

Seismic Hazards & Infrastructure: A Historic Perspective

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NEHRP Advisory Committee on Earthquake Hazards Reduction

December 18, 2008

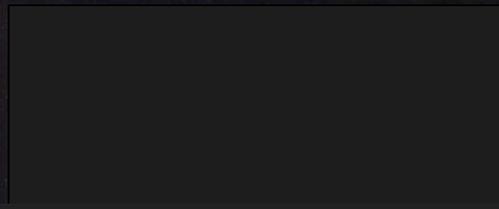
Berkeley, CA

TIME

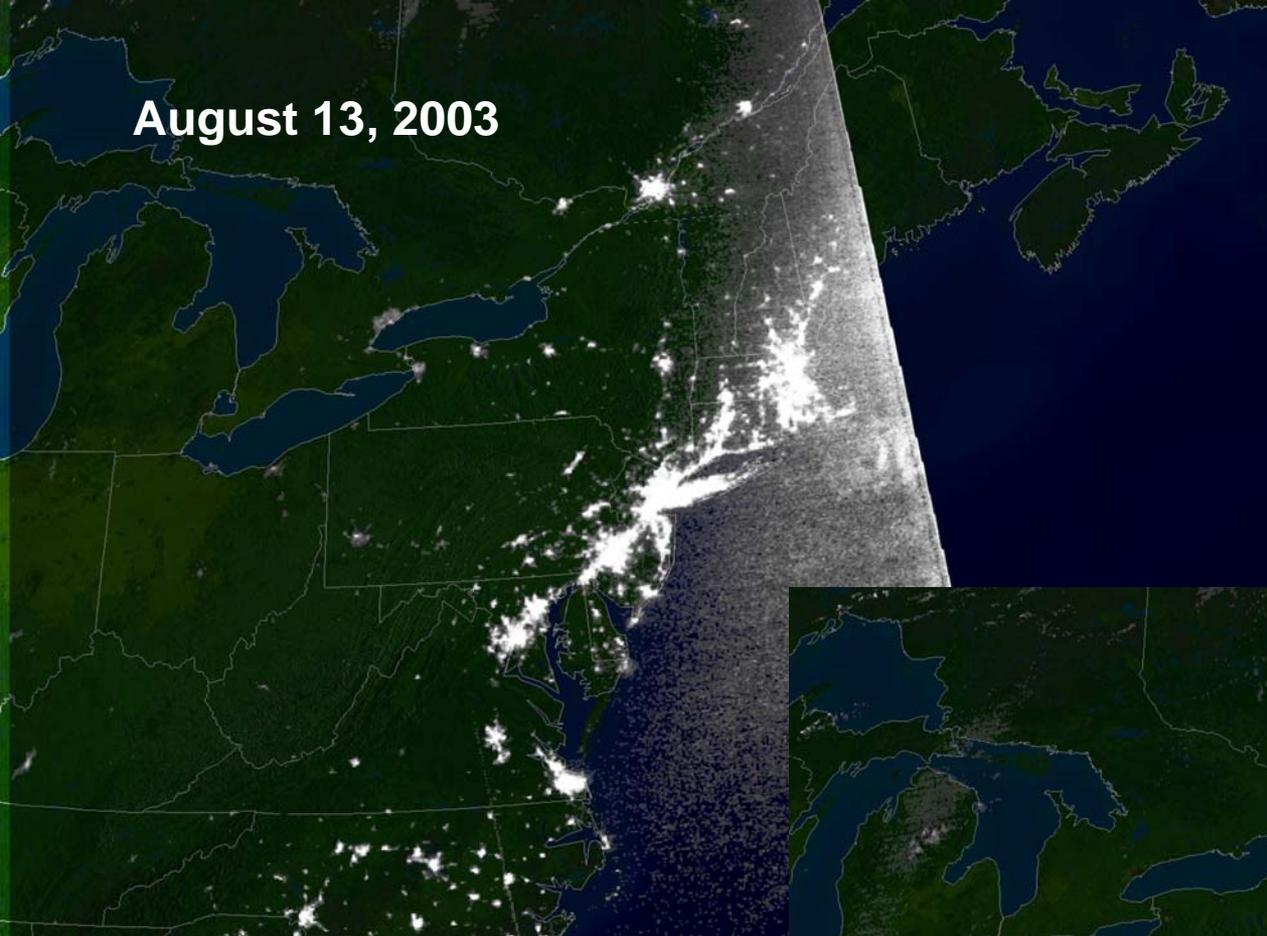


BLACKOUT

Can it happen again?



August 13, 2003



NOAA, 2003



August 14, 2003

PROGRESS REPORT

America's Infrastructure

DATE 2003

Roads	D+ ↓
Bridges	C ↔
Transit	C- ↓
Aviation	D ↔
Schools	D- ↔
Drinking Water	D ↓
Wastewater	D ↓
Dams	D ↓
Solid Waste	C+ ↔
Hazardous Waste	D+ ↔
Navigable Waterways	D+ ↓
Energy	D+ ↓

America's Infrastructure GPA **D+**

Total Investment Needs **\$1.6 Trillion**
(estimated five-year need)

Infrastructure Categories

- **Utility**
 - Electric Power
 - Natural Gas
 - Liquid Fuel
 - Telecommunications
 - Water
 - Wastewater
- **Transportation**
 - Highways
 - Rail
 - Waterways
 - Ports & Harbors
 - Air
- **Cyber**



Grand Challenges for Disaster Reduction

A Report of the
Subcommittee on Disaster Reduction

Grand Challenge 4

**Recognize and Reduce
Vulnerability of Interdependent
Critical Infrastructure**

Critical Infrastructure

For the Government:

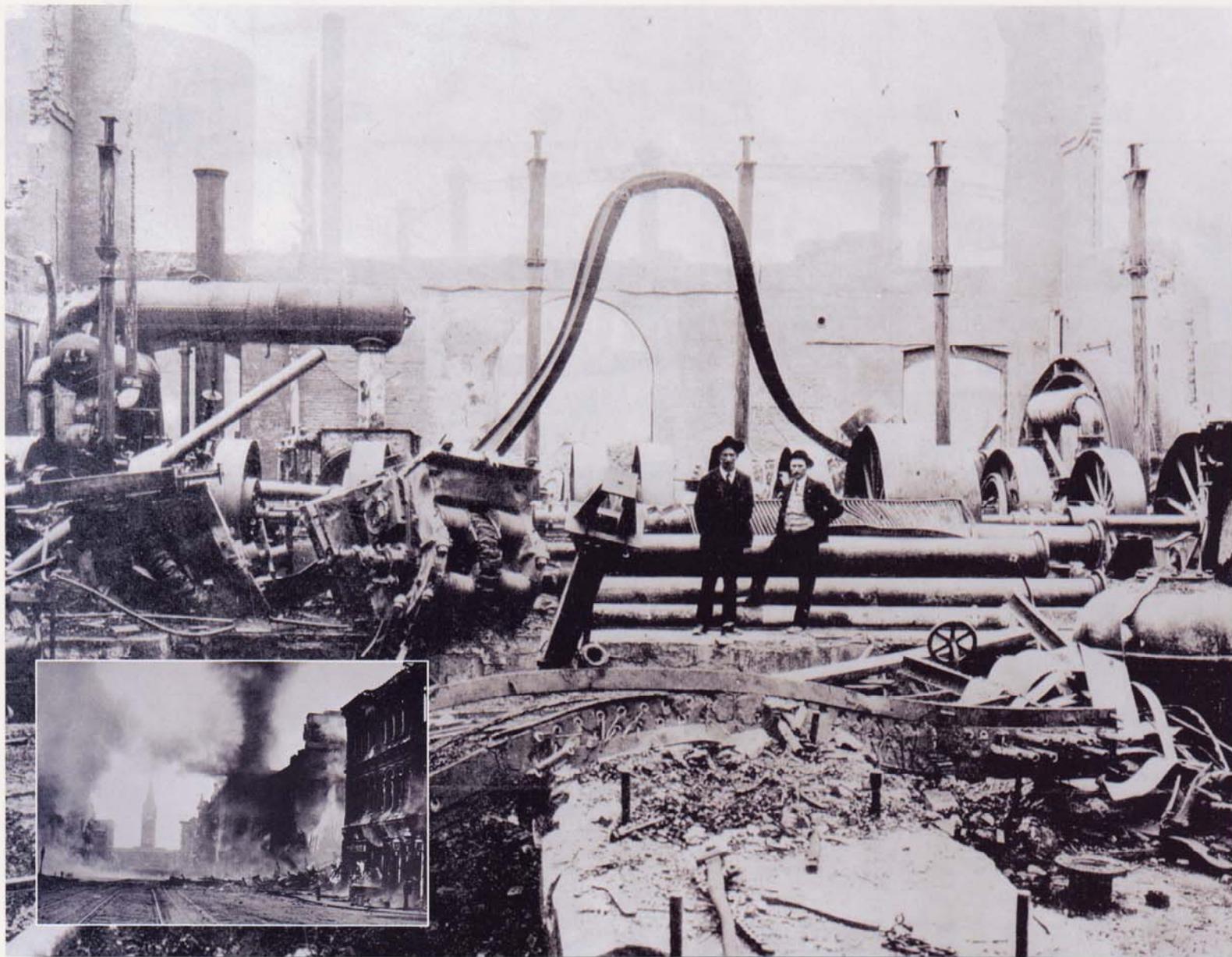
Those facilities that must remain mission operational during periods of national crisis or emergency. *[Outside the fence]*

For the Private Sector:

What each owner decides. *[Inside the fence]*

Key Characteristics of Lifeline Systems

- Design based on system performance
- Requirements different than those for buildings
- Multi-jurisdictional regulatory oversight
- Owners/operators have special knowledge



EARTHQUAKE AND FIRE: Two San Francisco Gas and Electric Co. employees view the ruins of Station "B," Third and Townsend streets; INSET: Market Street, between Stuart and Second; April 18-23, 1906.



Milestones

- 1971 San Fernando earthquake (M 6.4) - 'birth of lifeline earthquake engineering'
- 1974 **Technical Council on Lifeline Earthquake Engineering (TCLEE)**

ASCE Technical Council on Lifeline Earthquake Engineering (TCLEE)

Lifelines are the systems and facilities that provide services vital to the function of an industrialized society and important to the emergency response and recovery after a natural disaster. These systems and facilities include communication, electric power, liquid fuel, natural gas, transportation (airports, highways, ports, rail and transit), water, and wastewater.

Purpose:

To advance the state-of-the-art and practice of lifeline earthquake engineering through the following endeavors:

- Participate in the development of guidelines, pre-standards and standards for the seismic design and construction of lifelines;
- Encourage lifeline organizations, industries and associated manufacturers, associations and professionals to consider earthquakes and their impacts in the planning, design, emergency planning and operation of lifelines;
- Serve as a primary resource for establishing broad consensus on lifeline issues;
- Identify and prioritize research needs related to lifeline planning, design, construction and operation; and
- Support and/or conduct programs for education and technology transfer on lifeline seismic issues.

[EARTHQUAKE INVESTIGATION](#)

[ELECTRICAL POWER AND COMMUNICATIONS LIFELINES](#)

[GAS AND LIQUID FUELS LIFELINES](#)

[PORT AND HARBOR LIFELINES](#)

[SEISMIC RISK](#)

[TRANSPORTATION LIFELINES](#)

[WATER AND WASTEWATER LIFELINES](#)

[PUBLICATIONS](#)

[TCLEE EARTHQUAKE REPORTS](#)

Milestones

- 1977 Creation of NEHRP (Public Law 95-124)
- 1985 BSSC Workshop – Abatement of Seismic Hazards to Lifelines – An Action Plan
- 1986 National Center for Earthquake Engineering Research (NCEER)
- 1989 NIBS Report – Strategies and Approaches for Implementing A Comprehensive Program to Mitigate the Risk to Lifelines from Earthquakes and Other Natural Hazards

Loma Prieta earthquake (M 7.1) – ‘wake up call’ for the SF Bay region



California Policy on Acceptable Level of Earthquake Risk*

Each utility shall withstand earthquakes to:

- Provide protection of life
- Limit damage to property, and
- Provide for resumption of utility service in a reasonable and timely manner

**California Seismic Safety Commission/CPUC Safety Branch (1992)
California Earthquake Loss Reduction Plan (1997)*

California Utilities and Transportation Systems Earthquake Risk Management Policy Requirements*

Policy to manage earthquake risks:

- Program to understand hazards and system vulnerabilities
- Plan to implement risk management options
- Dedicated staff
- Dedicated budget
- Accountability

** California Seismic Safety Commission/CPUC Safety Branch*

Milestones

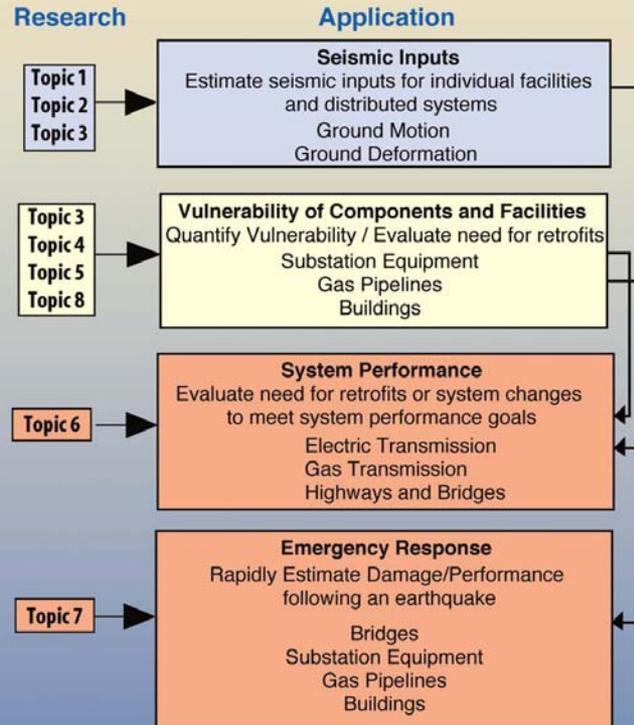
- 1990 NEHRP Reauthorization (Public Law 101-614) - FEMA & NIST to develop a plan for adopting design and construction standards for lifelines
- 1991 NIST Workshop on Developing and Adopting Seismic Design and Construction Standards for Lifelines
- 1994 Northridge earthquake (M 6.7)
- 1995 FEMA 271 – Plan for Developing and Adopting Seismic Design Guidelines and Standards for Lifelines
- 1997 **Pacific Center for Earthquake Engineering Research (PEER)**

PEER Lifelines Program

Providing data, models, and methods needed to improve the earthquake reliability and safety of lifelines systems.

Implementation of Research Results

A key feature of the Lifelines Program is that the research results are implemented rapidly by the sponsors of the research.



<http://peer.berkeley.edu/lifelines>



PEER Lifeline Projects

Substation Equipment & Buildings Research

- Rigid/ Flexible Bus Interactions
 - Theoretical
 - Experimental
- Input Ground Motions for Simulator Testing
- Seismic Qualification and Testing of 230 / 500 kV Disconnect Switches and 196 and 500 kV Transformer Bushings
- Substation Equipment Database Development
- Seismic Assessment Building Guidelines



PEER support for IEEE 693 – Recommended Practice for Seismic Design of Substations

Milestones

1997 ASCE Lifeline Policymakers Workshop

1998 NCEER become Multidisciplinary Center for Earthquake Engineering Research (MCEER)

American Lifelines Alliance - cooperative agreement between FEMA and ASCE

American Lifelines Alliance

A Public-private Partnership to Reduce Risk to Utility and Transportation Systems from Hazards

www.americanlifelinesalliance.org

General ALA Approach

- Facilitate the creation, adoption, and implementation of national consensus guidelines
- Utilize Industry and Corresponding Advisors to generate project ideas
- Increase awareness at conferences and through focused studies and pilot projects.

ALA Manmade Hazards Matrix Summary

ELECTRIC POWER		MANMADE HAZARD PROVISIONS		
COMPONENT	GUIDE/STANDARD	LOADING	DESIGN	EXISTING
System Reliability	\$	Radiological, Blast, Cyber	Biological, Blast, Cyber	
	⊖			
Transmission Towers	⊖	Blast	Blast	
Distribution Poles	⊖	Blast	Blast	
Buried Conduits	⊖	Radiological	Radiological	
Substations	IEEE (1)	Chemical	Radiological	
	\$			
	⊖	Radiological		
Elect./Mechanical Equipment	⊖	Radiological, Cyber	Radiological, Cyber	

NATURAL GAS		MANMADE HAZARD PROVISIONS		
COMPONENT	GUIDE/STANDARD	LOADING	DESIGN	EXISTING
System Reliability	NPC (2)	Radiological, Blast	Cyber Radiological	
	⊖			
Buried Pipelines	DOT (3)	Blast	Chemical Blast	
	DOT (4)			
	DOT (5)			
	DOT (6)			
Aboveground Piping	DOT (7)	Blast	Chemical Blast	
	DOT (8)			
	DOT (9)			
	DOT (10)			
Compressor Station Piping				
Well Facilities				
Offshore Production Installations	ISO (11)	Chemical, Blast		
	\$			
Elect./Mechanical Equipment	⊖	Radiological	Radiological	

OIL PRODUCTS		MANMADE HAZARD PROVISIONS		
COMPONENT	GUIDE/STANDARD	LOADING	DESIGN	EXISTING
System Reliability	NPC (12)	Cyber	Cyber	
	⊖			
Buried Pipelines	⊖	Blast	Blast	
Aboveground Piping	⊖	Blast	Blast	
Pumping Station Piping	⊖	Blast	Blast	
Well Facilities	⊖	Blast	Blast	
Refineries	⊖	Blast	Blast	
Storage Tanks	\$	Blast		
Elect./Mechanical Equipment	⊖	Radiological, Blast, Cyber		

LNG SYSTEMS		MANMADE HAZARD PROVISIONS		
COMPONENT	GUIDE/STANDARD	LOADING	DESIGN	EXISTING
System Reliability	\$	Radiological, Blast, Cyber	Radiological, Blast, Cyber	
	⊖			
Piping	⊖	Blast	Blast	
Storage Tanks	⊖	Blast	Blast	
Elect./Mechanical Equipment	⊖	Radiological, Blast, Cyber	Radiological, Blast, Cyber	

WATER SYSTEMS (POTABLE & RAW)		MANMADE HAZARD PROVISIONS		
COMPONENT	GUIDE/STANDARD	LOADING	DESIGN	EXISTING
Treatment Units	(13) USACHPPM (14)		Chemical, Biological Biological	
System Reliability	(15)		Chemical, Biological, Radiological, Cyber	
	(16)		Chemical, Biological	
Buried Pipelines				
Aboveground Pipelines				
Pumping Plants	\$			
Storage Tanks	\$			
Well Facilities				

WASTEWATER SYSTEMS		MANMADE HAZARD PROVISIONS		
COMPONENT	GUIDE/STANDARD	LOADING	DESIGN	EXISTING
System Reliability				
Buried Pipelines				
Aboveground Pipelines				
Pumping Plants	NFPA (17)	Chemical, Blast		
	\$			
Storage Tanks	\$			

TELECOMMUNICATIONS SYSTEMS		MANMADE HAZARD PROVISIONS		
COMPONENT	GUIDE/STANDARD	LOADING	DESIGN	EXISTING
System Reliability	SEI (18)	Cyber	Cyber	
	\$			
	⊖	Radiological, Blast	Radiological, Blast	
Towers, Masts and Poles	⊖	Biological	Biological	
Buried Cables				
Underwater Cables				
Aboveground Cables				
Switching Equipment	⊖	Radiological, Cyber	Radiological, Cyber	
Cable Trays				

PORTS AND INLAND WATERWAYS		MANMADE HAZARD PROVISIONS		
COMPONENT	GUIDE/STANDARD	LOADING	DESIGN	EXISTING
System Reliability	\$		Blast	
	⊖			
Piers/Wharves	\$		Blast	
	⊖			
Breakwaters/Jetties	⊖		Blast	
Sea Walls	⊖		Blast	
Container Handling				
Cargo Movement				
Marine Oil Terminals	\$		Blast	
	⊖			

HIGHWAYS AND ROADS		MANMADE HAZARD PROVISIONS		
COMPONENT	GUIDE/STANDARD	LOADING	DESIGN	EXISTING
System Reliability				
Bridges	\$			
Embankments				
Road Beds				
Culverts				
Tunnels				
Retaining Walls				
Signs				

RAILROAD		MANMADE HAZARD PROVISIONS		
COMPONENT	GUIDE/STANDARD	LOADING	DESIGN	EXISTING
System Reliability				
Bridges	\$			
Embankments				
Rails, Ties, and Ballast	\$			
Culverts				
Tunnels				
Signs				

INFRASTRUCTURE INTERDEPENDENCIES		MANMADE HAZARD PROVISIONS		
COMPONENT	GUIDE/STANDARD	LOADING	DESIGN	EXISTING
System Reliability	⊖	Chemical, Biological, Radiological, Blast, Cyber	Chemical, Biological, Radiological, Blast, Cyber	

REVISED JANUARY 2003

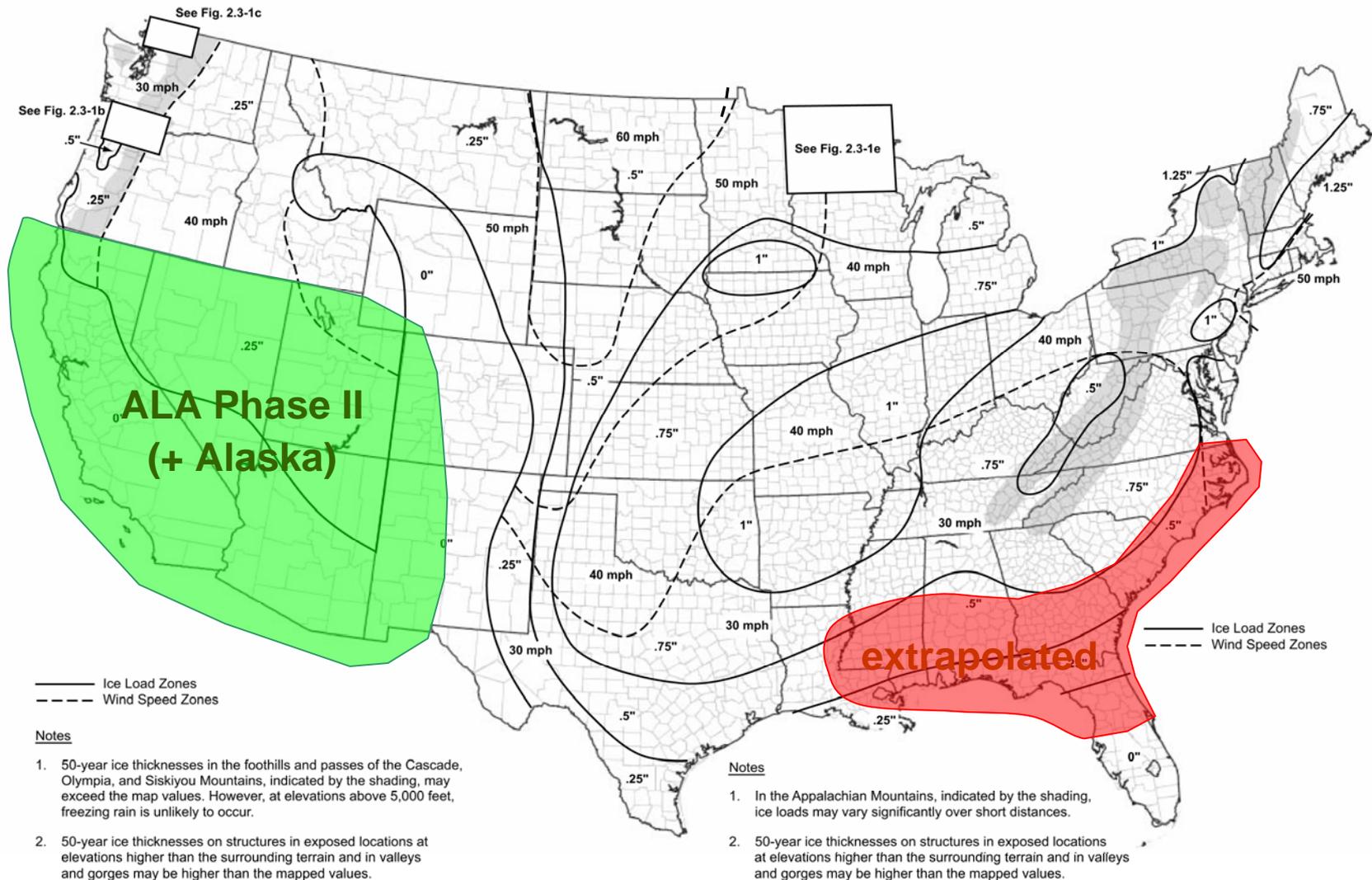
* = Guidelines & Standards not produced by an ANSI approved standard developing organization.
A = Guidelines & Standards produced by an ANSI approved standard developing organization.
 ⊖ = Empty box indicates guidelines and standards related to the specified hazards are not available.
 \$ = Standards have been identified, but must be purchased for review. See appendices B-M.
 ⊖ = Government standards exist, but are issued from a controlled or sensitive source.
 Loading: Whether or not specific loads for various identified hazards are defined.
 Design: Existence of design and/or analysis that account for loads arising specified hazards.
 Existing: Analysis or design procedures (not loads) could be applied for existing components.
 IEEE (1): Guide for Containment and Control of Oil Spills in Substations.
 NPC (2): Securing Oil and Natural Gas Infrastructures in the New Economy.
 DOT (3): CFR 49, 195.8, Transportation of Hazardous Liquids or CO₂ in Pipelines Constructed with other than Steel Pipes.
 DOT (4): CFR 49, 192.755, Transportation of Natural Gas by Pipeline, Minimum Federal Safety Standards, Protecting Cast Iron Pipelines.
 DOT (5): CFR 49, 162.614, Damage Prevention Program.
 DOT (6): CFR 49, 149.442, Damage Prevention Program.

KEY TO TABLE

DOT (7): CFR 49, 195.8, Transportation of Hazardous Liquids or CO₂ in Pipelines Constructed with other than Steel Pipe.
 DOT (8): CFR 49, 195.55, Protecting Cast Iron Pipelines.
 DOT (9): CFR 49, 192.614, Damage Prevention Program.
 DOT (10): CFR 49, 149.442, Damage Prevention Program.
 ISO (11): Petroleum and Gas Industries- Control and mitigation of fires and explosions on offshore production installations.
 NPC (12): Securing Oil & Natural Gas Infrastructures in the New Economy.
 US Congress (13): Safe Drinking Water Act.
 USACHPPM (14): Biological Warfare Agents as Threats to Potable Water, Environ Health Perspectives 107:975-984.
 US Congress (15): Water Infrastructure Security and Research Development Act.
 US Congress (16): HR 3178 and the Development of Anti-Terrorism Tools for Water Infrastructure.
 NFPA (17): Standard for Fire Protection in Wastewater Treatment and Collection Facilities.
 SEI (18): The CERT Guide to System and Network Security Practices.

Draft map for ASCE 74

Ice thicknesses from freezing rain for a 50-yr return period with concurrent gust speeds





AmericanLifelinesAlliance

A public-private partnership to reduce risk to utility and transportation systems from natural hazards and manmade threats

Guideline for Assessing the Performance of Electric Power Systems in Natural Hazard and Human Threat Events

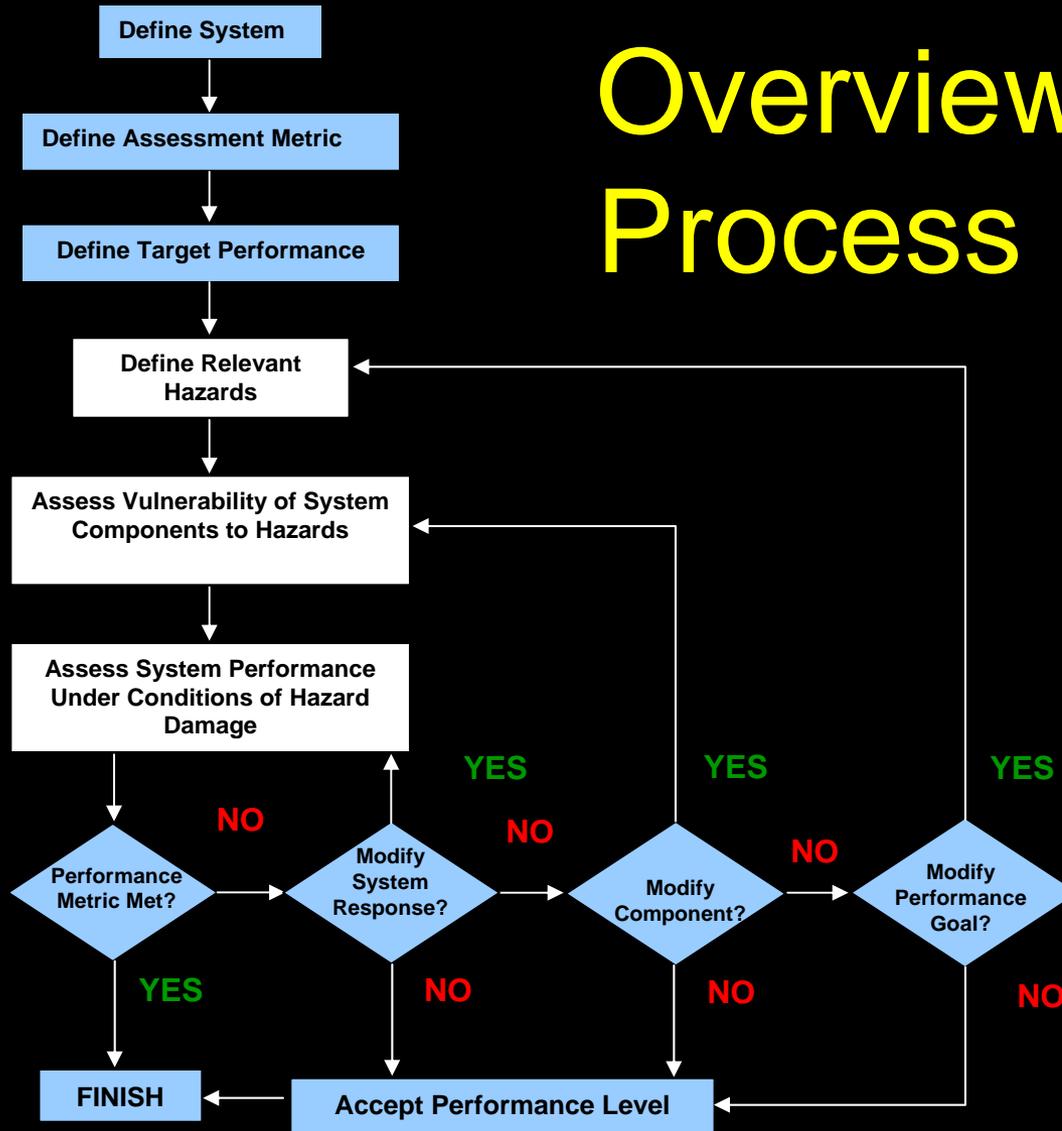


FEMA



National Institute of
BUILDING SCIENCES

Overview of Process



Milestones

- 2001 September 11
- 2002 ALA transferred to National Institute of Building Sciences (NIBS) Multihazard Mitigation Council (MMC)
- 2003 Department of Homeland Security
Homeland Security Presidential Directive 7: Critical Infrastructure Identification, Prioritization, and Protection
- 2006 **National Infrastructure Protection Plan**



National Infrastructure Protection Plan

2006



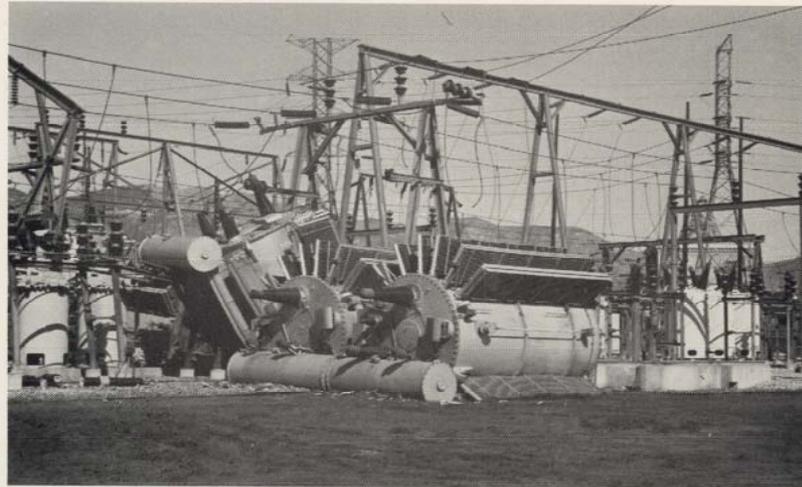
Homeland
Security

ATC **25**

SEISMIC VULNERABILITY AND IMPACT OF DISRUPTION OF LIFELINES IN THE CONTERMINOUS UNITED STATES

ATC

APPLIED TECHNOLOGY COUNCIL



Funded by
Federal Emergency Management Agency

AmericanLifelinesAlliance

A public-private partnership to reduce risk to utility and transportation systems from natural hazards and manmade threats

Power Systems, Transportation and Communications Lifeline Interdependencies

March 2006



FEMA



National Institute of
BUILDING SCIENCES

Performance of Physical Structures in
Hurricane Katrina and Hurricane Rita:
A Reconnaissance Report



National Institute of Standards and Technology
Technology Administration, U.S. Department of Commerce



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American Lifelines Alliance Workshop on Unified Data Collection

November 2007



FEMA



National Institute of
BUILDING SCIENCES

Next Steps:

Immediate –

- Promote the use of existing standards and guidelines for new construction and upgrades

Longer Term –

- Develop consensus on level of hazard to be considered for use in new design or upgrades
- Develop and implement post-earthquake data collection/archive program



Expect the Unexpected

