FEMA P-58 Functional Recovery Module - Methodology and Use for Resilient Design

SP3 Functional Recovery Webinar

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Outline

- What the FEMA P-58/ATC-138 methodology is:
 - Some historic context
 - Overview and development of the FEMA P-58 Methodology
 - Key FR concepts
 - Overview and development of the ATC-138 FR methodology
 - Challenges around defining and measuring functional recovery
- How FEMA P-58/ATC-138 can be used (and is being used) for Resilient Design for Functional Recovery.
- Time for Q&A (10-15 minutes)





Historic Context

- Why are we talking about Resilient Design for Functional Recovery?
 - We've been advancing performance expectations for decades
 - The expectation for functional performance is already there

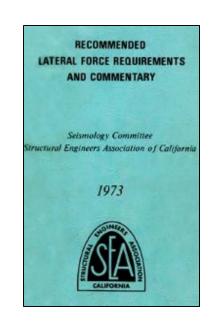




Early Performance Statements

SEAOC Blue Book:

- Resist minor earthquakes without damage
- Resist moderate earthquakes with some nonstructural damage
- Resists major earthquakes with structural/nonstructural damage
- Resist the most severe earthquakes without collapse



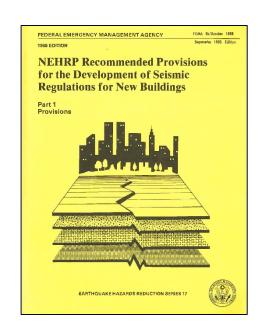




Early Performance Statements

1988 NEHRP Provisions:

- Minimize hazard to life
- Increase expected performance of higher occupancy structures
- Improve functional capability of essential facilities
- (2009) Minimize repair costs, where practical to do so

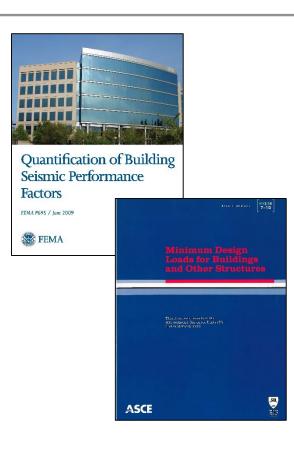






Recent Performance Statements

- FEMA P-695:
 - 10% Probability of collapse given
 MCE shaking intensity
- ASCE 7-10 Commentary
 - Quantitative structural reliability criteria based on FEMA P-695







Current Performance Statements

- ASCE 7-16 and ASCE 7-22 Provisions
 - PBSD must meet risk-based target reliability criteria specified in the standard
 - RC IV shall have reasonable probability of not preventing function immediately following a design event
 - Prescriptive provisions are deemed to comply



1.3.3 Functionality Structural systems and members and connections thereof assigned to Risk Category IV shall be designed with reasonable probability to have adequate structural strength and stiffness to limit deflections, lateral drift, or other deformations such that their behavior would not prevent function of the facility immediately following any of the design-level environmental hazard events specified in this standard.





Evolution of Performance Statements

- Performance needs have been evolving beyond life safety
- Some performance statements have been intentionally aspirational (inserted before we knew how to calculate)
- FEMA P-58/ATC-138 performance metrics provide a quantitative link to our future aspirations







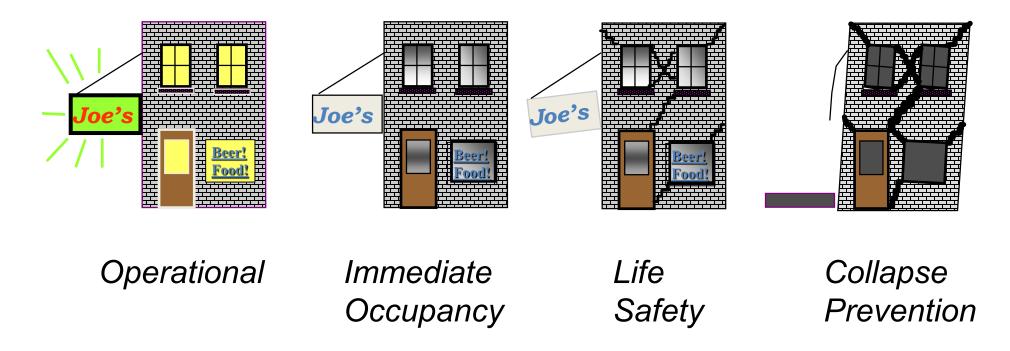
FEMA P-58 (ATC-58 Project)





ATC-58 Project Context

• FEMA 273 (1997) and Joe's Bar



What else could we need?





ATC-58 Project Context

- Need for Next-Generation
 - Develop a framework to account for variability and uncertainty
 - Assess performance on a global rather than local level
 - Expand procedures to explicitly assess nonstructural performance
 - Revise discrete performance levels into measures that were more meaningful for decision-making
- ATC-58 Project was initiated in 2001





ATC-58 Project Context

- Over 200 consultants across more than 20 teams over nearly 20 years
 - **Project Management** Committee
 - **Project Steering** Committee
 - Performance Products Team
- Products Update Team
- Stakeholder Products Team
- Performance Working Group

- Structural Performance **Products**
- Nonstructural Performance **Products**
- Risk Management **Products**
- Validation/Verification Team
- Fragility Review Panel
- Fragility Development Consultants
- **Environmental Products** Working Group

FRAGILITY REVIEW PANE SPECIAL REVIEWERS

Seismic Performance Assessment of Building Volume 1 - Methodology

FEMA

Maryam T, Phipps Share' Rabinovici L. Thomas Tobic

RISK MANAGEMENT PRODUCTS

STRUCTURAL PERFORMANCE PRODUCTS TEAM Anthow S. Whittaka (Team Leadar Gregory Deierlein

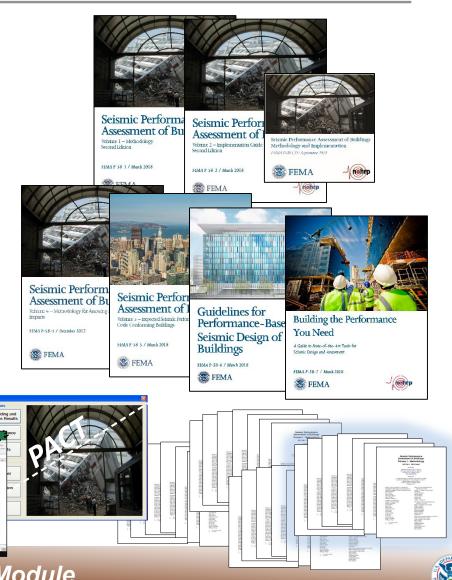




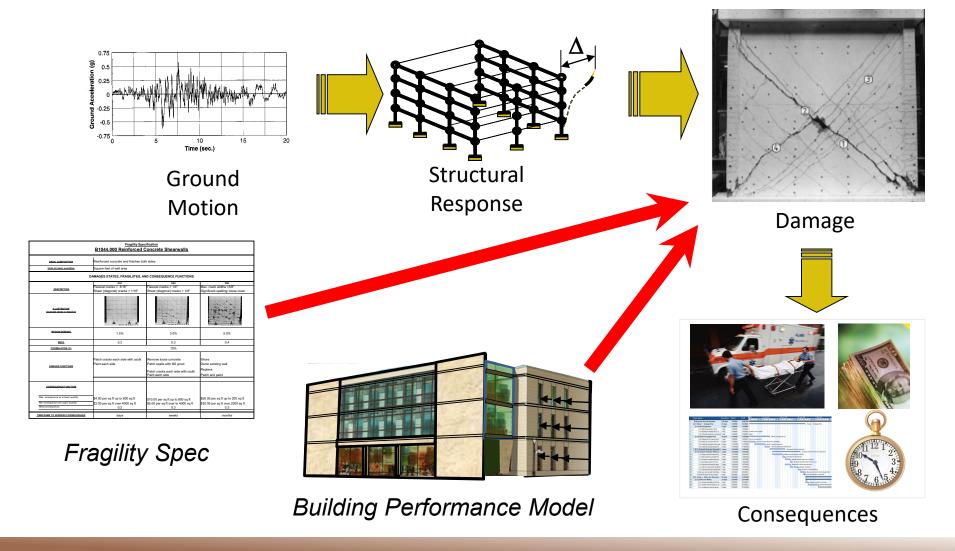


FEMA P-58 Products

- FEMA P-58 Seismic Performance Assessment of Buildings, (2012, updated in 2018)
 - Volume 1, 2, and 3, Second Editions
 - Volume 4 Environmental Impacts
 - Volume 5 Expected Performance
 - Volume 6 Engineering Guidelines
 - Volume 7 Stakeholder Guidelines
 - Calc. Tools/Background Docs.



FEMA P-58 Assessment Process

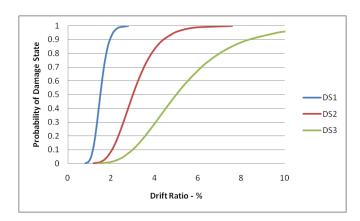






Fragility Specifications

Fragility Specification B1044.000 Reinforced Concrete Shearwalls				
BASIC COMPOSITION Units for basic quantities	Reinforced concrete and finishes both sides Square feet of wall area AMAGES STATES, FRAGILIITES, AND CONSEQUENCE FUNCTIONS			
DESCRIPTION	DS1 Flexural cracks < 3/16" Shear (diagonal) cracks < 1/16"	DS2 Flexural cracks > 1/4" Shear (diagonal) cracks > 1/8"	DS3 Max. crack widths >3/8" Significant spalling/ loose cover	
<u>ILLUSTRATION</u> (example photo or drawing)				
MEDIAN DEMAND	1.5%	3.0%	5.0%	
<u>BETA</u>	0.2	0.3	0.4	
GORRELATION (78)		1070		
DAMAGE FUNCTIONS	Patch cracks each side with caulk Paint each side	Remove loose concrete Patch spalls with NS grout Patch cracks each side with caulk Paint each side	Shore Demo existing wall Replace Patch and paint	
CONSEQUENCE FUNCTION				
Max. consequence up to lower quantity Min consequence over upper quantity Beta (consequence)	\$4.00 per sq ft up to 800 sq ft \$2.00 per sq ft over 4000 sq ft 0.2	\$10.00 per sq ft up to 800 sq ft \$5.00 per sq ft over to 4000 sq ft 0.3	\$50.00 per sq ft up to 200 sq ft \$30.00 per sq ft over 2000 sq ft 0.3	
TIMEFRAME TO ADDRESS CONSEQUENCES	days	weeks	months	



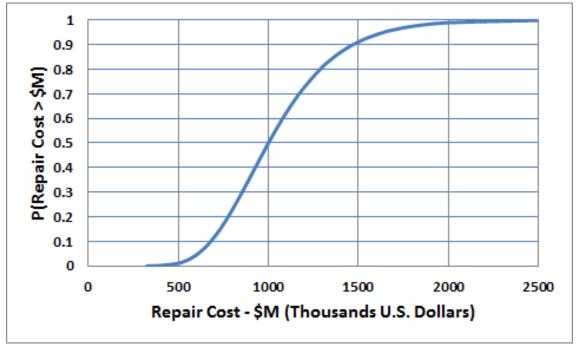




FEMA P-58 Outputs

- Probable consequences and explicit consideration of uncertainty
 - Casualties
 - Repair costs
 - Repair time
 - Unsafe placarding
 - Environmental Impacts



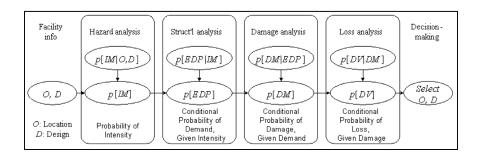






FEMA P-58 Technical Basis

 Theory based on the PEER PBEE Framework (Moehle and Deierlein, 2004)



- Practical application based on a modified Monte Carlo approach (Yang, et al. 2009)
- Fragility information based on
 - Latest available test data from researchers performing tests
 - Expert judgement where data did not exist





ATC-58 Project QA/QC

- Extensive quality assurance measures were undertaken to validate the basic methodology and products
 - Validation/Verification Team
 - Fragility Review Panel
 - Special Reviewers
 - Benchmark PerformanceEvaluations
 - Whack-A-Mole
 - Multi-year iterative process on 1000s of archetypes

VALIDATION/VERIFICATION TEAM Charles Scawthorn (Chair) Jack Baker

David Bonneville Hope Seligson

FRAGILITY REVIEW PANEL
Bruce Ellingwood
Robert P. Kennedy
Stephen Mahin
SPECIAL

SPECIAL REVIEWERS Thalia Anagnos Fouad M. Bendimerad

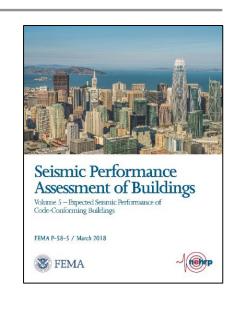






FEMA P-58 Summary Results

- FEMA P-58, Volume 5
 - Performance is NOT uniform across systems
 - You CAN control performance with design
 - Strength and stiffness are absolutely key
 - Risk Category IV design criteria improves performance







FEMA P-58 Summary Results

Table 6-1 Generalized Performance Expectations for Code-Conforming Buildings

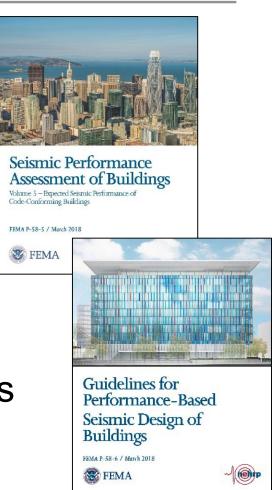
	Performance Expectation			
Performance Measure	Design EQ	MCE		
Risk Category II – Office				
Repair Cost	10%	30%		
Repair Time	45 days	150 days		
Casualty Rate	1.0%	2.0%		
Probability of Unsafe Placard	20%	40%		
Repairability	95%	80%		
Risk Category IV – Office (Emergency Operations Center)				
Repair Cost	5%	15%		
Repair Time	30 days	75 days		
Casualty Rate	0.5%	1.5%		
Probability of Unsafe Placard	10%	25%		
Repairability	98%	90%		





FEMA P-58 Summary Results

- FEMA P-58, Volume 5
 - Trends made sense
 - Absolute losses judged to be reasonable
 - Relative losses could be used to tune designs to improve performance
- FEMA P-58, Volume 6
 - Guidance on short-circuiting the iterative process
 - Simplified demand estimation (isolated, damped systems)







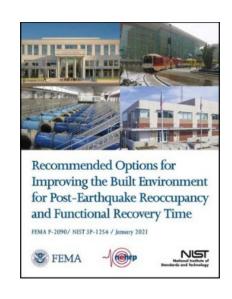
Functional Recovery (ATC-138 Project)





ATC-138 Project Context

- Ongoing FEMA contract for PBSD Support
- Pivoted to functional recovery with the publication of FEMA P-2090/NIST SP-1254
- Research by Liel and Cook (CU Boulder) and Koliou (Texas A&M) under a NIST-funded grant became the basis for extending the FEMA P-58 methodology







ATC-138 Project Context

Project Team

APPLIED TECHNOLOGY COUNCIL Jon A. Heintz (Project Manager)

PROJECT MANAGEMENT COMMITTEE

Ronald O. Hamburger (Project Technical Director)

Curt Haselton

John D. Hooper

Ryan A. Kersting

Abbie Liel

David Mar

WORKING GROUP MEMBERS

Ed Almeter

Jack Baker

Dustin Cook

Laxman Dahal

D. Jared DeBock

Aaron Malatesta

Katherine Wade

FUNCTIONAL RECOVERY REVIEW

COMMITTEE

Ronald O. Hamburger

Curt Haselton

Jon A. Heintz

John D. Hooper

Abbie Liel

David Mar

PROJECT REVIEW PANEL

Jeffrey Keileh

Peter Morris

Jonathan C. Siu

Mike Tzortzis

Steven R. Winkel

Russell Wissink





ATC-138 Project Status

- Vetted the method developed by Liel and Cook
- Adjusted and expanded the functional criteria and embedded assumptions
- Improved fragility formulations for nonstructural components and distributed systems
- Released a working beta version in 2021
- Currently benchmarking results (Whack-A-Mole)

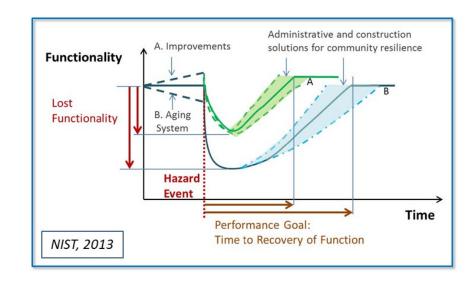


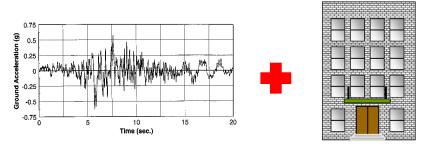


Key Concepts

- Resilience versus Functional Recovery
 - Community Resilience is the goal

 Functional Recovery is the performance-based design objective for achieving that goal





Functional Recovery





Key Concepts

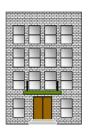
- Functional Recovery definition
 - Recovery to "basic function"
 - More than reoccupancy, but less than full functionality













Full Functionality Functional Recovery (from FEMA P-2090/NIST SP-1254)

- Repair time versus downtime
 - Time to conduct repairs
 - Consideration of impeding factors

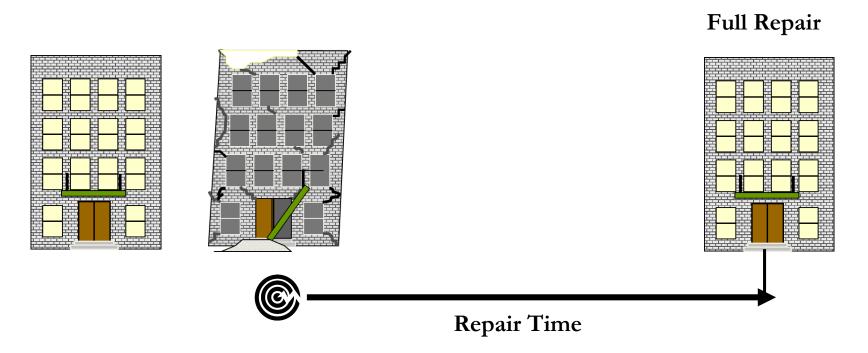








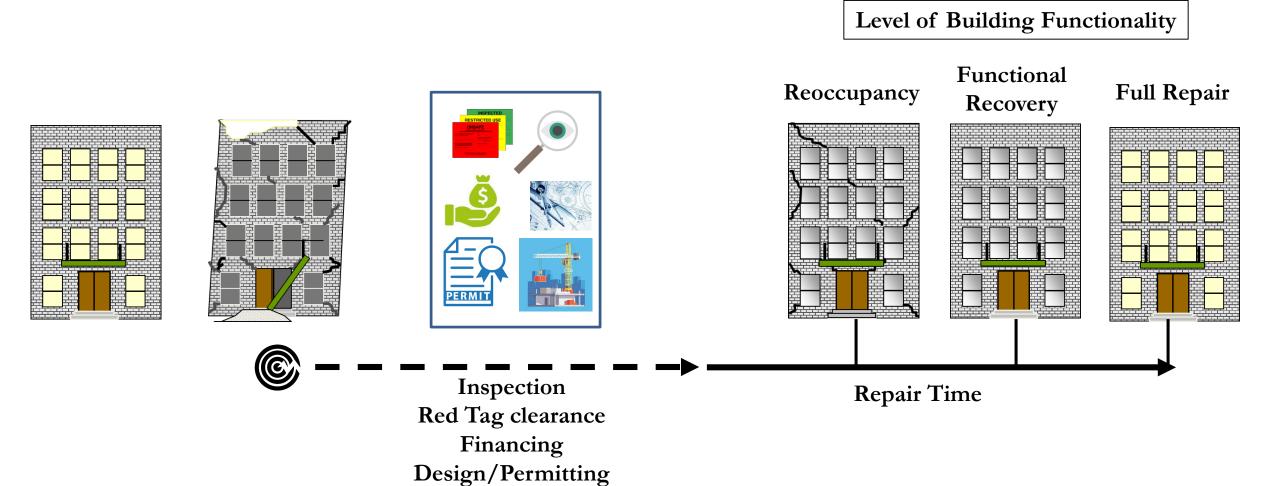
What FEMA P-58 provides







What is needed







Mobilization

Key Questions

- What is basic function?
- How long can we live without it?
- At what hazard level?



- What damage impairs function?
- For how long?
- Can we tune designs to achieve desired recovery times?







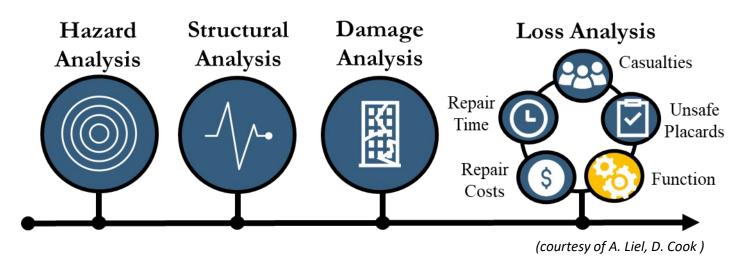
Extension of FEMA P-58 (ATC-138 Project)

Abbie Liel





Extension of FEMA P-58 (ATC-138 Project)



- Extending FEMA P-58 to Assess Function required:
 - Update of unsafe placard (red-tag) logic
 - Fault tree logic for functional impacts of damage
 - Update of repair scheduling
 - Assessment of impeding times





Building Performance Models

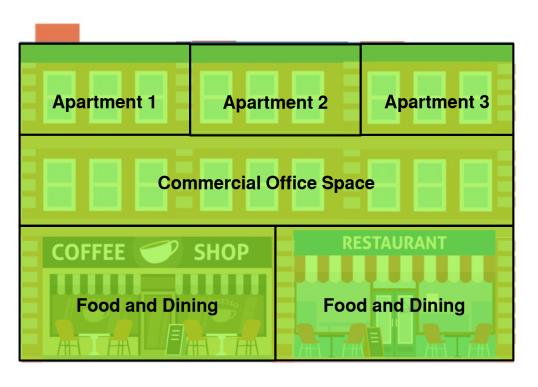


- Building Performance models must be adjusted to match the level of detail needed for assessment
- Fragility Specifications must include damage and consequences related to function





Building Performance Models



FEMA P-58 PGs:

 Components at each level in each direction

ATC-138 PGs:

 Components at each level in each direction, in each tenant unit

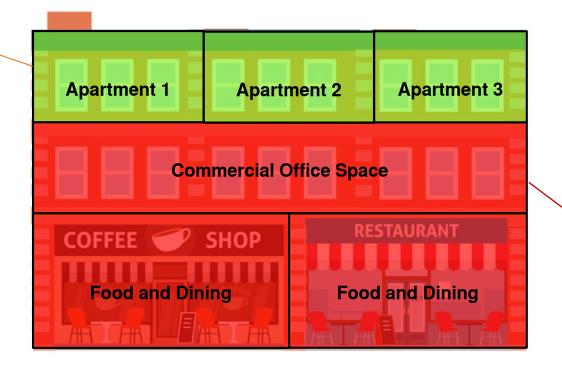




Measure of Performance

Level of Performance
X% of the building
floor area

Recovery level of the building at any day before or after the earthquake.
Defined as percent of the floor area that meets the tenants' basic functional needs.

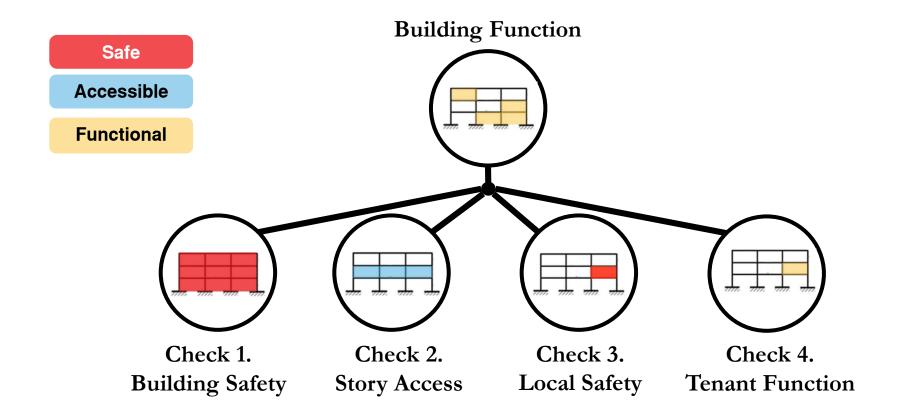


Performance State
This tenant unit is/is-not
functional





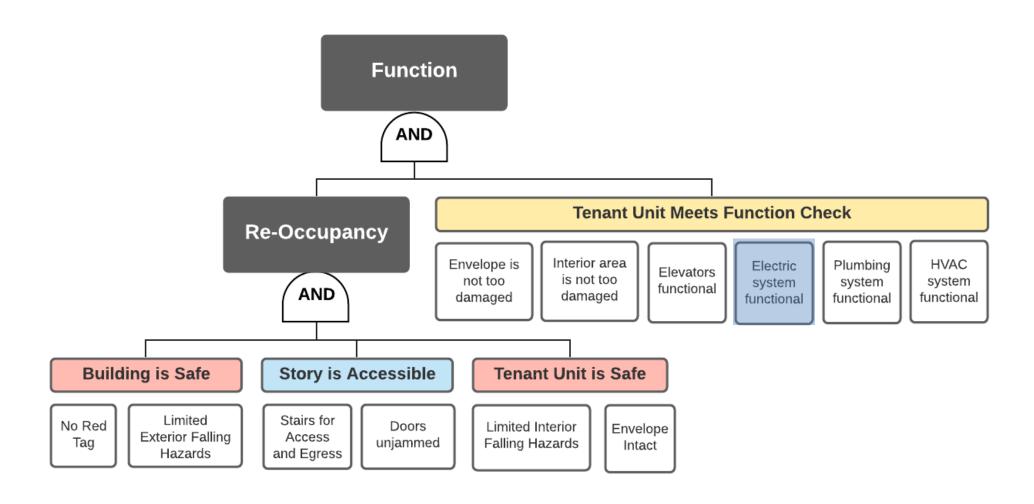
Assessment of Function







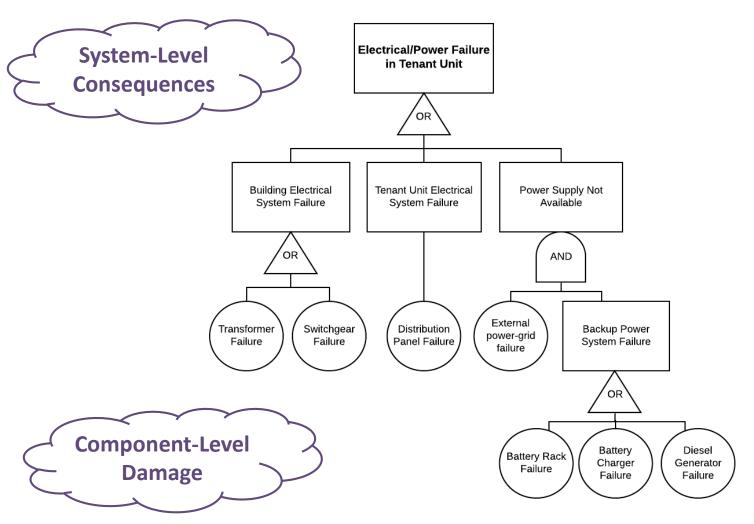
Basic Fault Tree Logic







Mapping Damage to Function - Electrical



Hard Questions:

- What damage impairs function of a system?
- How much damage results in a red-tag?
- How much damage is locally safe/unsafe?
- What access is needed for reoccupancy?
- What systems are needed for basic function?





Repairs and Repair Scheduling

- FEMA P-58 Repair Times
 - Series (lower bound)
 - Parallel (upper bound)
- More sophisticated scheduling was needed
 - Prioritization of repair schedule
 - Consideration of impeding factors

Series

Story		Repair Month			
	1	2	3	4	5
5					
4					
3					
2					
1					

Parallel

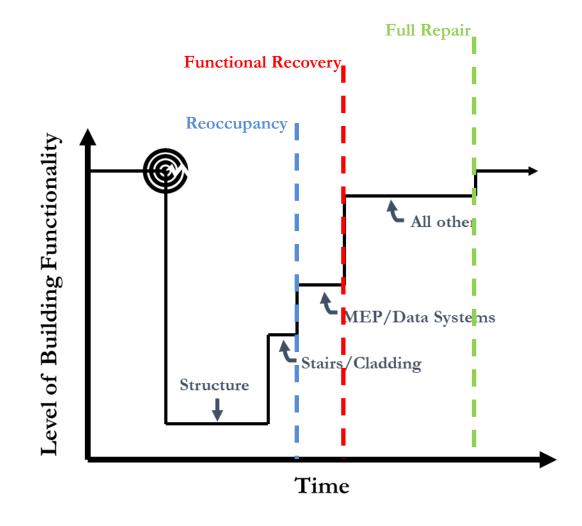
Story	Repair Month				
Story	1	2	3	4	5
5					
4					
3					
2					
1					





Repair Sequencing

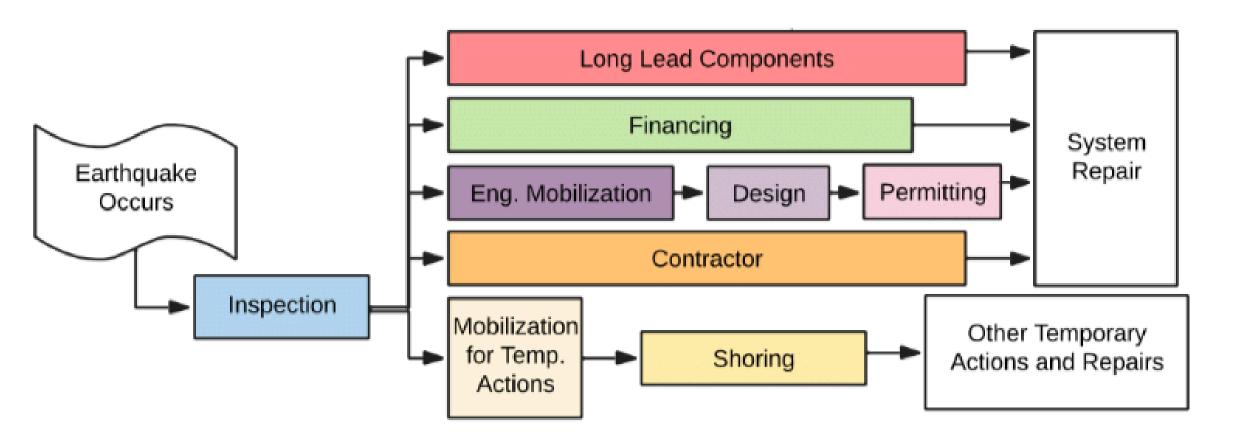
- Safety repairs
- Access repairs (stairs, doors, elevators) necessary for occupancy
- Other repairs necessary for occupancy (fire protection, HVAC, lighting, exterior envelope containment)
- 4. Other repairs necessary for function (data, tenant special equipment)
- Nice to have repairs (patch and paint)







Impeding Factors and Repair Scheduling



 ATC-138 includes default assumptions for impeding times based on architect, contractor, and building official input





Temporary Actions and Repairs

Temporary Repair Class	Scheduling Priority	Crew Size	Mobilization Time ¹
Janitorial/general	5	10	1 day
Basic carpenters/laborers	4	5	2 or 28 days
Skilled laborers	3	2-5	5 or 28 days
Skilled labor for shoring	1	3	5 or 28 days
Specialized laborer or equipment	2	1-4	7 or 28 days

More Hard Questions:

What temporary actions restore function?

—Ex: Spilled contents, sweeping

Ex: Boarding up windows, picking up

suspended ceilings

_Ex: Shoring for HVAC, shoring for limited

structural damage

—Ex: Parapet removal





Challenges

Basic Function implies less than full function

Developing the methodology required answering hard questions





Re-Occupancy

AND

Story is Accessible

Envelope is not too damaged

damaged

Tenant Unit is Safe

Elevators functional

Tenant Line Meets Function Check

Electric system functional Plumbing system functional

HVAC system functional

Building is Safe

Limited No Red Exterior Falling Tag Hazards

Stairs for Access and Egress

Doors unjammed

Function

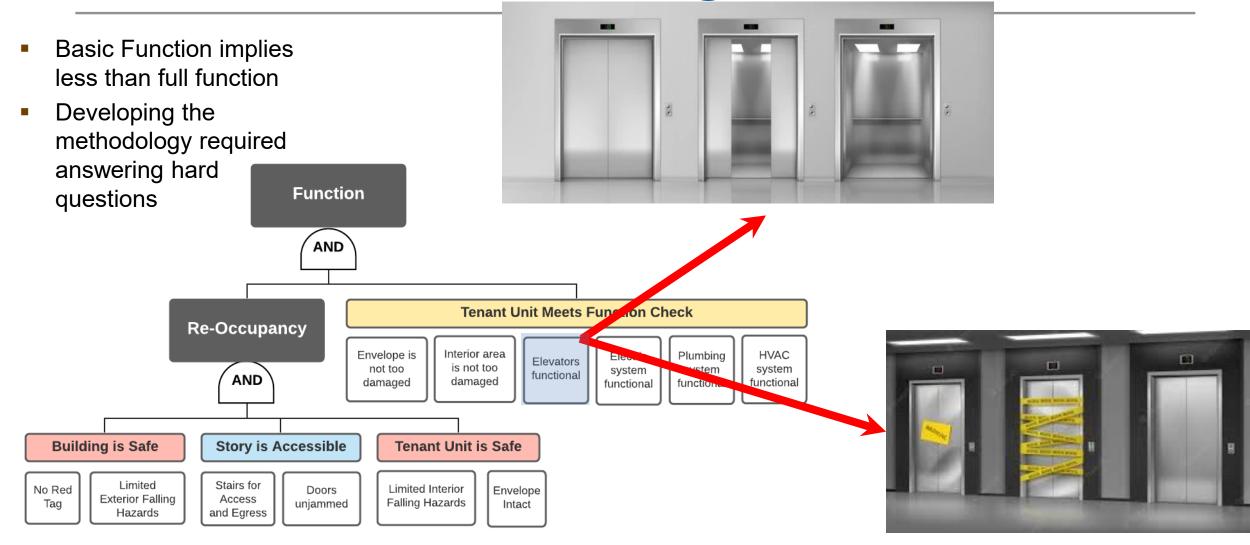
AND

Limited Interior Falling Hazards Envelope Intact





Challenges







Challenges

Basic Function implies less than full function Developing the methodology required answering hard **Function** questions AND **Tenant Unit Meets Function Check** Re-Occupancy HVAC Envelope is Interior area Plumbing Electric Elevators is not too not too system system system functional AND damaged damaged functional functional functional Story is Accessible **Tenant Unit is Safe Building** is Safe Limited Stairs for No Red Limited Interior Envelope Doors Exterior Falling Access unjammed Falling Hazards Tag Intact Hazards and Egress





Initial Concepts of Basic Function

- Challenges:
 - What is included (structural, nonstructural, contents)?
 - "Core and shell plus"
 - "Plus" is not fully defined
 - Zero damage state is not realistic
 - Trying to allow for some level of damage
 - Functional systems are still required for functionality





Initial Concepts of Basic Function

Challenges:

- What does it mean to allow temporary measures/workarounds?
 - Represents "tolerance" for inconvenience
 - But not considered an acceptable "design target" for functionality
- What reduction in functionality is reasonable?
 - There are few systems we can live without
 - There are few differences between occupancies, resulting in few permutations of different criteria for functionality

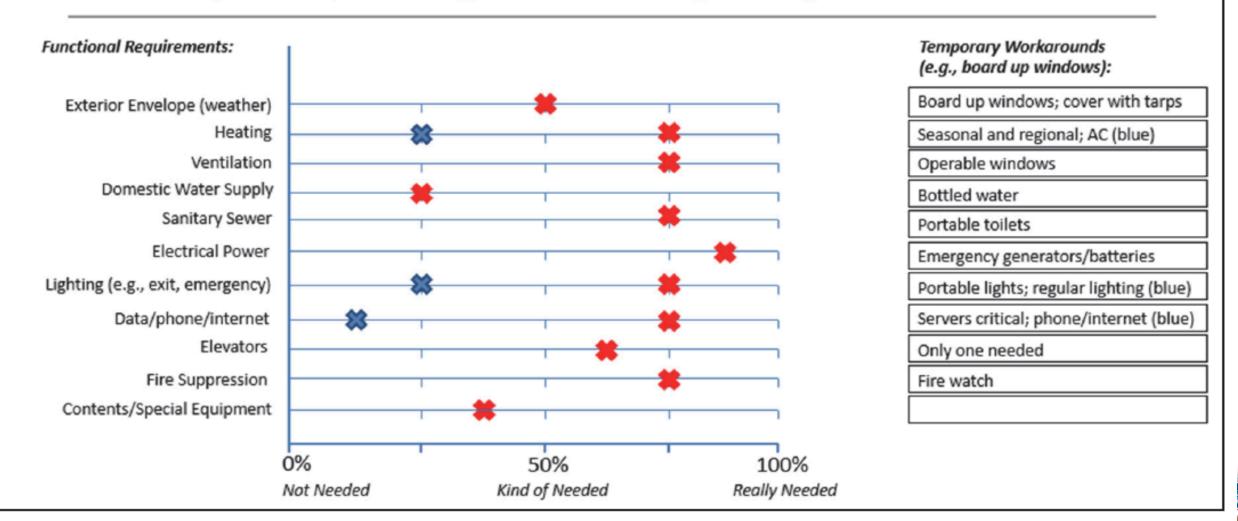






What is Basic Intended Function?

Group 1-B; Assigned Occupancy: Commercial





Tolerance for Inconvenience (Loss of Use)

Systems	Funct. Bin 1	Funct. Bin 2	Funct. Bin 3	Funct. Bin 4	Funct. Bin 5	Funct. Bin 6
Envelope	✓	✓	✓	✓	√	✓
Interior Area	✓	✓	✓	✓	√	
Access (stairs vs. elevators)	✓	✓	✓	✓	✓	
Plumbing	✓		✓			
Electrical	✓	✓	✓			
HVAC	✓	✓				
Data						





Fault Trees Interpret Basic Function

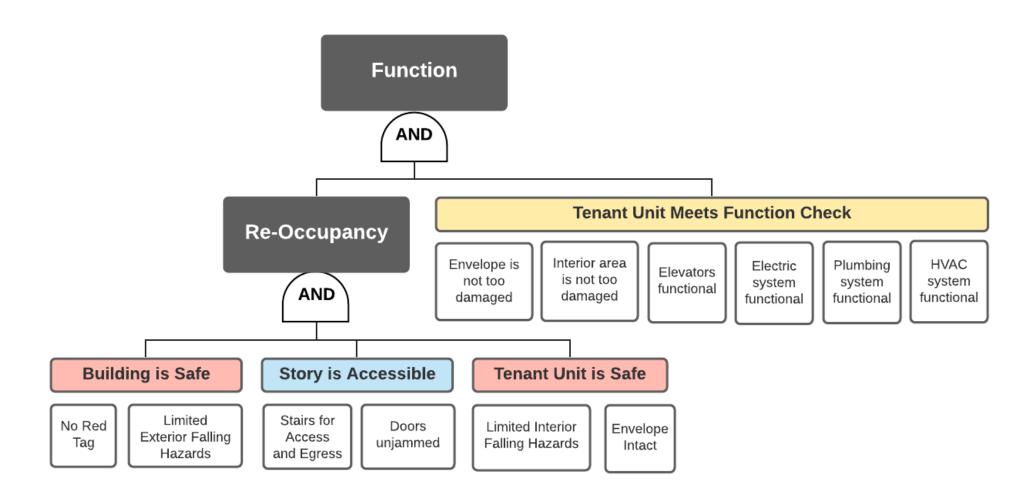






Table 1 Requ. for Reoccupancy and Functional Recovery, Including Default Acceptance Criteria

Recovery Stage	Requirement	System	Logic	Acceptance Criteria including Defaults for Commercial Office (and Residential)
			Structural damage must be limit so building is not red-tagged (check on moderate damage not being too widespread)	< 50% of components at a story/direction can have a SC1¹ or greater damage state
		Structural (damage limited, no red tag)	Structural damage must be limit so building is not red-tagged (check on damage that reduces lateral strength of the building)	< 25% of components at a story/direction can have a SC2 ¹ or greater type damage
			Structural damage must be limit so building is not red-tagged (check on damage that compromises vertical load carrying capacity)	< 10% of components at a story/direction can have a SC31 or greater damage state
iable	Building is Safe		Structural damage must be limit so building is not red-tagged (check on damage that is likely to cause progressive collapse)	No components can have a SC41 damage state
dnoo	Sale	Building Envelope (cladding)	Falling hazards over exit doors must be limited	Tenant unit has at least 50% of the buildings design egress, and at least two safe exit points
Re-Occupancy: Building Area is Occupiable		Fire Protection	Fire suppression systems needed if fire watch not possible/allowed, fire separations needed, gas breaks not permitted	Fire suppression system is functional, fire separations intact, and no gas line breaks ² (fire watch is user-input)
ding /		Hazardous Materials	No component damage that causes release of hazardous material that affects the whole building	Fails if any component damage state occurs that is flagged as releasing hazardous material to full building
cy: Buile	Story is Accessible	Stairs	Story where tenant unit is located must have door/stair access and safe egress	> 50% of story stairs are safe, at least two vertical paths of exit (stairs) are maintained, these stairwells have working doors
cupar		Exit Doors	Sufficient exit doors much be operational (i.e. not jammed).	Tenant unit has at least 50% of the buildings design egress, and at least two safe exit points
e-0c		Interior Components	Interior components (structural and non-structural) do not present a falling hazard	< 10% tenant area damaged with falling hazards
~	Tenant Unit is Safe	Building Envelope	Damage to building envelope does not present risk to occupant safety (no major holes in the enclosure that occupants can fall out)	< 10% tenant area with heavily damaged envelope
		Hazardous Materials	No component damage that causes release of hazardous material in the local tenant unit	Fails if any component damage state occurs that is flagged as releasing hazardous material to tenant unit
		Multiple Building Systems	Reoccupancy requirements met for the local jurisdiction (e.g. water, sanitary waste, power, heating, ventilation, etc.)	Not required when using the analysis method defaults ² (user can select to enforce these various requirements)





	Recovery Stage	Requirement	System	Logic	Acceptance Criteria including Defaults for Commercial Office (and Residential)	
		Tenant Unit is Occupiable	All	Tenant unit must meet the occupancy requirements above (i.e. a tenant unit cannot be functional without also being occupiable)	Tenant unit is occupiable (according to requirements in the above previous section of this table)	
-		Envelope is not too	Building Envelope	Cladding is not damaged enough to significantly compromise environmental seal, temporary repairs to cladding are not too broad to substantially reduce light exposure	< 50% of the perimeter of the tenant space is affected (with < 75% used as default for residential)	
	=	Damaged	Roof Enclosure	Roof does not leak too much to make top story non- functional	< 10% of structural roof damage and < 25% of weatherproofing roof damage (only top story is non-functional if criteria are not met)	
	Functional Recovery: Building Area is Functional	Interior Area is not too Damaged	Interior Components	Tenant unit is not too badly damaged in terms of local interior falling hazards (structural and non-structural) and/or interior partitions being is very high damage states (i.e. tenants uncomfortable to use space)	< 25% of the interior space is affected (with < 50% used as default for residential)	
	eais	Elevators are Functional	Elevators	A sufficient number of elevators must be functional for tenant unit space higher up in the building to be functional	Tenant units above 3rd story (5th story for residential) need >=1 elevator operational per 1000 occupants ^{2,3}	
	ding Ar	Plumbing Systems are Functional	Plumbing: Potable Water	Plumbing potable water system may need to be functional for tenant unit (excludes check of off-site water, not in footprint)	System is functional and provides water to tenant unit ² (user inputs if this is required, defaults to required)	
	ry: Buil		Plumbing: Sanitary	Plumbing sanitary waste system may need to be functional for tenant unit (excludes check of off-site sewer, not in footprint)	System is functional and provides service to tenant unit ² (user inputs if this is required, defaults to required)	
	Recove	Electrical System is Functional	Electrical	Electrical systems may need to be functional for tenant unit (excludes check of off-site power, since not in building footprint)	System is functional and provides power to tenant unit ² (user inputs if this is required, defaults to required)	
١	ional	Ventilation Systems are		HVAC: Ventilation	HVAC ventilation system may need to be functional for tenant unit	System is functional and provides ventilation to tenant unit2 (user inputs if this is required, defaults to required)
	unct		HVAC: Heating	HVAC heating system may need to be functional for tenant unit	System is functional and provides heating to tenant unit ² (user inputs if this is required, defaults to required)	
١			HVAC: Cooling	HVAC cooling system may need to be functional for tenant unit	System is functional and provides cooling to tenant unit ² (user inputs if this is required, defaults to required)	
			HVAC: Exhaust	HVAC exhaust system may need to be functional for tenant unit	System is functional and provides exhaust from tenant unit ² (user inputs if this is required, defaults to required)	
		Data Systems are Functional	Data Systems	Data system may need to be functional for tenant unit	System is functional and provides exhaust from tenant unit ² (user inputs if this is required, defaults to required)	
		Tenant- Specific Contents	Contents	Functionality of some tenant-specific content may be required for function	Defaults do not require function of content ² (user can add content fragilities and flag as needed for function)	





Initial Concepts of Basic Function

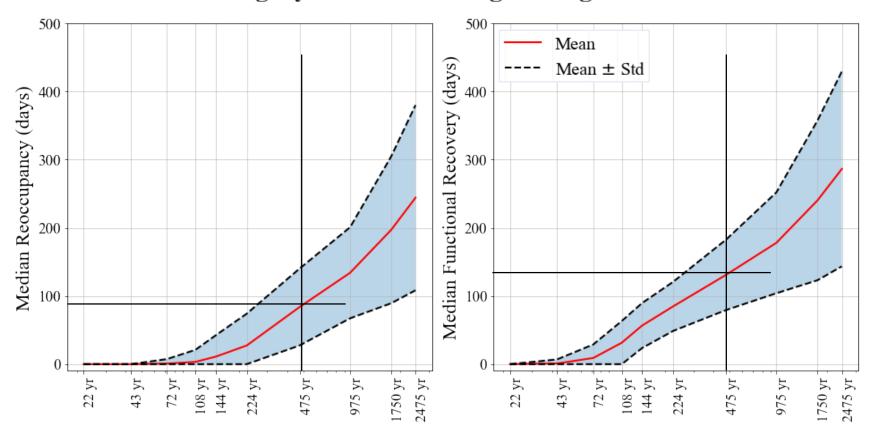
- ATC-138 has addressed commercial office and residential occupancies
- Planning more testing on additional occupancies
 - Hospital, EOC, Retail, Warehouse, High-rise Residential
- We are developing reoccupancy/functional criteria for these occupancies by extrapolation
 - Initial conversations have resulted in only small differences





ATC-138 Results – Recovery Time

Risk Category II New Buildings at High Seismic Sites



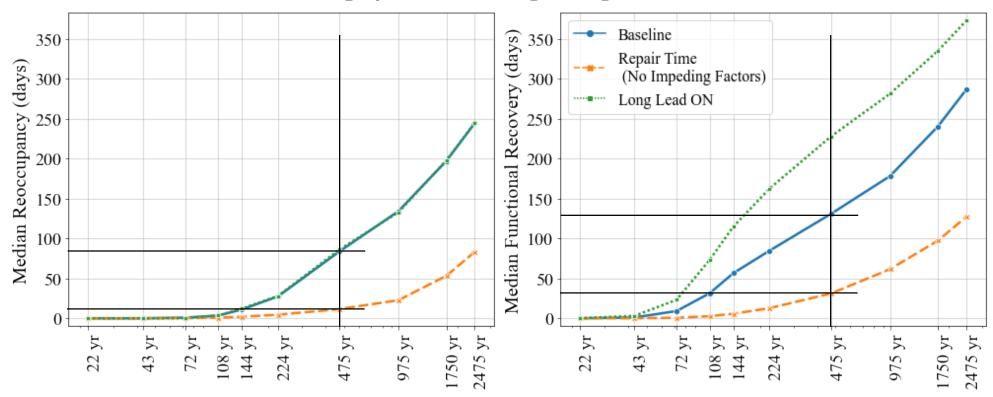




ATC-138 Results – Impeding Factors

Take Away: Impeding factors and long-lead items significantly increase recovery times

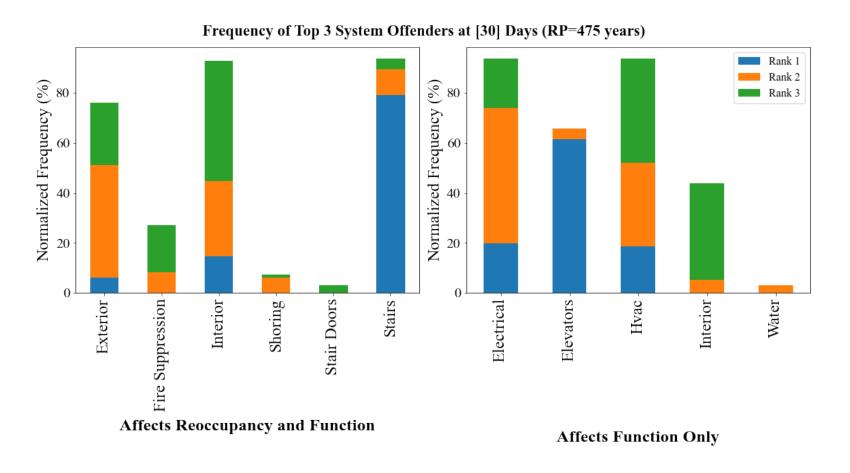
Risk Category II New Buildings in High Seismic Sites







ATC-138 Results – Frequent Offenders



Reoccupancy offenders (ordered):

- Structural lateral/gravity elements (red tag)
- Stairs when no seismic joint (C2011)
- Curtain/exterior walls (falling) (B2022/B1071)
- HVAC components (falling) (C3041)
- Pendant lighting (C3034.002)

Functional Recovery (ordered):

- Electrical distribution panel (D5012)
- Elevators (D1014)
- HVAC components ducting, drops, VAV boxes (D3041)
- Air handling units (D3052)
- Cooling tower (D3031)
- Exterior walls (B1071)





Applications

- FEMA P-58/ATC-138 now provides vetted, quantitative information to:
 - Design buildings to improve functional performance
 - Consider relative system performance
 - Define functional performance
 - Determine appropriate performance targets
 - Provide cost-benefit data





Use for Resilient Design

- The FEMA P-58/ATC-138
 - estimates functional recovery times for a building or possible building design
 - is detailed enough to quantify how design changes affect function recovery time outcomes
 - can be used to iteratively design a building to meet a recovery time goal





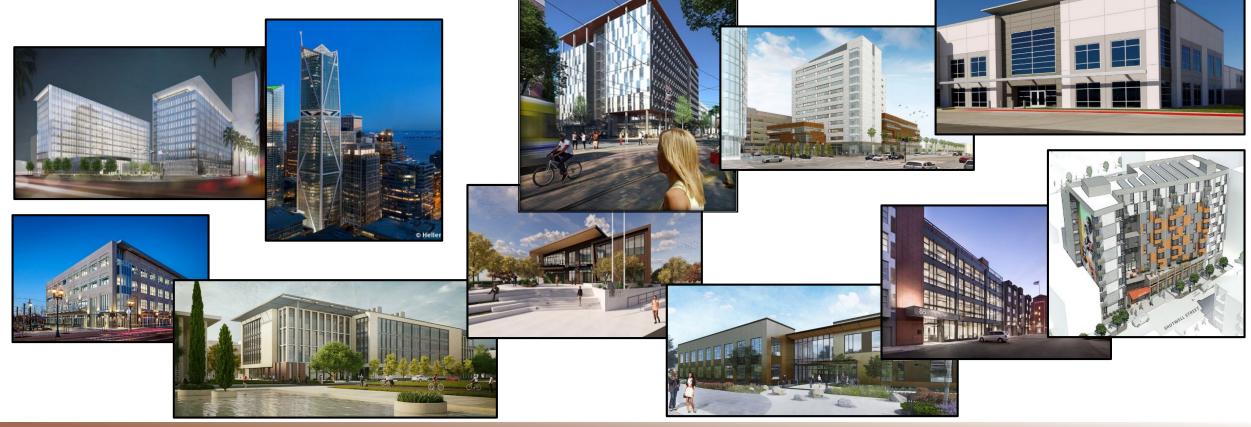




Use for Resilient Design

This is being done electively now on individual

building projects.







Use for Resilient Design

- The typical resilient design process used is:
 - ✓ **Step #1: Select Structural System -** Select trial system, assess code-minimum performance, iterate as needed.
 - ✓ Step #2: Identify Problem Components Identify systems/components with functionality issues in the trial design.
 - ✓ Step #3: Design Components for Function Design all problem components to remain functional, using component-level design targets.
 - Including structural and non-structural.
 - Including drift-sensitive and acceleration-sensitive.
 - ✓ Step #4: Confirm Design Goals are Met Run the full building performance model again to ensure that building-level recovery time goals are met.





Summary and Conclusions

- The ATC-138 Project has developed a working (beta) version of a methodology that:
 - Maps component damage states to building function through a series of fault trees
 - Summarizes specific component damage states affecting building function (to aid design)
 - Quantifies time to recovery of function
 - Represents the best available information at this time





Thank you!



Christchurch, New Zealand Image: The Guardian

