FEMA 308

REPAIR OF EARTHQUAKE DAMAGED CONCRETE AND MASONRY WALL BUILDINGS

Prepared by:

ATC

The Applied Technology Council

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Applied Technology Council

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Preface

Following the two damaging California earthquakes in 1989 (Loma Prieta) and 1994 (Northridge), many concrete wall and masonry wall buildings were repaired using federal disaster assistance funding. The repairs were based on inconsistent criteria, giving rise to controversy regarding criteria for the repair of cracked concrete and masonry wall buildings. To help resolve this controversy, the Federal Emergency Management Agency (FEMA) initiated a project on evaluation and repair of earthquake-damaged concrete and masonry wall buildings in 1996. The project was conducted through the Partnership for Response and Recovery (PaRR), a joint venture of Dewberry & Davis of Fairfax, Virginia, and Woodward-Clyde Federal Services of Gaithersburg, Maryland. The Applied Technology Council (ATC), under subcontract to PaRR, was responsible for developing technical criteria and procedures (the ATC-43 project).

The ATC-43 project addresses the investigation and evaluation of earthquake damage and discusses policy issues related to the repair and upgrade of earthquake-damaged buildings. The project deals with buildings whose primary lateral-force-resisting systems consist of concrete or masonry bearing walls with flexible or rigid diaphragms, or whose vertical-load-bearing systems consist of concrete or steel frames with concrete or masonry infill panels. The intended audience is design engineers, building owners, building regulatory officials, and government agencies.

The project results are reported in three documents. The FEMA 306 report, *Evaluation of Earthquake Damaged Concrete and Masonry Wall Buildings, Basic Procedures Manual,* provides guidance on evaluating damage and analyzing future performance. Included in the document are component damage classification guides, and test and inspection guides. FEMA 307, *Evaluation of Earthquake Damaged Concrete and Masonry Wall Buildings, Technical Resources*, contains supplemental information including results from a theoretical analysis of the effects of prior damage on single-degree-of-freedom mathematical models, additional background information on the component guides, and an example of the application of the basic procedures. FEMA 308, *The Repair of Earthquake Damaged Concrete and Masonry Wall Buildings*, discusses the policy issues pertaining to the repair of earthquake-damaged buildings and illustrates how the procedures developed for the project can be used to provide a technically sound basis for policy decisions. It also provides guidance for the repair of damaged components.

The project also involved a workshop to provide an opportunity for the user community to review and comment on the proposed evaluation and repair criteria. The workshop, open to the profession at large, was held in Los Angeles on June 13, 1997 and was attended by 75 participants.

The project was conducted under the direction of ATC Senior Consultant Craig Comartin, who served as Co-Principal Investigator and Project Director. Technical and management direction were provided by a Technical Management Committee consisting of Christopher Rojahn (Chair), Craig Comartin (Co-Chair), Daniel Abrams, Mark Doroudian, James Hill, Jack Moehle, Andrew Merovich (ATC Board Representative), and Tim McCormick. The Technical Management Committee created two Issue Working Groups to pursue directed research to document the state of the knowledge in selected key areas: (1) an Analysis Working Group, consisting of Mark Aschheim (Group Leader) and Mete Sozen (Senior Consultant) and (2) a Materials Working Group, consisting of Joe Maffei (Group Leader and Reinforced Concrete Consultant), Greg Kingsley (Reinforced Masonry Consultant), Bret Lizundia (Unreinforced Masonry Consultant), John Mander (Infilled Frame Consultant), Brian Kehoe and other consultants from Wiss, Janney, Elstner and Associates (Tests, Investigations, and Repairs Consultant). A Project Review Panel provided technical overview and guidance. The Panel members were Gregg Borchelt, Gene Corley, Edwin Huston, Richard Klingner, Vilas Mujumdar, Hassan Sassi, Carl Schulze, Daniel Shapiro, James Wight, and Eugene Zeller. Nancy Sauer and Peter Mork provided technical editing and report production services, respectively. Affiliations are provided in the list of project participants.

The Applied Technology Council and the Partnership for Response and Recovery gratefully acknowledge the cooperation and insight provided by the FEMA Technical Monitor, Robert D. Hanson.

Tim McCormick
PaRR Task Manager

Christopher Rojahn
ATC-43 Principal Investigator
ATC Executive Director

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Prologue

This document is one of three to result from the ATC-43 project funded by the Federal Emergency Management Agency (FEMA). The goal of the project is to develop technically sound procedures to evaluate the effects of earthquake damage on buildings with primary lateral-force-resisting systems consisting of concrete or masonry bearing walls or infilled frames. They are based on the knowledge derived from research and experience in engineering practice regarding the performance of these types of buildings and their components. The procedures require thoughtful examination and review prior to implementation. The ATC-43 project team strongly urges individual users to read all of the documents carefully to form an overall understanding of the damage evaluation procedures and repair techniques.

Before this project, formalized procedures for the investigation and evaluation of earthquake-damaged buildings were limited to those intended for immediate use in the field to identify potentially hazardous conditions. ATC-20, *Procedures for Postearthquake Safety Evaluation of Buildings*, and its addendum, ATC-20-2 (ATC, 1989 and 1995) are the definitive documents for this purpose. Both have proven to be extremely useful in practical applications. ATC-20 recognizes and states that in many cases, detailed structural engineering evaluations are required to investigate the implications of earthquake damage and the need for repairs. This project provides a framework and guidance for those engineering evaluations.

What have we learned?

The project team for ATC-43 began its work with a thorough review of available analysis techniques, field observations, test data, and emerging evaluation and design methodologies. The first objective was to understand the effects of damage on future building performance. The main points are summarized below.

- **Component behavior controls global performance.**

  Recently developed guidelines for structural engineering seismic analysis and design techniques focus on building displacement rather than forces as the primary parameter for the characterization of seismic performance. This approach models the building as an assembly of its individual components. Force-deformation properties (e.g., elastic stiffness, yield point, ductility) control the behavior of wall panels, beams, columns, and other components. The component behavior, in turn, governs the overall displacement of the building and its seismic performance. Thus, the evaluation of the effects of damage on building performance must concentrate on how component properties change as a result of damage.

- **Indicators of damage (e.g., cracking, spalling) are meaningful only in light of the mode of component behavior.**

  Damage affects the behavior of individual components differently. Some exhibit ductile modes of post-elastic behavior, maintaining strength even with large displacements. Others are brittle and lose strength abruptly after small inelastic displacements. The post-elastic behavior of a structural component is a function of material properties, geometric proportions, details of construction, and the combination of demand actions (axial, flexural, shearing, torsional) imposed upon it. As earthquake shaking imposes these actions on components, the components tend to exhibit predominant modes of behavior as damage occurs. For example, if earthquake shaking and its associated inertial forces and frame distortions cause a reinforced concrete wall panel to rotate at each end, with in-plane distortion, statics defines the relationship between the associated bending moments and shear force. The behavior of the panel depends on its strength in flexure relative to that in shear. Cracks and other signs of damage must be interpreted in the context of the mode of component behavior. A one-eighth-inch crack in a wall panel on the verge of brittle shear failure is a very serious condition. The same size crack in a flexurally-controlled panel may be insignificant with regard to future seismic performance. This is, perhaps, the most important finding of the ATC-43 project: the significance of cracks and other signs of damage, with respect to the future performance of a building, depends on the mode of behavior of the components in which the damage is observed.

- **Damage may reveal component behavior that differs from that predicted by evaluation and design methodologies.**

  When designing a building or evaluating an undamaged building, engineers rely on theory and their own experience to visualize how earthquakes will affect the structure. The same is true when they evaluate the effects of actual damage after an earthquake, with one important difference. If engineers carefully observe the nature and extent of the signs of the damage, they can greatly enhance their insight into the way the building actually responded to earthquake shaking. Sometimes the actual behavior differs from that predicted using design equations or procedures. This is not really surprising, since design procedures must account conservatively for a wide range of uncertainty in material properties, behavior parameters, and ground shaking characteristics. Ironically, actual damage during an earthquake has the potential for improving the engineer's knowledge of the behavior of the building. When considering the effects of damage on future performance, this knowledge is important.

- **Damage may not significantly affect displacement demand in future larger earthquakes.**

  One of the findings of the ATC-43 project is that prior earthquake damage does not affect maximum displacement response in future, larger earthquakes in many instances. At first, this may seem illogical. Observing a building with cracks in its walls after an earthquake and visualizing its future performance in an even larger event, it is natural to assume that it is worse off than if the damage had not occurred. It seems likely that the maximum displacement in the future, larger earthquake would be greater than if it had not been damaged. Extensive nonlinear time-history analyses performed for the project indicated otherwise for many structures. This was particularly true in cases in which significant strength degradation did not occur during the prior, smaller earthquake. Careful examination of the results revealed that maximum displacements in time histories of relatively large earthquakes tended to occur after the loss of stiffness and strength would have taken place even in an undamaged structure. In other words, the damage that occurs in a prior, smaller event would have occurred early in the subsequent, larger event anyway.

What does it mean?

The ATC-43 project team has formulated performance-based procedures for evaluating the effects of damage. These can be used to quantify losses and to develop repair strategies. The application of these procedures has broad implications.

- **Performance-based damage evaluation uses the actual behavior of a building, as evidenced by the observed damage, to identify specific deficiencies.**

  The procedures focus on the connection between damage and component behavior and the implications for estimating actual behavior in future earthquakes. This approach has several important benefits. First, it provides a meaningful engineering basis for measuring the effects of damage. It also identifies performance characteristics of the building in its pre-event and damaged states. The observed damage itself is used to calibrate the analysis and to improve the building model. For buildings found to have unacceptable damage, the procedures identify specific deficiencies at a component level, thereby facilitating the development of restoration or upgrade repairs.

- **Performance-based damage evaluation provides an opportunity for better allocation of resources.**

  The procedures themselves are technical engineering tools. They do not establish policy or prescribe rules for the investigation and repair of damage. They may enable improvements in both private and public policy, however. In past earthquakes, decisions on what to do about damaged buildings have been hampered by a lack of technical procedures to evaluate the effects of damage and repairs. It has also been difficult to investigate the risks associated with various repair alternatives. The framework provided by performance-based damage evaluation procedures can help to remove some of these roadblocks. In the long run, the procedures may tend to reduce the prevailing focus on the loss caused by damage from its pre-event conditions and to increase the focus on what the damage reveals about future building performance. It makes little sense to implement unnecessary repairs to buildings that would perform relatively well even in a damaged condition. Nor is it wise to neglect buildings in which the component behavior reveals serious hazards regardless of the extent of damage.

- **Engineering judgment and experience are essential to the successful application of the procedures.**

  ATC-20 and its addendum, ATC-20-2, were developed to be used by individuals who might be somewhat less knowledgeable about earthquake building performance than practicing structural engineers. In contrast, the detailed investigation of damage using the performance-based procedures of this document and the companion FEMA 306 report (ATC, 1998a) and FEMA 307 report (ATC, 1998b) must be implemented by an experienced engineer. Although the documents include information in concise formats to facilitate field operations, they must not be interpreted as a "match the pictures" exercise for unqualified observers. Use of these guideline materials requires a thorough understanding of the underlying theory and empirical justifications contained in the documents. Similarly, the use of the simplified direct method to estimate losses has limitations. The decision to use this method and the interpretation of the results must be made by an experienced engineer.

- **The new procedures are different from past damage evaluation techniques and will continue to evolve in the future.**

  The technical basis of the evaluation procedures is essentially that of the emerging performance-based seismic and structural design procedures. These will take some time to be assimilated in the engineering community. The same is true for building officials. Seminars, workshops, and training sessions are required not only to introduce and explain the procedures but also to gather feedback and to improve the overall process. Additionally, future materials-testing and analytical research will enhance the basic framework developed for this project. Current project documents are initial editions to be revised and improved over the years.

In addition to the project team, a Project Review Panel has reviewed the damage evaluation and repair procedures and each of the three project documents. This group of experienced practitioners, researchers, regulators, and materials industry representatives reached a unanimous consensus that the products are technically sound and that they represent the state of knowledge on the evaluation and repair of earthquake-damaged concrete and masonry wall buildings. At the same time, all who contributed to this project acknowledge that the recommendations depart from traditional practices. Owners, design professionals, building officials, researchers, and all others with an interest in the performance of buildings during earthquakes are encouraged to review these documents and to contribute to their continued improvement and enhancement. Use of the documents should provide realistic assessments of the effects of damage and valuable insight into the behavior of structures during earthquakes. In the long run, they hopefully will contribute to sensible private and public policy regarding earthquake-damaged buildings.