strategy. The evaluation then proceeds to ensuring that the following major components are satisfactorily addressed:

- All required procedures are clear and appropriately detailed
- Organizational structure is well understood
- Resources are available
- Reasonable Simulation and Training have been conducted

- Expected environmental factors are addressed
- Time and Time Margin is available

The first step in the analysis is to determine that each individual action is feasible using the validation process in NEI 12-06, App E [Ref 22]. In the validation process, a set of performance attributes should be evaluated, a timing estimate is performed and margin is established for the individual actions. The process should be followed and reasonable simulation or walkthroughs should be performed in accordance with the validation level deemed most appropriate for the action. These results will be used as a direct input to the next step which is to evaluate the adequacy of the flood response strategy as a whole under the environmental conditions expected during the event.

The purpose of the adequacy evaluation is to further demonstrate the adequacy of the overall site response to the event. This begins with establishing adequate procedural triggers, organizational response and defining the critical path for the initiation and execution of the total response strategy. The next step includes a detailed timeline analysis which reviews the TSAs, flood progression, effects on the plant, and accounts for the expected flood specific environmental conditions. A margin assessment is performed for the strategy and strategies with limited margin have the option to include redundancy, confirmation or compensation for incorrect execution and suboptimal performance of TSAs. The demonstration of the flood response strategy as adequate is then documented in conclusion of the IAP.

C.3 DEFINING CRITICAL PATH AND IDENTIFYING TIME SENSITIVE ACTIONS (TSAs)

During a large external flood event, procedures would implement many strategies to protect the plant and mitigate the effects of the flood. Within these strategies there are actions that must be completed successfully for the strategy to succeed at preserving or restoring the KSFs. The sequence of actions that determine the minimum time needed to complete the strategy is the critical path of the response. Actions on critical path where a failure would lead to the failure of the overall strategy without compensatory measures should be considered the TSAs applicable to flooding that need to be evaluated in the IAP.

Strategies and/or actions aimed at other goals such as preserving economic assets, providing for station security, or assisting with local relief efforts, for this evaluation, are considered only to the extent that they could conflict with or distract from performance of these TSAs. It is not necessary to demonstrate the feasibility or adequacy of these strategies in this evaluation.

C.4 EVALUATING FEASIBLE ACTIONS

The first step to demonstrating a flood response strategy is adequate is to show that all TSAs required for the strategy are feasible. This guidance intends to utilize NEI 12-06 Rev. 2, “Diverse and Flexible Coping Strategies (FLEX) Implementation Guide - Appendix E, Validation Guidance” (Ref. 22). The process for determining the feasibility of carrying out beyond-design-basis (BDB) mitigation response strategy actions has

already been implemented for FLEX strategies. This guidance is appropriate for evaluating the feasibility of flood response actions since FLEX mitigation actions share very similar characteristics to that of flood response actions and many FLEX strategies already account for external flood hazards.

All actions required for the flood response strategy should be evaluated in accordance with the guidance in NEI 12-06 (Ref. 22). The process describes the fundamental steps to determining that a strategy's actions are feasible to implement within the time available. In general, sites with unbounded flooding mechanisms have followed this evaluation process to complete their Mitigating Strategies Assessment (MSA). The information in the MSA should be evaluated to determine if the same strategies and actions are appropriate to use in the evaluation of these scenarios. If so, the same information from the MSA can be relied upon and used to complete this step of the site response evaluation.

It is important to note that any actions that are time sensitive require Level A or B validation, regardless of the time frame in which the action is performed. Additional details regarding requirements for validating Level A and Level B actions are contained within NEI 12-06 (Ref. 22). The information gathered from the feasibility assessment should be retained for use during the evaluation for an adequate strategy.

C.5 DEMONSTRATING AN ADEQUATE SITE RESPONSE STRATEGY

The process for demonstrating an external flooding strategy is adequate builds upon the validation process presented in NEI 12-06 (Ref. 22). Where the analysis in the validation process was focused on demonstrating the individual actions that make up the strategy are feasible, this evaluation assesses the organizational response, the margin in the strategy accounting for the expected environmental factors, and how the strategy is carried out as a whole to conclude the strategy is adequate.

The key elements to evaluating the adequacy of a flood response strategy include:

- Establishing unambiguous procedural triggers
- Proceduralized and clear organizational response to a flood
- Developing a detailed flood response timeline
- Accounting for the expected environmental conditions
- Determining time and time margin availability

Though NEI 12-06 (Ref. 22) addressed these considerations for each individual action to some degree, the following sections provide guidance on the key attributes of the overall site response, including areas that are unique to external flooding response strategies, that should be further addressed in this evaluation.

C.5.1 Procedural Trigger to Initiate Response

An adequate strategy is initiated by an institutionalized, objective trigger that responds to actual or predicted flood conditions or effects.

Triggers to enter the flood response procedure should be well defined and unambiguous. They may originate from plant controlled gauges or offsite sources of information, including external organizations responsible for informing the plant staff of a developing or imminent flood challenge.

Examples of triggers to initiate a flood response strategy include:

- Forecast of consequential rainfall as described in Section 5 of NEI 15-05 (Ref 28);
- River surface reaching a specified elevation as measured on a plant instrument or government-controlled gage;
- Government agency forecast of a future specified weather event or flood stage, provided there are requirements to monitor these forecasts and take specific actions based on them;
- Workers notifying the control room of water entering the plant at a particular location – but only if the workers are trained to make this report and there are proceduralized requirements to monitor for water ingress and report the observation;
- Inspect and notify after forecast is received; and
- Workers observing heavy rainfall and taking self-initiated actions to close building openings – but only if the workers are trained to monitor and determine when rainfall is “heavy”, and there are specified requirements to close particular openings.

This evaluation should clearly document the procedural cues included in the controlling procedure and include any incremental levels that may be monitored or relied upon to trigger flood response actions. The source of the cue and the anticipated timeframe in which it will be received relative to the flood progression must be known.

C.5.2 Organizational Response to Procedure Initiation

The organization will respond to a flood strategy trigger in one of two ways. If possible, the organization will undertake anticipatory strategies to address a flood prior to it affecting the plant. The organization might also be called upon to implement strategies to address flooding after it affects plant systems, structures, or components.

- Establish clear responsibility for command and control.
- Prioritize the actions to ensure the identified TSAs have appropriate priority over other actions.

- Clearly define what parts of the plant organization have responsibility for each critical path action.

The workload and priorities for the plant staff to execute flood strategies should be evaluated against the criteria given in NEI 12-01.

C.5.3 Expected Environmental Conditions

The potential impacts to the adequacy of an external flood response strategy from the expected environmental conditions should be evaluated in the IAP. This step is included in the validation process for FLEX (Ref. [22]); however, the flood causing mechanisms for this evaluation may be different. The expected environmental conditions should be estimated based on the reevaluated flood hazard information and evaluated for any potential impacts to the human performance of implementing the flood response strategy.

Environmental conditions during extreme weather events are site, mechanism and strategy specific. Strategies that employ anticipatory actions may not be impacted by adverse environmental conditions for many hours and have nominal working conditions. Whereas, events that may leave just a few hours before flooding could preclude some activities. These factors need to be considered and treated appropriately in the evaluation.

There are two ways to address the impacts due to environmental conditions; qualitatively and quantitatively. The first step will be to qualitatively analyze the impacts from the expected environmental conditions. Any actions anticipated to be degraded due to these factors should consider compensatory measures to return working conditions to a reasonably nominal state. If compensatory measures are not possible, degraded actions can also be treated quantitatively to determine if the time margin remains adequate with additional time required to complete due to the environmental factors.

The following sections provide guidance on appropriately evaluating the environmental factors on human performance, considerations for compensation measures, and quantitatively accounting for degraded conditions.

C.5.3.1 Qualitative Assessment

A qualitative assessment may be the most appropriate way to address environmental factors when a strategy has adequate warning time and anticipatory actions are completed in advance of the storm. A similar evaluation would be appropriate for a site subject to flooding from upstream precipitation and/or snowmelt where no adverse conditions are predicted before the flood waters arrive. A qualitative assessment may also be appropriate when minimal impacts due to weather are expected or the strategy actions are performed in areas that are protected from the elements.

The following lists considerations that should be reviewed and applicable conditions should be addressed:

- adverse weather (e.g., lightning, hail, wind, precipitation)

- temperatures (e.g., humidity, air and water temperatures, particularly if personnel must enter water)
- conditions hazardous to the health and safety of personnel (e.g., electrical hazards, hazards beneath the water surface, drowning, structural debris)
- lack of lighting
- radiation
- noise
- vibration

The environmental conditions should be evaluated to determine if they pose any adverse conditions that would result in a significant degradation of human performance.

Compensatory measures should be considered to return working conditions to a reasonably nominal state or combat the elements for actions that would otherwise be precluded if performed without the measures. Some examples of compensatory measures include:

- Personal Protection Equipment
 - Hearing Protection
 - Gloves
 - Eye Protection
 - Boots/Waders
 - Hardhat
- Additional Lighting
- Water and Wind Resistant Structure
- Procedural guidance to ensure no hazards in the area

Any actions that are still postulated to be performed under degraded conditions that would significantly affect human performance should be evaluated quantitatively in the next section.

C.5.3.2 Quantitative Assessment

Following the qualitative assessment of environmental factors on human performance, it may be necessary to quantitatively assess the impacts due to degraded conditions. There currently is not an industry consensus on how to apply additional time factors to performance of human actions and engineering judgement will be necessary to quantitatively assess the impact to the actions.

Based on the severity of environmental conditions and the nature of the task, additional time should be allotted to the best estimate for time to complete. Time margin can then be assessed against this estimate in the next section to determine if adequate time margin is still available for the flood response strategy. The additional time allotted for the action should

be documented and justification should be provided for the basis of selecting any additional factors.

C.5.4 Flood Response Strategy Timeline Analysis

In demonstrating the adequacy of a flood response strategy, it is necessary to construct a detailed timeline showing the following items:

- Flood mechanism initiation
- Estimated flood hazard parameters (such as river surface elevation, or ponding elevation of rainfall) as a function of time
- Time of trigger, when plant is cued to respond to the flood (Section C.5.1)
- Manual action timeline of plant flood response strategy focused on the identified TSAs and other actions anticipated to compete for resources
 - Procedural trigger (cue) time
 - Start time
 - Duration of action
- Times when plant impacts (if any) would occur in the absence of any response (e.g. access road becoming impassible, loss of offsite power, or loss of key safety functions)
- Repeatable and/or monitoring actions associated with maintaining a safe stable state

An example timeline is shown in Figure C-1. This timeline may be very similar to the timeline developed for a FLEX mitigation strategy of external flood hazards and could be used for a base for this evaluation. The analyst must ensure that all elements described in this appendix are included in the evaluation so that flood specific considerations are adequately addressed.

The strategy is considered adequate if the analyst has demonstrated that the following criteria are met:

1. Each TSA is feasible as described in NEI 12-06, App E.
2. The strategy is initiated by a well-defined unambiguous trigger as described in section C.5.1.
3. The organization can effectively respond to perform the TSA given the environmental conditions, competing tasks, and outside support needs as described in section C.5.2.
4. The TSAs can be performed as described in the governing procedures for the strategy to be successful with adequate margin. This assessment balances the nature and timing of the tasks against the margin available and supports a conclusion on whether

or not the margin is adequate to accommodate the unknown using reasonable judgment.

5. Environmental conditions are satisfactorily addressed and accounted for in the timing or margin analysis.

In the event that adequate time margin is limited or environmental conditions may prove challenging, a strategy can be demonstrated to be adequate, if it includes redundancy, confirmation or compensation for incorrect execution and suboptimal performance for TSAs. Some specific examples of these actions are:

- Independent verification of component alignments.
- Checking by a separate crew using a checklist to confirm TSAs were completed and properly installed.
- Staging spare sandbags ready to bolster a flood barrier.
- Providing redundant active components in case the primary component fails to perform.
- Establishing two flood barriers in series, so that if the first one fails the second barrier will take over protection.
- Providing shelter or other PPE to combat harsh environmental conditions

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APPENDIX D: METHODS FOR ESTIMATING LIKELIHOOD OF FLOODING

D.1 OBJECTIVE

This appendix addresses methods available for developing a probabilistic characterization of flooding at nuclear power plant sites. For the purposes of the FIAP, it is most appropriate to focus on a range of flooding hazard with annual exceedance probabilities (AEPs) that support decision making. While this appendix attempts to cover a broad frequency spectrum (to as low as a 10^{-6} AEP), the main objective is to provide a summary of established and generally accepted methods for developing estimates for flood frequencies that approximate a mean hazard focusing on the 10^{-3} (with margin) to 10^{-4} AEP range. This discussion includes probabilistically characterizing the flood phenomena itself, as well as, guidance on evaluating combined effects to determine an appropriate combination for evaluation in the FIAP. In performing a probabilistic assessment, the licensees should consider the necessary attributes outlined below. These attributes are defined within the context of the existing state of practice and available data, models, and methods, including the catalog of methods described in this appendix.

- 1) Analysts – The analysts performing the assessment should have expertise in the flood mechanisms considered (e.g., hydrologic scientists, hydraulic/water resources engineers, meteorologists, oceanographers) and should be capable of understanding and incorporating alternative interpretations of data, models and methods used to estimate the annual frequency of exceedance of a given parameter(s) representing flood severity
- 2) Models and methods – The licensee should use models and methods consistent with the existing state of practice for the range of annual exceedance frequencies considered, including use of statistical or probabilistic methods augmented by a realistic mechanistic treatment of hazards (as available). This intent of this appendix is to provide a catalog of models and methods that are consistent with existing state of practice that may be acceptable to use in the evaluations being performed by licensees through the FIAP. Licensees should ensure context and caveats from the source documents related to the numerical values as well as the methods and references described in this appendix are considered and addressed prior to use.
- 3) Data – The licensee should use relevant information for the phenomena consistent with the models and methods selected and consider and address limitation of available information
- 4) Uncertainty – The licensee should identify and address important sources of aleatory variability and epistemic uncertainty (e.g., alternate data sources, options for filtering data, or alternate functional forms for probability distributions) for each flood mechanism. The licensee may utilize simplifying and bounding assumptions to address uncertainty, but should also clarify how they affect key insights and

conclusions. Sensitivity studies examining the effect of key components and assumptions on flood hazard estimates may be used to address epistemic uncertainty

- 5) Documentation – The licensee should document the following information for this assessment:
 - a. The approach used to perform the assessment
 - b. The basis for the data, models, and methods used (or excluded)
 - c. Key assumptions
 - d. Treatment of uncertainties
 - e. Results of the assessment

D.2 METHODS OF ESTIMATING LIKELIHOOD OF FLOODING

Probabilistic characterizations typically involve the use of local and/or regional streamflow, rainfall, and paleoflood data. Site-specific datasets of observed streamflows and/or rainfall are typically limited to a period of approximately 100 years or less. Therefore, development of flood-frequency information beyond a 1 in 100 (or 10⁻²) annual exceedance probability (AEP) using these site-specific data typically requires extrapolation, with longer extrapolations carrying greater bands of uncertainty. Figure D-1 (from Nathan and Weinmann, 2001) characterizes the flood-frequency spectrum (up to 10⁻⁶) into flood magnitudes described as large, rare, and extreme; with “large” floods being within the interpolation range to a 10⁻² (1 in 100) AEP (since records are typically available up to 100 years) and “rare” floods requiring extrapolation beyond the available period of record. The credible limit of extrapolation is recommended at 5×10⁻⁴ (1 in 2,000) AEP. However, this recommendation can vary greatly with the type and quality of data available for the analysis. Table D-1 (USBR, 2004) provides flood-frequency extrapolation limit guidelines for different hydrometeorological data types. The USBR states (USBR, 2004) the following regarding Table D-1:

For Reclamation dam safety risk assessments, flood estimates are needed for AEPs of 1 in 10,000 and ranging down to 1 in 100,000,000. Developing credible estimates at these low AEPs generally requires combining data from multiple sources and a regional approach. [Table D-1] lists the different types of data that can be used as a basis for flood frequency estimates and the typical and optimal limits of credible extrapolation for AEP (Bureau of Reclamation, 1999). In general, the optimal limits are based on the best combination(s) of data envisioned in the western U.S. in the foreseeable future. Typical limits are based on the combination(s) of data that are commonly available and analyzed for most sites.

More sophisticated methods are available, as discussed further below, for “extreme” floods. The 10⁻³ to 10⁻⁴ AEP falls between the “rare” and “extreme” categories.

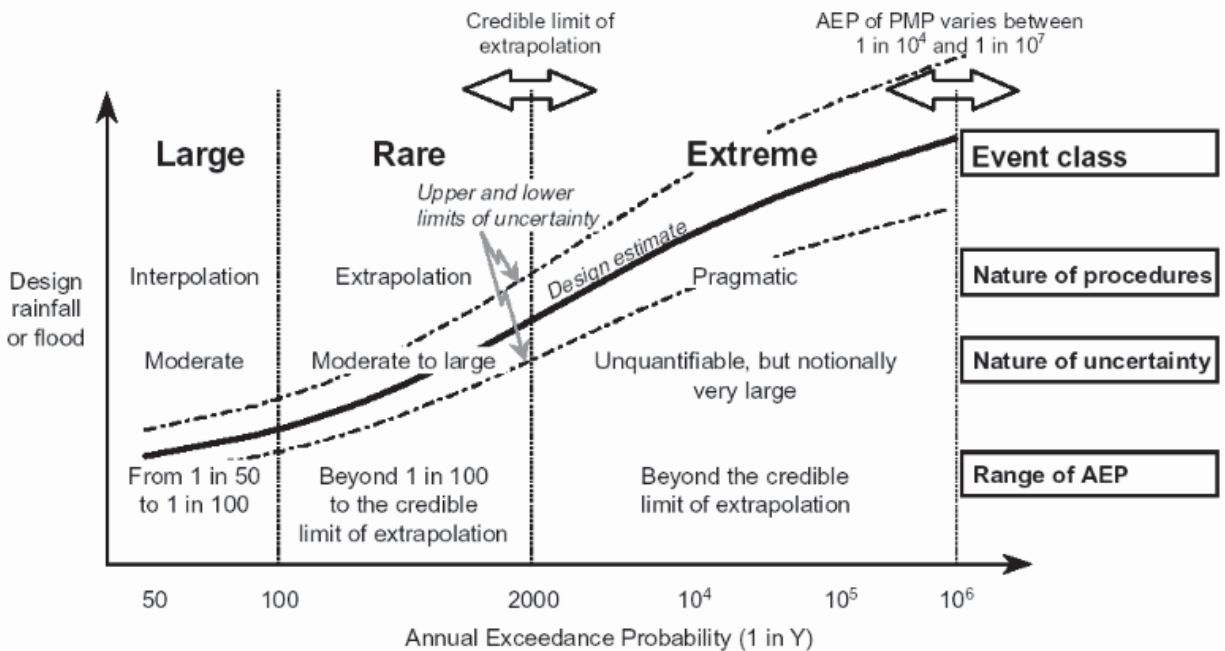


Figure D-1: Characteristics of Notional Floods (Nathan and Weinmann, 2001)

Table D-1: Hydrometeorological Data Types and Extrapolation Limits for Flood Frequency Analysis (USBR, 2004)

Type of data used for flood frequency analysis	Limit of credible extrapolation for annual exceedance probability	
	Typical	Optimal
At-site streamflow data	1 in 100	1 in 200
Regional streamflow data	1 in 500	1 in 1,000
At-site streamflow and at-site paleoflood data	1 in 4,000	1 in 10,000
Regional precipitation data	1 in 2,000	1 in 10,000
Regional streamflow and regional paleoflood data	1 in 15,000	1 in 40,000
Combinations of regional data sets and extrapolation	1 in 40,000	1 in 100,000

While not exhaustive, Table D-2 contains a list of available methods for flood-frequency estimating, segregated into two main parts:

1. Large to Rare Floods – AEPs $\geq 10^{-3}$ (greater than or approximately 1 in 1,000)
2. Rare to Extreme Floods – AEPs $< 10^{-3}$ (less than 1 in 1,000)

In the Flooding Impact Assessment Process (FIAP) application, an accurate and reliable AEP relationship along a broad frequency spectrum is generally not the objective. Instead, the FIAP uses probabilistic approaches to provide an additional flood hazard characterization, enough to simply differentiate “high” and “low” likelihood flood elevations or scenarios. Therefore, the above standards for credible limits of extrapolation should not be viewed as rigid and can be subject to engineering judgment. Methods recommended provide mean hazard frequency estimates and include uncertainty estimates and confidence levels within their range of applicability. However, extrapolating beyond standard credible limits may require the increased reliance on uncertainty estimates (e.g. upper limit of the 90% confidence interval) to make judgements regarding margin.

Table D-2 also provides a breakdown by flood-causing mechanism. There are a number of methods available for river and stream flooding. Dam failure, which is partially addressed in the combined-effects floods, is not included in the first part ($\geq 10^{-3}$ AEP). The default value for annual probability of dam failure is assumed to be approximately 10^{-4} (Baecher et. al., 1980). JLD-ISG-2013-01 (NRC, 2013) requires the following dam failure modes to be considered:

- Sunny-Day Failure – Failures not involving a natural initiator and generally considered to have a low likelihood, particularly for the more mature and closely monitored dams.
- Seismic Failure – Assume failure if it cannot withstand seismic hazards with a 10^{-4} AEP.
- Hydrologic Failure – Assume failure if it cannot be shown to withstand the dam-specific PMF.

More sophisticated probabilistic estimates for dam failure is provide in the second part of Table D-2 ($< 10^{-3}$ AEP)

Table D-2: Summary of Methods or Guidance for Probabilistic Flood Hazard Assessments		
AEP Limits	Method or Guidance	Applicable Flood-Causing Mechanism (s)
<p style="text-align: center;">LARGE - RARE $\approx 10^{-3}$ (Approximately greater than or equal to 1 in 1,000)</p>	<p>Bulletin 17B – Log-Pearson Type III Distribution using peak annual streamflow data (Hydrology Committee of WRC published Bulletin 17B, “Guidelines for Determining Flood Flow Frequency”). Draft update to Bulletin 17B is available as Bulletin 17C on http://acwi.gov/hydrology/Frequency/b17c/index.htm</p> <p>1. FEMA extrapolates the Log-Pearson Type III distribution to estimate peak flows up to a 1 in 500 AEP in the National Flood Insurance Program. Applicable computer software includes PEAK-FQ (USGS) and HEC-SSP (USACE).</p>	Rivers and Streams (gaged)
	<p>Regional peak annual streamflow regression curves developed through the USGS’s National Streamflow Statistics Program (NSSP), including equations for ungaged streams, for the states and territories in the US. Some studies cover AEPs to 2×10^{-3} (1 in 500 AEP). These reports can be found at https://water.usgs.gov/osw/programs/nss/pubs.html.</p>	Rivers and Streams (gaged and ungaged)
	<p>NOAA’s National Weather Service, Hydrometeorological Design Studies Center, Precipitation Frequency Data Server (PFDS) (http://dipper.nws.noaa.gov/hdsc/pfds/) provides precipitation-frequency estimates for all US states, except Washington, Oregon, Idaho, Montana, Wyoming, and Texas. The PFDS provides data for rainfall durations from 5 minutes to 60 days and AEPs from 1.0 to 10^{-3} (1 in 1,000 AEP), including 90% confidence intervals.</p>	Small Streams; Local Intense Precipitation
<p style="text-align: center;">RARE – EXTREME $< 10^{-3}$ (Approximately Less than 1 in 1,000)</p>	<p>EPRI, Local Precipitation-Frequency Studies, Development of 1-Hour/1-Square Mile Precipitation-Frequency Relationships for Two Example Nuclear Power Plant Sites (EPRI, 2014).</p>	Small Streams; Local Intense Precipitation
	<p>Hosking J.R.M. Wallis J.R. Regional Frequency Analysis – An approach Based on L-moment (M). London: Cambridge University Press (Hosking, 1997). Applicable computer programs are</p>	Rivers and Streams; Local Intense Precipitation

Table D-2: Summary of Methods or Guidance for Probabilistic Flood Hazard Assessments		
AEP Limits	Method or Guidance	Applicable Flood-Causing Mechanism (s)
	“ImomRFA” and “L-RAP”.	
	USBR, Hydrologic Hazard Curve Estimating Procedures, Research Report DSO-04-08 (USBR, 2004); provides information on the use of historic/paleoflood data, mixed-population graphical approach, expected moments algorithm, FLDFRQ3, hydrograph scaling and volume, GRADEX, Australian Rainfall-Runoff, and Stochastic Event-Based Precipitation Runoff Modeling with the SEFM for flood-frequency analysis.	Rivers and Streams
	Nathan, R.J. and P.E. Weinmann. 2001. Estimation of Large to Extreme Floods: Book VI. In <i>Australian rainfall and runoff, a guide to flood estimation</i> , the Institution of Engineers, Australia.	Rivers and Streams
	Assessing Inundation Hazards to Nuclear Powerplant Sites Using Geologically Extended Histories of River Floods, Tsunamis, and Storm Surges, USGS, Scientific Investigations Report 2014-5207	Rivers and Streams; Tsunamis, Surge
	USACE, Application of Paleohydrology to Corps Flood Frequency Analysis (2003)	Rivers and Streams
	E. Paquet, F. Garavaglia, R. Garcon, J. Gailhard. The SCHADEX Method: A Semi-Continuous Rainfall-Runoff Simulation for Extreme Flood Estimation. <i>Journal of Hydrology</i> . 2013.	Rivers and Streams
	U.S. Army Corps of Engineers (USACE). 2005. <i>Stochastic Modeling of Extreme Floods on the American River at Folsom Dam. Flood-Frequency Curve Extension</i> . Research Document 48, Institute for Water Resources, Hydrologic Engineering Center, Davis, California.	Rivers and Streams
	R.J. Nathan, P.E. Weinmann, and P.I. Hill. Use of a Monte Carlo Framework to Characterize Hydrologic Risk. ANCOLD 2002 Conference of Dams. Applicable computer program is RORB_MC (RunOff Routing Monte Carlo) (Sinclair Knight Merz Ltd.)	Rivers and Streams
	U.S. Nuclear Regulatory Commission (U.S. NRC), "NUREG/CR-7134: The Estimation of Very-Low	Hurricane Storm Surge

Table D-2: Summary of Methods or Guidance for Probabilistic Flood Hazard Assessments		
AEP Limits	Method or Guidance	Applicable Flood-Causing Mechanism (s)
	Probability Hurricane Storm Surges for Design and Licensing of Nuclear Power Plants in Coastal Areas”, Springfield, VA: National Technical Information Service, October 2012.	
	International Commission on Large Dams (ICOLD), Risk Assessment in Dam Safety Management, A Reconnaissance of Benefits, Methods and Current Applications, Bulletin 130 (2005)	Dam Breach and Failure
	USBR and USACE. Best Practices in Dam and Levee Safety Risk Analysis. Version 4.0. July 2015	Dam Breach and Failure

D.3 PROBABILISTIC CONSIDERATIONS FOR COMBINED EFFECT FLOODS

Defining flood initiators include considerations for combining flood-causing mechanisms and associated effects. This section addresses flood combinations as defined in ANS-2.8 (ANS, 1998) and Appendix H of NUREG/CR-7046 (NRC, 2011), some of which are uncorrelated and/or independent events. Appendix H of NUREG/CR-7046 states, citing ANS-2.8, that the combinations are “thought to have a probability-of-exceedance of less than 1×10^{-6} ” but “rigorous statistical analyses have not been completed for these estimates.” Refer to USACE EC-1110-2-6067, Section 9.j, (USACE, 2010) and “Probability, Random Variables, and Stochastic Processes” (Papoulis, 2002) for additional guidance on joint probabilities for event combinations that are fully or partially dependent and/or correlated. Contributions from relevant combinations of events should be aggregated in the assessment of frequencies and should not be limited to deterministic event combinations identified in NUREG/CR-7046. Relevant combinations are site and flood mechanism specific and should be informed by knowledgeable personnel at the site, available historical information, and reasonable known physical phenomena.

D.4 APPENDIX D SPECIFIC REFERENCES

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- D4. EPRI, Local Precipitation-Frequency Studies, Development of 1-Hour/1-Square Mile Precipitation-Frequency Relationships for Two Example Nuclear Power Plant Sites, 2014.
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- D15. U.S. Army Corps of Engineers, Stochastic Modeling of Extreme Floods on the American River at Folsom Dam. Flood-Frequency Curve Extension. Research Document 48, Institute for Water Resources, Hydrologic Engineering Center, Davis, California. 2005.
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- D17. U.S. Bureau of Reclamation (USBR) and U.S. Army Corps of Engineers (USACE). Best Practices in Dam and Levee Safety Risk Analysis. Version 4.0. July 2015.
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