



Risk Assessment and Management for National Interdependent Infrastructure and Economic Systems

**Presented at the Conference on
New Directions for Understanding Systemic Risk**

**Sponsored by
The National Academies**

and

The Federal Reserve Bank of New York

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University of Virginia**



- Share with you basic **analytical principles** upon which a systemic risk assessment and risk management process is based
- Share with you a method to measure and analyze risk of extreme and catastrophic events: **The Partitioned Multiobjective Risk Method (PMRM)**
- Introduce the **Inoperability Input-Output Model (IIM)** for infrastructure interdependencies
- Provide **three case studies**, with a focus on **interdependent** infrastructure and economic systems

Infrastructure Interdependencies



- **The industry sectors of the economy are physically and financially interdependent systems.**
- **Critical infrastructures (telecommunications, power, transportation, banking, etc.) are marked by immense complexity.**
- **They share flows of information, security, and physical flows of commodities (among others).**
- **There is a need to assess and manage the risks of extreme natural and man-made hazards to our nation's Interdependent Infrastructure and Economic Systems.**



Three Case Studies

On Risk to Interdependent Infrastructure and Economic Systems

- **Commission on High-Altitude Electro Magnetic Pulse (H-EMP) Attacks on the US**
- **DHS “Crimson Dawn” Exercise (Impact of Raising the Alert Level on the Economy)**
- **Virginia Bridge-Tunnel Transportation System**

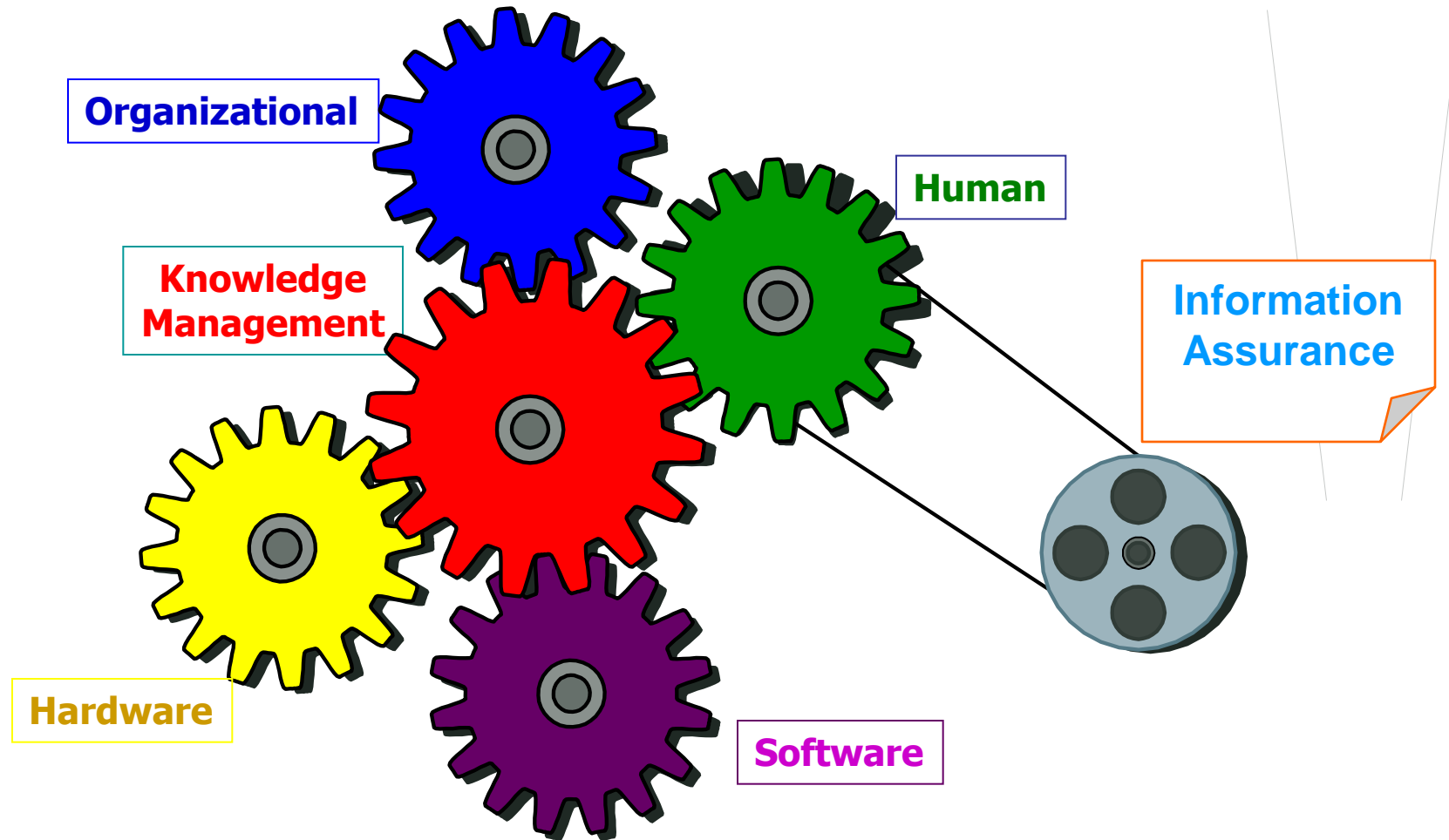


All Case Studies

Have the following *common* attributes

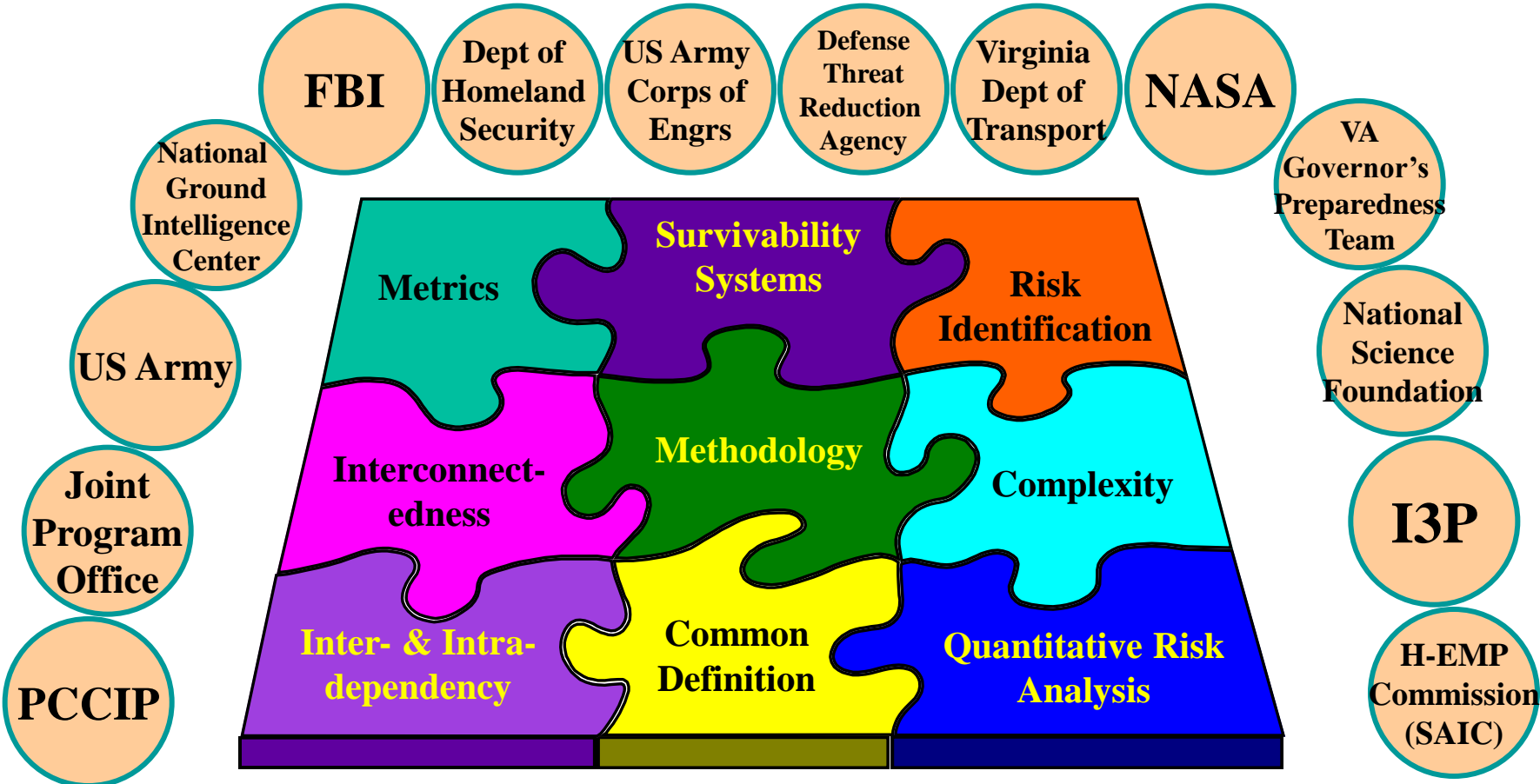
- **Have large potential financial effects, as opposed to life or death**
- **Involve major infrastructures at risk**
- **Focus on rare and extreme events**

Risk Assessment and Risk Management of Systems of Systems





Risk Modeling, Assessment, and Management For Homeland Security (1997-2006)





The Process of Risk Assessment and Risk Management



The Process of Risk Assessment and Risk Management

Risk Assessment

- What can go wrong?
- What is the likelihood that it would go wrong?
- What are the consequences?

[Kaplan and Garrick 1981]

Risk Management

- What can be done and what options are available?
- What are the associated trade-offs in terms of all costs, benefits, and risks?
- What are the impacts of current management decisions on future options?

[Haimes 1991, 2004]



Motivation for Identification of Systemic Risk

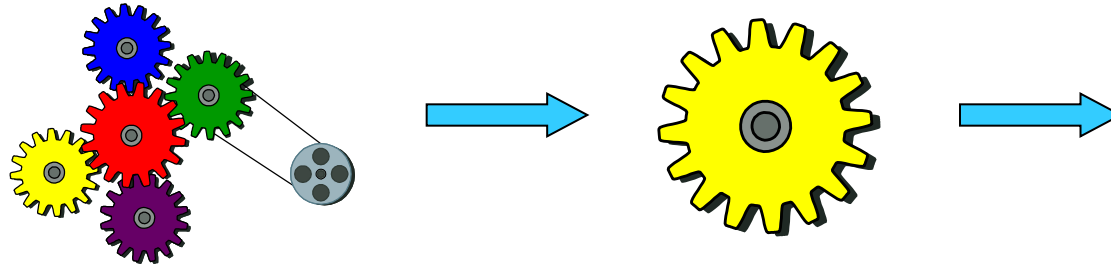
“As the **‘supply chain’** has evolved from the simplicity of a bank’s making and servicing a loan over its life to the complexity of securitization (**involving originators, holders, servicers, trustees, and hedging Markets**), the focus on core banks and securities firms and major markets **must expand to include other potential single points of failure.**”

“These new features raise interesting questions about **whether the kinds of conceptual models** outlined in the preceding two sections **fully capture the range of possible causes and propagation channels for systemic risk.**”

[Systemic Risk and the Financial System: Background Paper: Darryll Hendricks, John Kambhu, and Patricia Mosser, May 2006]

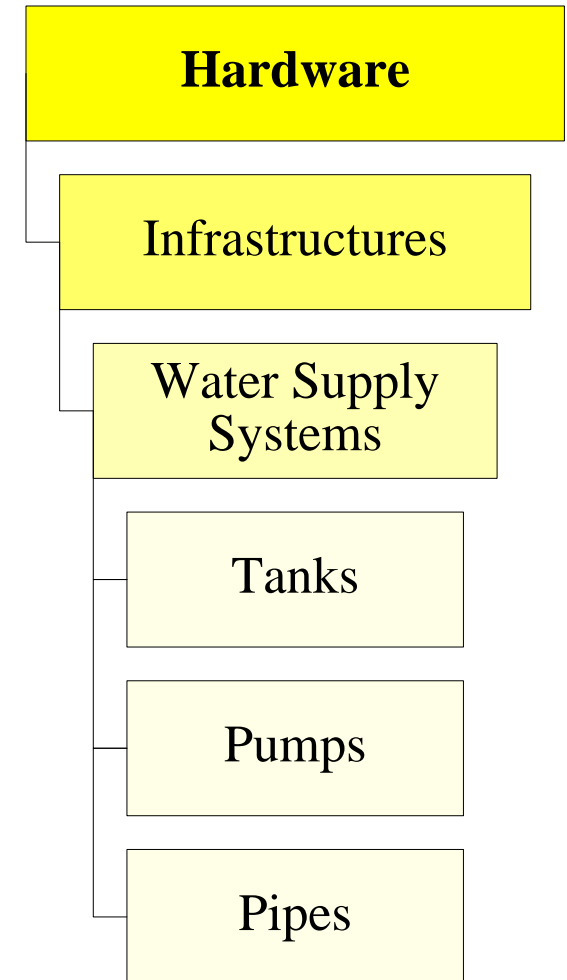


Hierarchical holographic modeling (HHM) is a holistic philosophy/methodology aimed at capturing and representing the inherent diverse risks of systems and their attributes—their multiple aspects, perspectives, and hierarchies.



Hierarchical

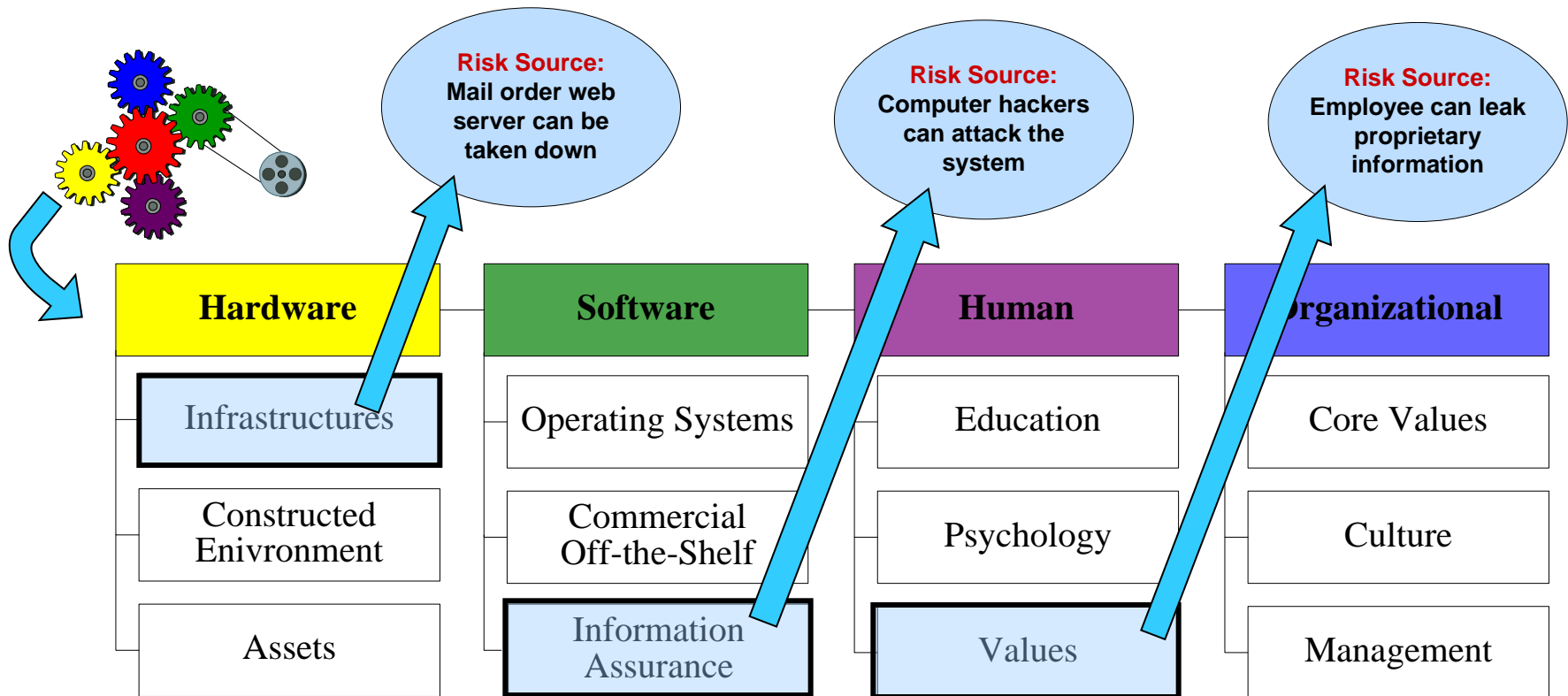
Hierarchical detailed elaboration of each Headtopic is referred to as “**Subtopics.**”





Hierarchical Holographic Modeling

HHM combines the holographic views with hierarchical analysis to identify sources of risks for all perspectives and levels of a system.





Game: Multiple Stakeholder Perspectives

Sources of Risk to Supervisory Control And Data Acquisition (SCADA) systems

- Four teams, each with very different perspectives, were used to develop separate HHMs
 - **Red Team:** Attackers and Hackers
 - **Blue Team:** SCADA operators and owners
 - **Vendor Team:** SCADA developers and vendors
 - **Policy Stakeholder Team:** Government interests and industry associations



Game: **Multiple Stakeholder Perspectives**

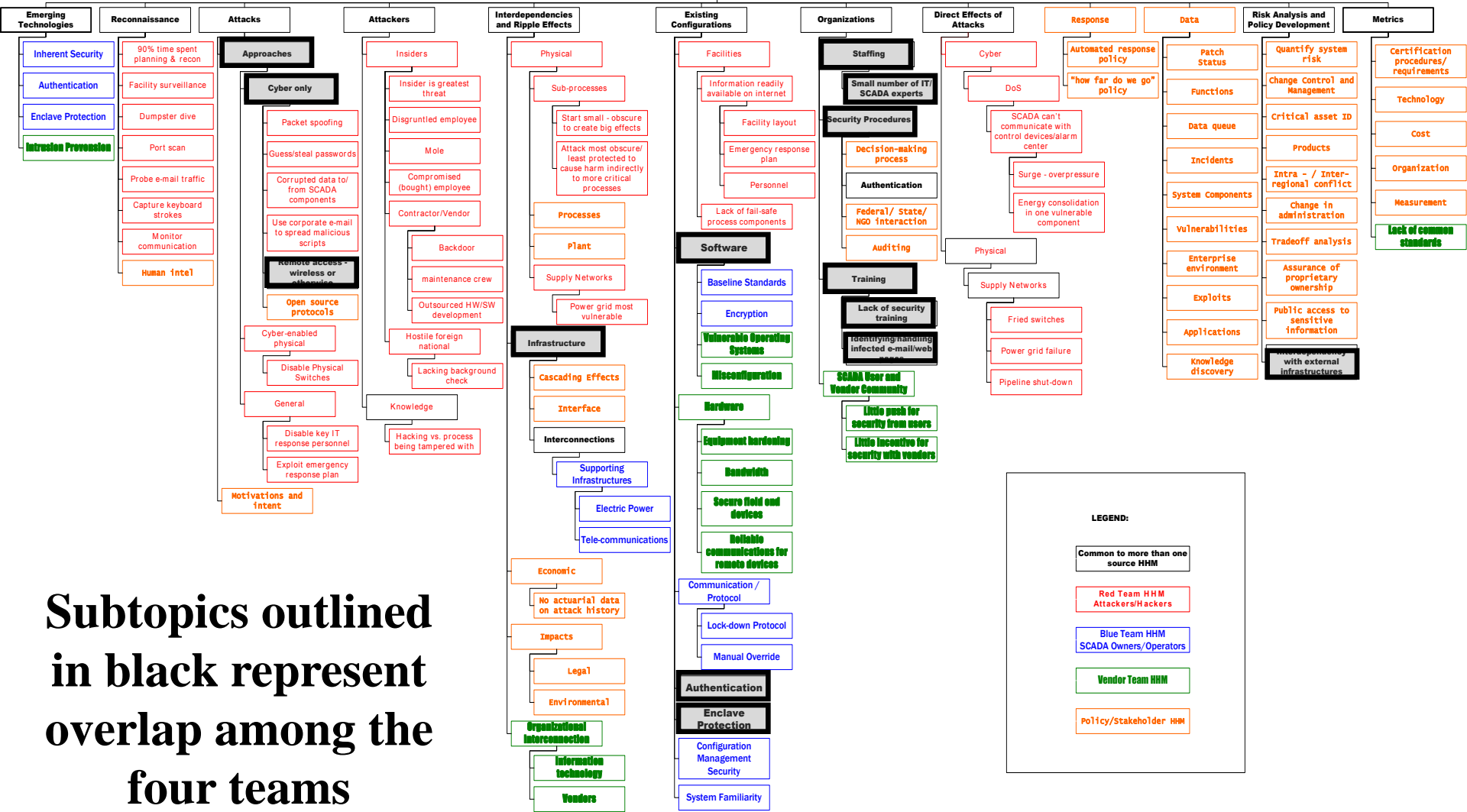
- About 60 experts participated in four teams.
- Significantly, there was **less than 10% overlap** in subtopic elaboration amongst the four teams; thus, reinforcing the value of incorporating multiple views and perspectives of individuals in identifying sources of risks to SCADA systems.

Adaptive Multi-Player HHM



Game: Multiple Stakeholder Perspectives

SCADA HHM
This HHM is the product of the June 2, 2005, SCADA workshop risk analysis session.



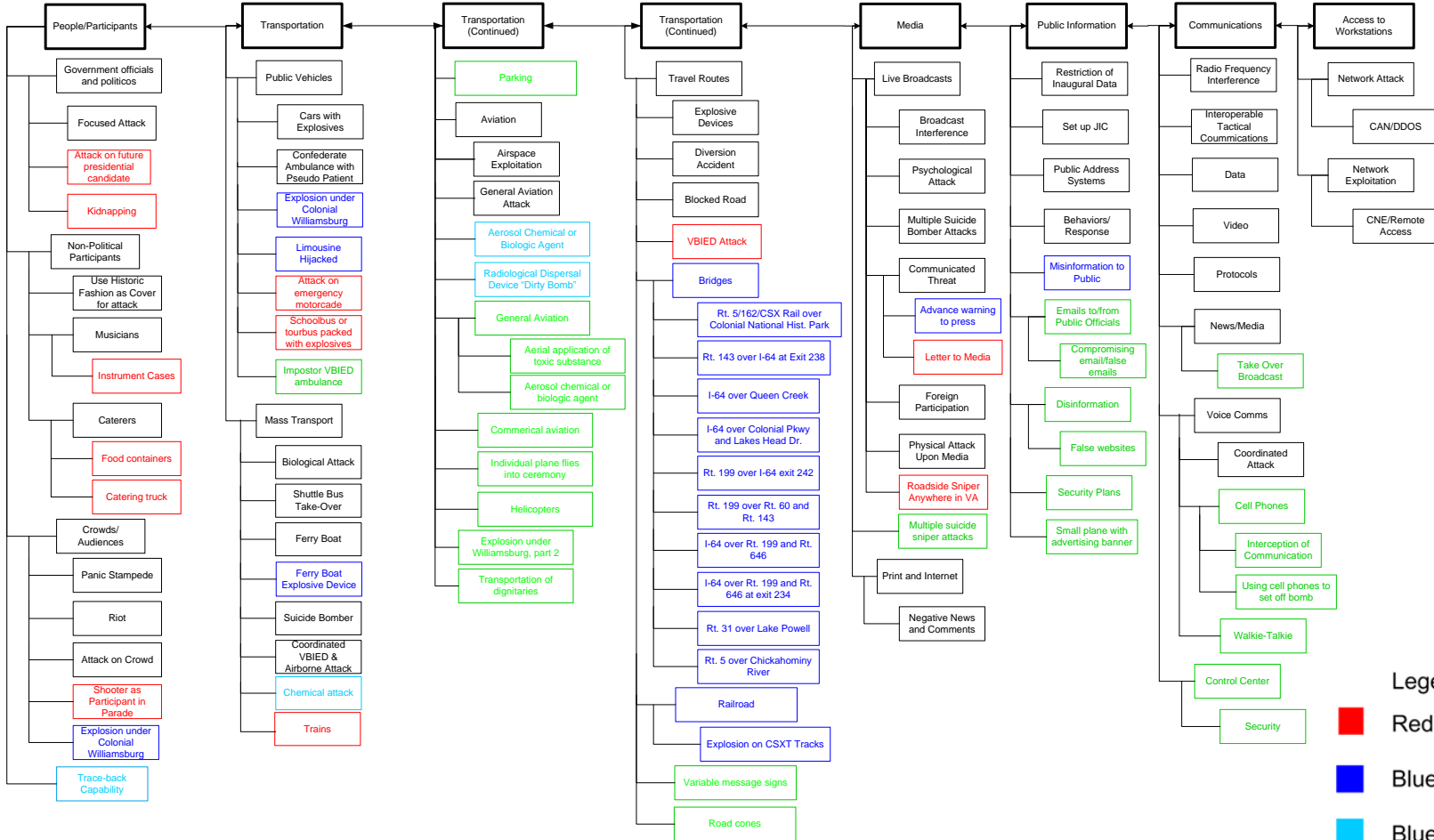
Subtopics outlined in black represent overlap among the four teams

Adaptive Multi-Player HHM



Game: Multiple Stakeholder Perspectives

2006 Gubernatorial Inauguration in Colonial Williamsburg



Legend:

- Red Team
- Blue Team 1
- Blue Team 2
- Topics added during Red Team group session



Risk Filtering, Ranking, and Management (RFRM) Methodology



RISK

A **measure of the probability and severity of adverse effects**

SAFETY

The **level of risk that is deemed acceptable**

[William W. Lowrance, *Of Acceptable Risk*, 1976]

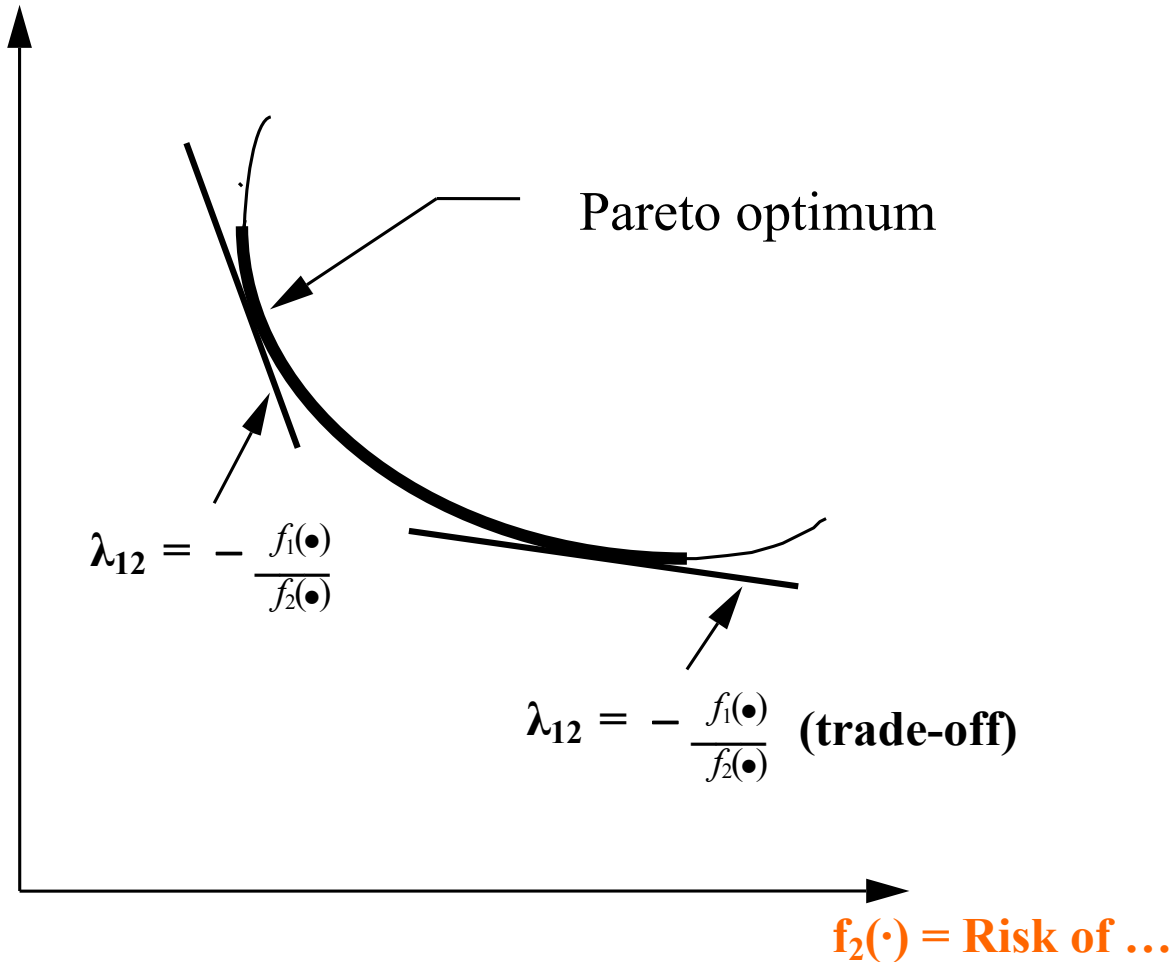


Multiobjective Trade-off Analysis is at the Heart of Risk Management

Risks, Costs, and Benefits are **not commensurate** and are measured in different units; therefore, to manage risk, an acceptable balance must be sought in a multi-objective approach through **Pareto optimality** and direct **trade-off analyses**.

Multiobjective Trade-off Analysis

$f_1(\bullet) = \text{Cost of Risk Management}$





How do we quantify risk?

How do we measure risk?

With the central tendency measure of risk

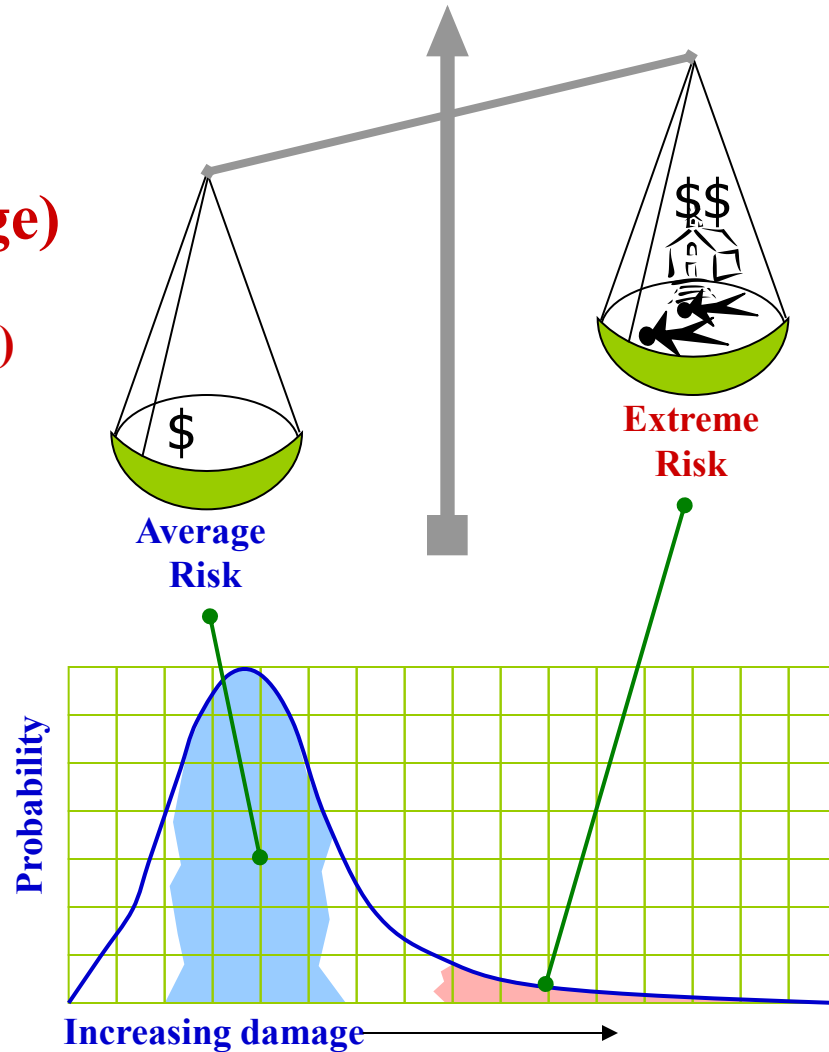
*(the expected value of risk and its limitations
when it is used as the only metric for risks related
to extreme events)*

Limitation of Expected Value of Risk

$$\text{Risk} = f(\text{Probability, Damage})$$

or

$$\text{Risk} = f(\text{Likelihood, Consequences})$$



Limitation of Expected Value of Risk



Managers and decisionmakers are most concerned with the risk associated with a specific case under consideration, and not necessarily with the likelihood of the average adverse outcomes that may result from all similar risk situations.

Using the **expected value of risk**, is probably the dominant reason for the **chaotic state** in the quantification of risk.

Decisionmakers are frequently interested in both the **low-frequency, high-damage events** and **in the average risk**.

Public perception of catastrophic risks is an important consideration.

Limitation of Expected Value of Risk

Consider the following two cases:

Case 1: Low investment with high probability of success

Investment = $\$10^3$; Probability = 10^{-1} (very high)

Case 2: High investment with low probability of success

Investment = $\$10^7$; Probability = 10^{-5} (very low)

Both cases make the same contribution to the mathematical expectation of the return on investment :

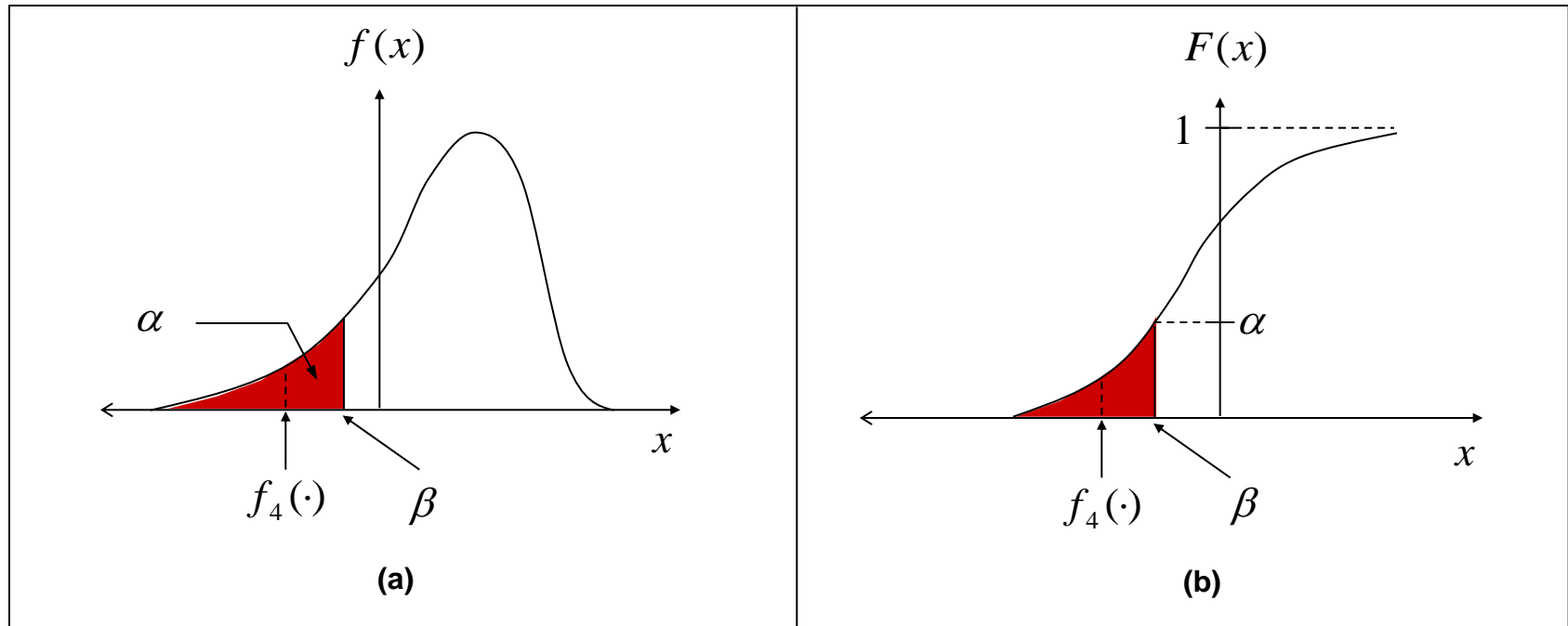
$$10^3 \times 10^{-1} = \$10^2$$

$$10^7 \times 10^{-5} = \$10^2$$

It is clear to any investor that **the two cases are far from being commensurate or equal**; leading to the concept to balancing risks and gains of a portfolio.

Partitioned Multiobjective Risk Method (PMRM)

Conditional Expectations



A conditional expectation is defined as the expected value of a random variable, given that its value lies within a pre-specified range.

(a) probability distribution function $f(x)$

(b) cumulative distribution function $F(x)$

Partitioned Multiobjective Risk Method (PMRM)



Conditional Expectations

$$f_2(\cdot) = E[X | X \leq \beta_1] = \frac{\int_0^{\beta_1} xp(x)dx}{\int_0^{\beta_1} p(x)dx}$$

$f_2(\cdot)$ represents the risk with high probability of exceedance and low damage.

$$f_3(\cdot) = E[X | \beta_1 \leq X \leq \beta_2] = \frac{\int_{\beta_1}^{\beta_2} xp(x)dx}{\int_{\beta_1}^{\beta_2} p(x)dx}$$

$f_3(\cdot)$ represents the risk with median probability of exceedance and medium damage.

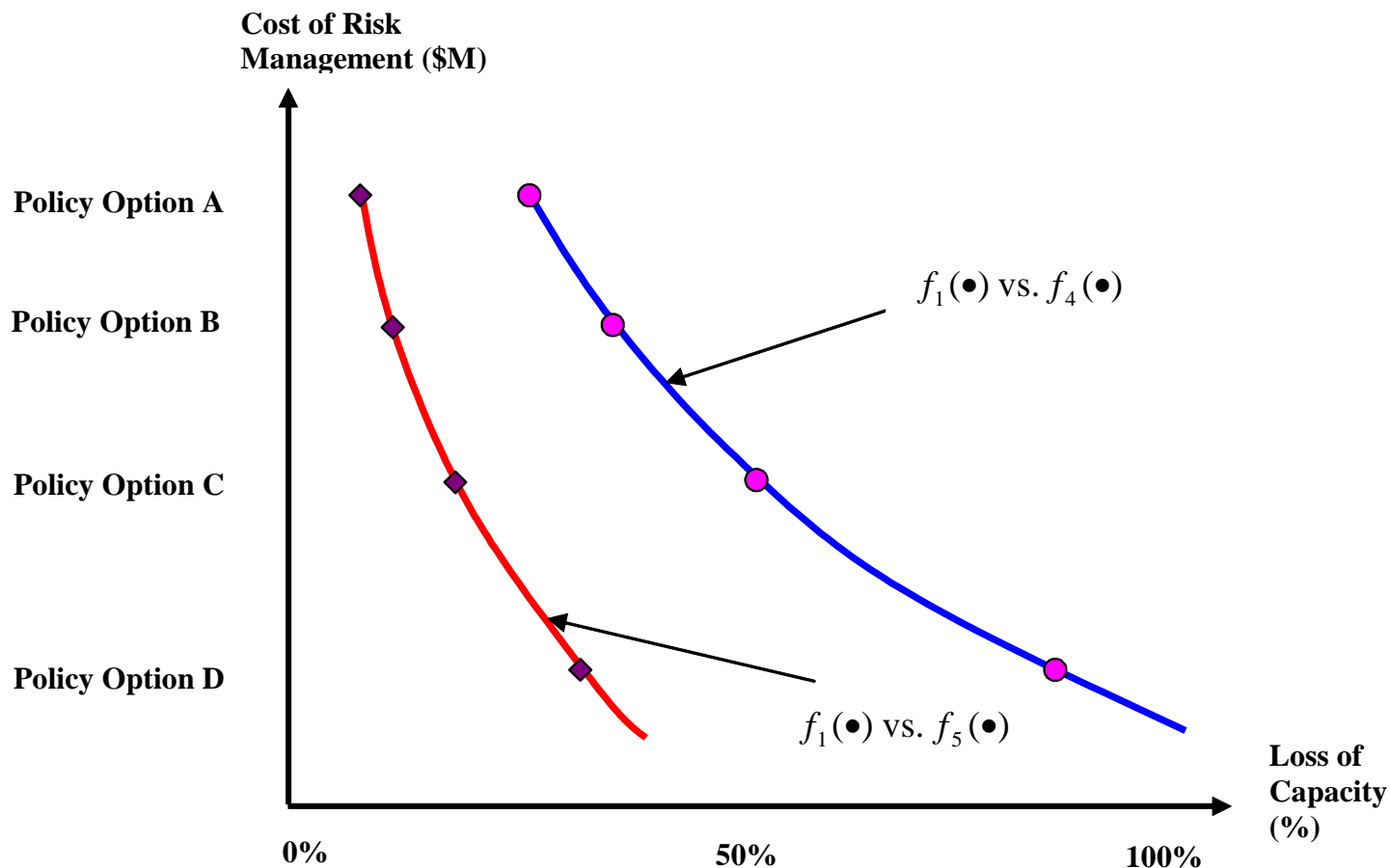
$$f_4(\cdot) = E[X | X > \beta_2] = \frac{\int_{\beta_2}^{\infty} xp(x)dx}{\int_{\beta_2}^{\infty} p(x)dx}$$

$f_4(\cdot)$ represents the risk with low probability of exceedance and high damage.

$$f_5(\cdot) = \frac{\int_0^{\infty} xp(x)dx}{\int_0^{\infty} p(x)dx} = \int_0^{\infty} xp(x)dx$$

$f_5(\cdot)$ represents the unconditional (conventional) expected value of risk.

Multiobjective Trade-off Analysis for Risk of Extreme Events Using PMRM



PMRM and Value-at-Risk (VaR)



- In the **PMRM**, various conditional expected values are used as risk metrics to evaluate potential risk management strategies
[Asbeck and Haimes, 1984]
- **Value-at-Risk (VaR)** is another risk metric, defined as the worst loss over a target horizon with a given level of confidence
[Jorion, 2001]
- **The conditional expected value of risk and VaR are related.** VaR is essentially the partition point at which the conditional expected value is calculated
- In finance, conditional expected value is commonly called **Conditional VaR (CVaR)**

[Rockafellar and Uryasev, 2000]



Interdependent Infrastructures and Economic Systems

The Inoperability Input-Output Model (IIM)



Three Case Studies

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All Case Studies

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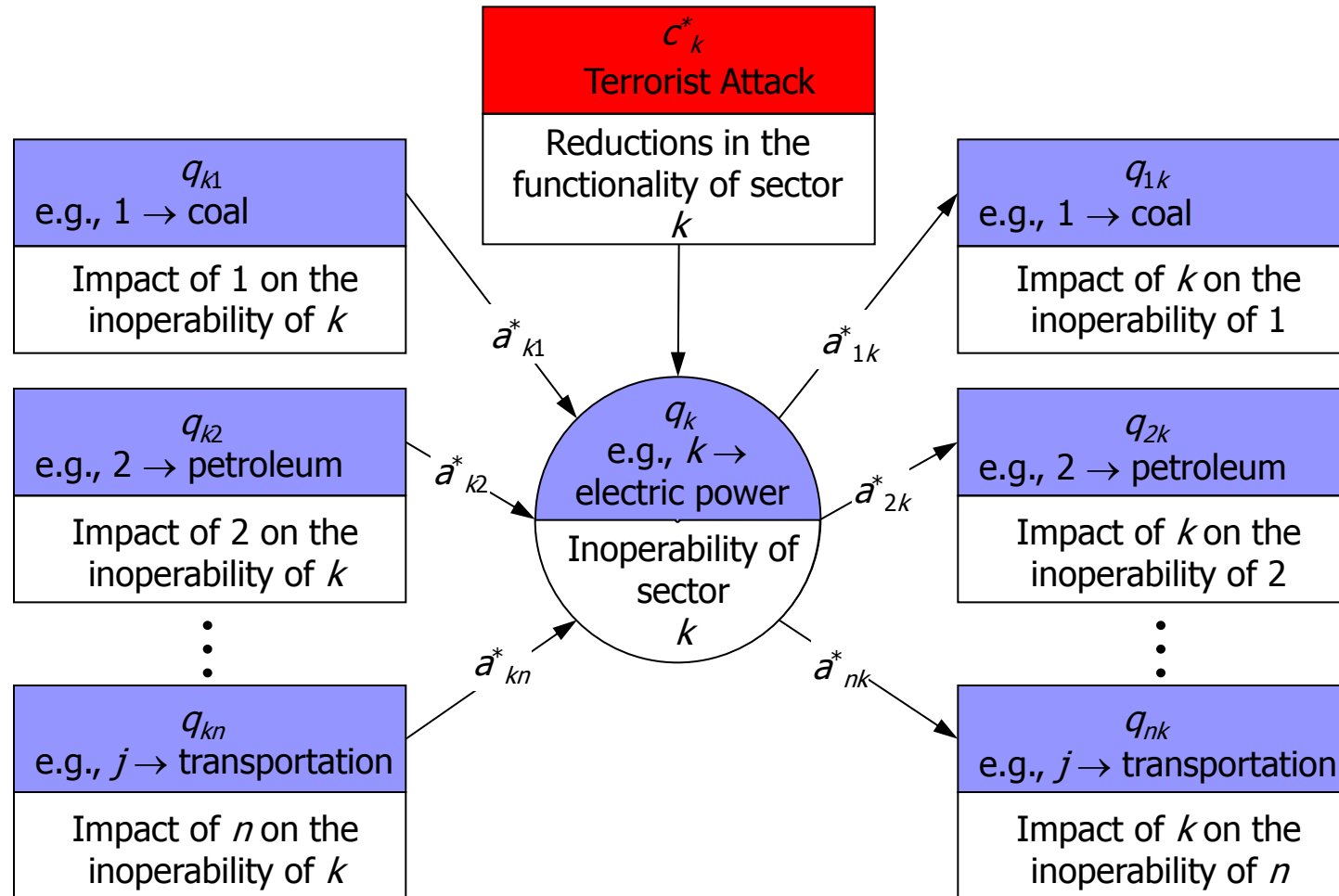
Inoperability Input-Output Model (IIM)

Background

- **Wassily Leontief** developed the Input-Output Model for the U.S. Economy, for which he won the **Nobel prize in Economics in 1973**.
- **The Inoperability Input-Output Model (IIM)**, which was developed by Haimes and Jiang in 2001, has been markedly **improved and extended by the Center's team**.
- Actual economic data from the **Bureau of Economic Analysis (BEA)** constitute the foundation of model.
 - BEA publishes I-O data of the **entire U.S. Economy**.
 - BEA **annual budget exceeds \$80 million**.

Inoperability Input-Output Model (IIM)

Calculating propagating Effects



Inoperability Input-Output Model (IIM)

Basic Model

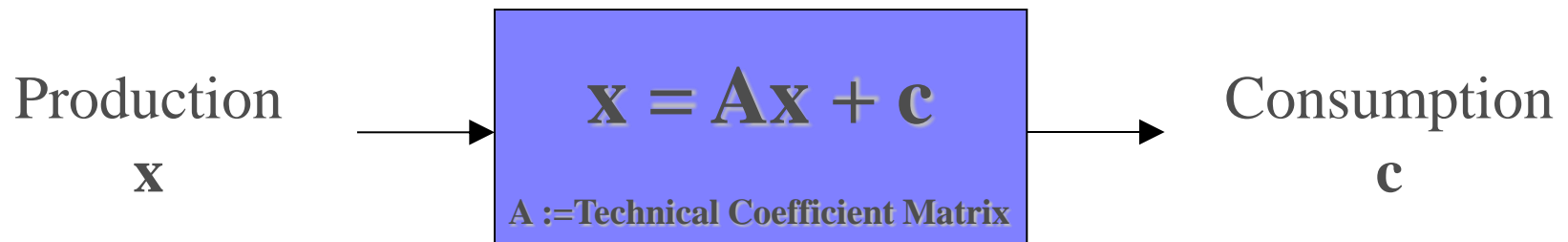
$$\mathbf{x} = \mathbf{A} \mathbf{x} + \mathbf{f} \Leftrightarrow x_i = \sum_j a_{ij} x_j + f_i$$

- Leontief construct based on industry consumption.
 - \mathbf{x} is the vector of industry outputs
 - \mathbf{A} is the technical coefficient matrix
 - \mathbf{f} is the vector of final demand
- Two assumptions: (1) Production = Consumption, (2) Intermediate consumption is proportional to output.
- The IIM is a transformation of the Leontief model to enhance focus on inoperability.

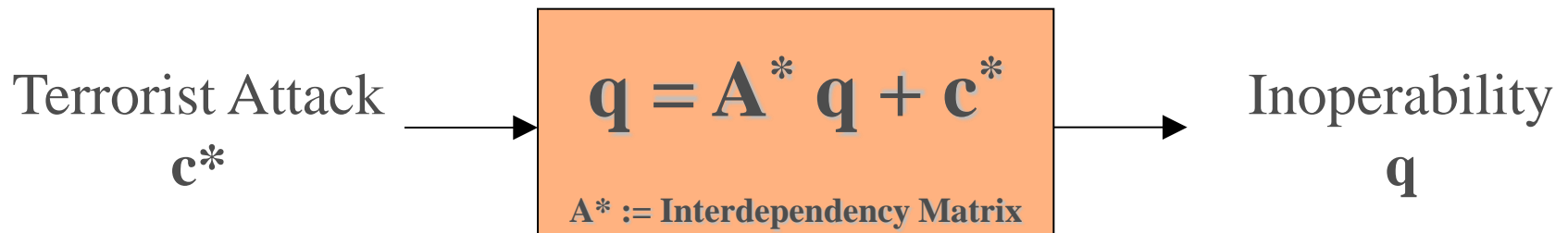
Inoperability Input-Output Model (IIM)

Model Components

Leontief Model



Inoperability I-O Model (IIM)



Inoperability Input-Output Model (IIM)

Benefits of Applying IIM

- **The IIM benefits from:**
 - **Major Bureau of Economic Analysis (BEA) data collections**
 - **Numerous other significant applications of BEA data (including GDP Forecasting)**
 - **Regional sub-model developments that correspond to national data**
 - **Strong relationship with the business community because of privacy protection**
 - **A community of users and developers that continue to pursue improvements**
 - **Nonetheless, critics complain about potential misuse**

Inoperability Input-Output Model (IIM)

Limitations to Applying IIM

Limitation	Response
Static Model	Slow changing risk scenarios; Dynamic extensions with external databases
Linear Model/Macro	Small changes compared to overall economy
Does not account for market-place substitutions	Limit use to cases that: a) don't have important substitution possibilities or b) derive impacts of substitution as a direct analytical result
National 500-sector resolution updated on 5 year cycle; Sectors are pre-defined	60-sector resolution updated annually; Sectors well-defined for supplemental industry research

Inoperability Input-Output Model (IIM)

Policy Issues that the IIM Address

- **Identification of security measures** (geographic scope, implementation period, and structure) with large economic consequences.
- **Identification of specific sectors** (regional or national) that **suffer the greatest sustained direct** and indirect economic losses due to particular security measures.
- **Comparison of economic losses due to security measures** with those that would result from a successful attack.



Extensions of the Interoperability Input-Output Model (IIM)

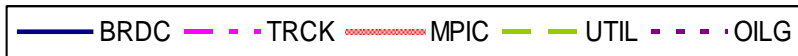
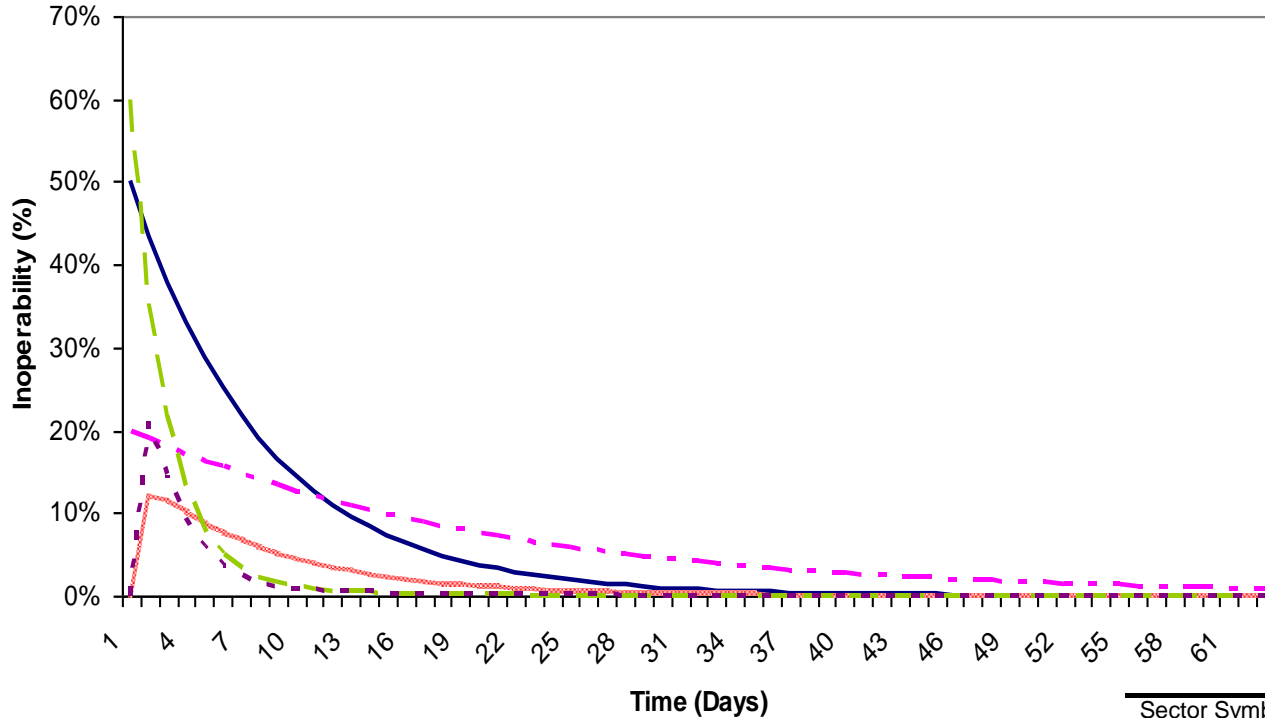
Dynamic IIM (DIIM)
Regional IIM (RE-IIM)



- The **DIIM** is a dynamic extension on the IIM, focusing on **measuring the resilience** of the critical infrastructures and **describing the dynamic, ripple effects of industry recovery** following an attack or a natural disaster.
- The **DIIM** provides the following risk metrics for evaluating the efficacies of potential risk management options:
 - **Inoperability (%) and Economic Loss (\$)**
 - **Industry Resilience Coefficient**
 - **Recovery Time**
- Through the **DIIM**, the **effectiveness of preparedness** can be measured.

Dynamic IIM (DIIM)

Dynamic Recovery of Economic Sectors



Sector Symbol	Sector Names
BRDC	Broadcasting and telecommunications
TRCK	Truck transportation
MPIC	Motion picture and sound recording industries
UTIL	Utilities
OILG	Oil and gas extraction



Background

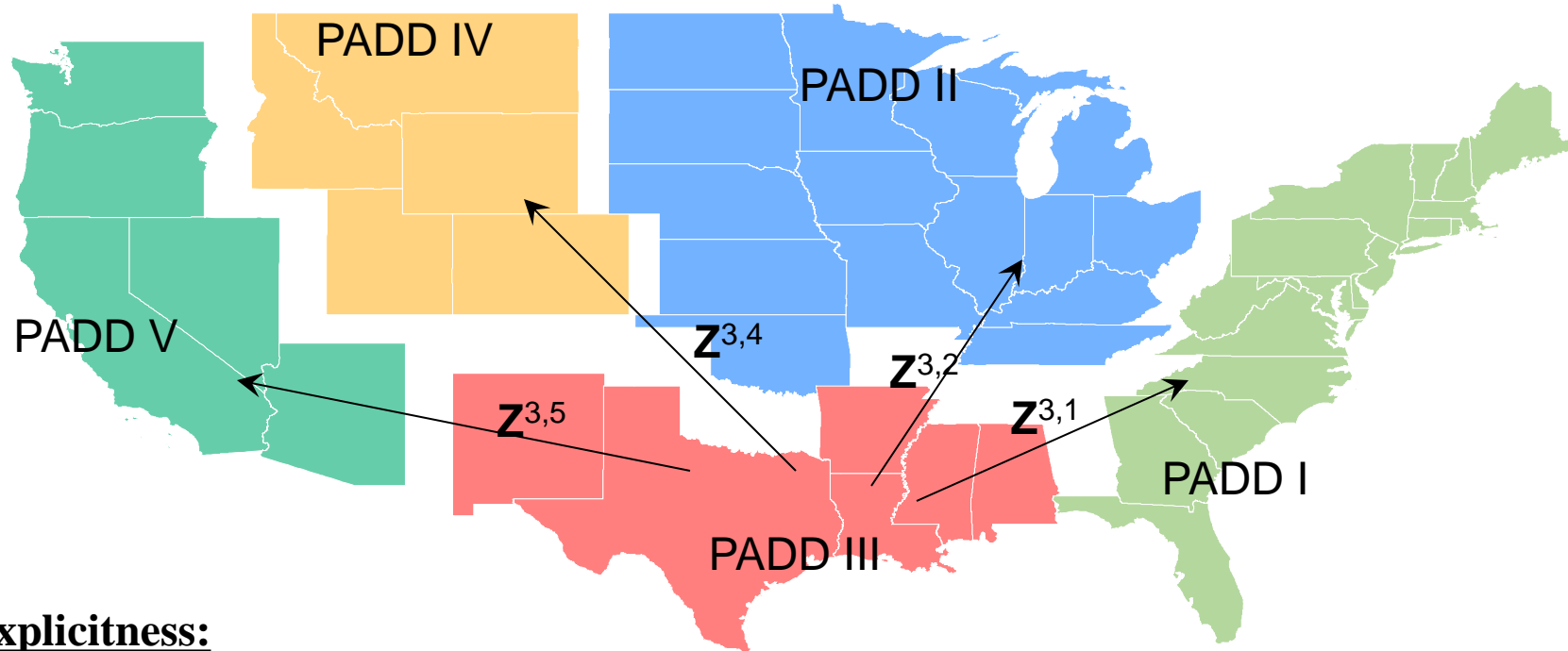
- The lack of spatial explicitness in risk analysis results in only average estimates across geography. Such estimates may lead to overlooking **geographically-concentrated risks** or **significant cross-regional interdependencies**.
- Spatially explicitness is added when the economy is regarded as a **system of regional decisionmakers** with **processes coupling the various sub-regions**, thus producing distinct predictions for each region determined by the regions characteristics and its interconnectedness with other regions.

Regional IIM (RE-IIM)



Example Model

Petroleum Administration and Defense Divisions (PADDDs)



Spatial Explicitness:

- Adapt multi-regional formulation [Isard 1998].
- \mathbf{z}^{RS} is a vector of **cross-regional (CR) transactions** from region R to region S .
- $\mathbf{z}^{RS} = [z_1^{RS}, \dots, z_n^{RS}]^T$, where z_i^{RS} is CR flow of commodity i (resource, good, or service)
- Accounts of CR flows form a **multiregional interdependency matrix**, denoted \mathbf{T}^* .
- **Raw data from** Bureau of Transportation Stats, Bureau of Labor Stats, EIA, etc.



National Commission on High-Altitude Electromagnetic Pulse (H-EMP) Attacks

National Commission on H-EMP



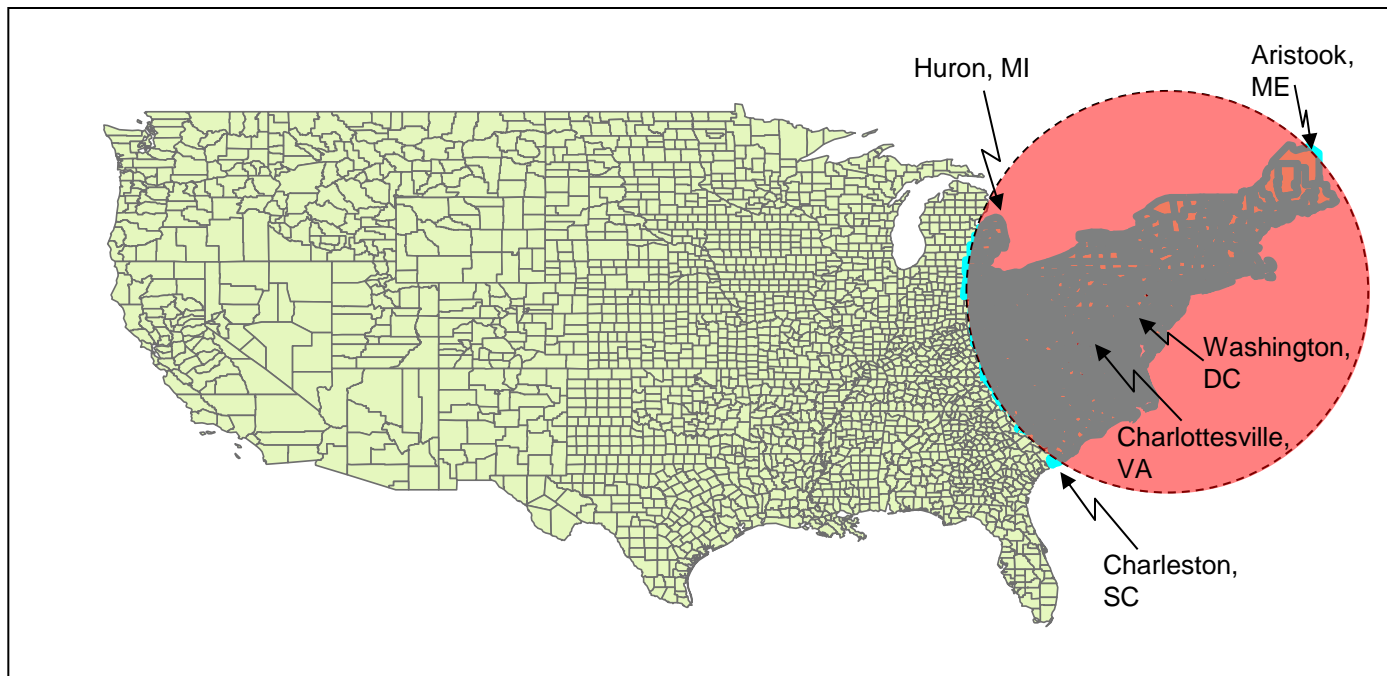
Background

- The electromagnetic properties of many electronic components can make entire systems susceptible to upset or to permanent damage due to the environmental effects of a **High-Altitude Electro Magnetic Pulse (H-EMP)**.
- Electronic elements such as integrated semiconductor circuits **can be damaged** by only a few tens of volts, a few amperes, or less.
- HEMP is defined as an **intense electromagnetic blast** induced by a nuclear explosion at a high altitude.

National Commission on H-EMP

Modeling a Regional H-EMP Attack

- **Greater Northeastern Region (GNR)**
- **584-mi radius with center: 40.5°N Latitude and -75.54° Longitude**



National Commission on H-EMP

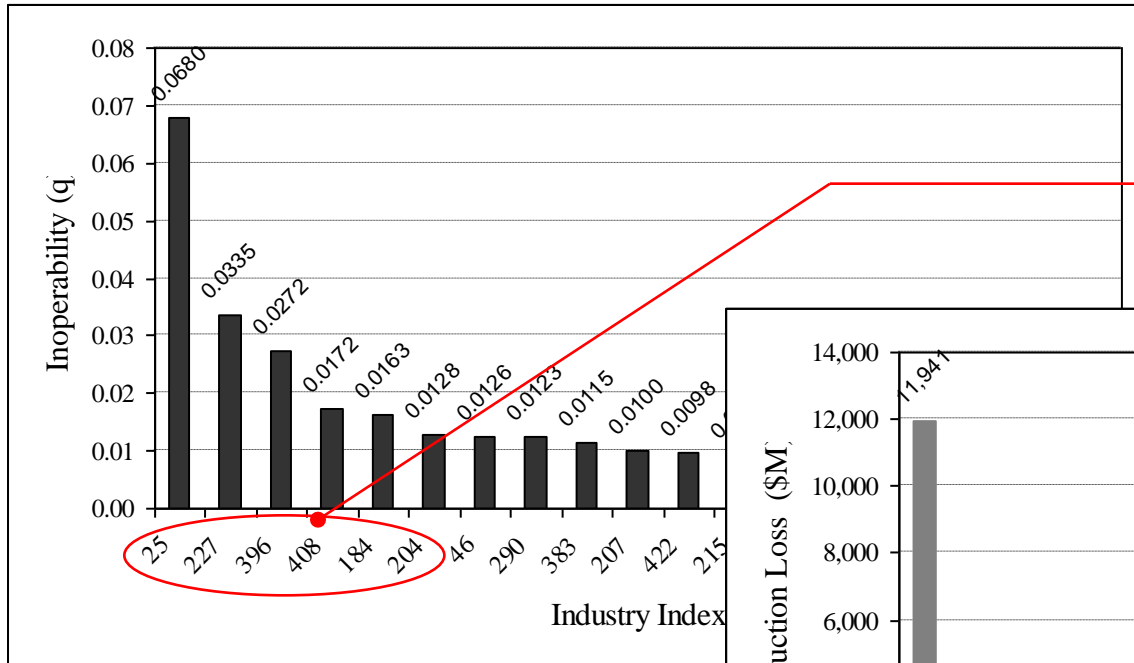


IIM Metrics – Inoperability and Economic Loss

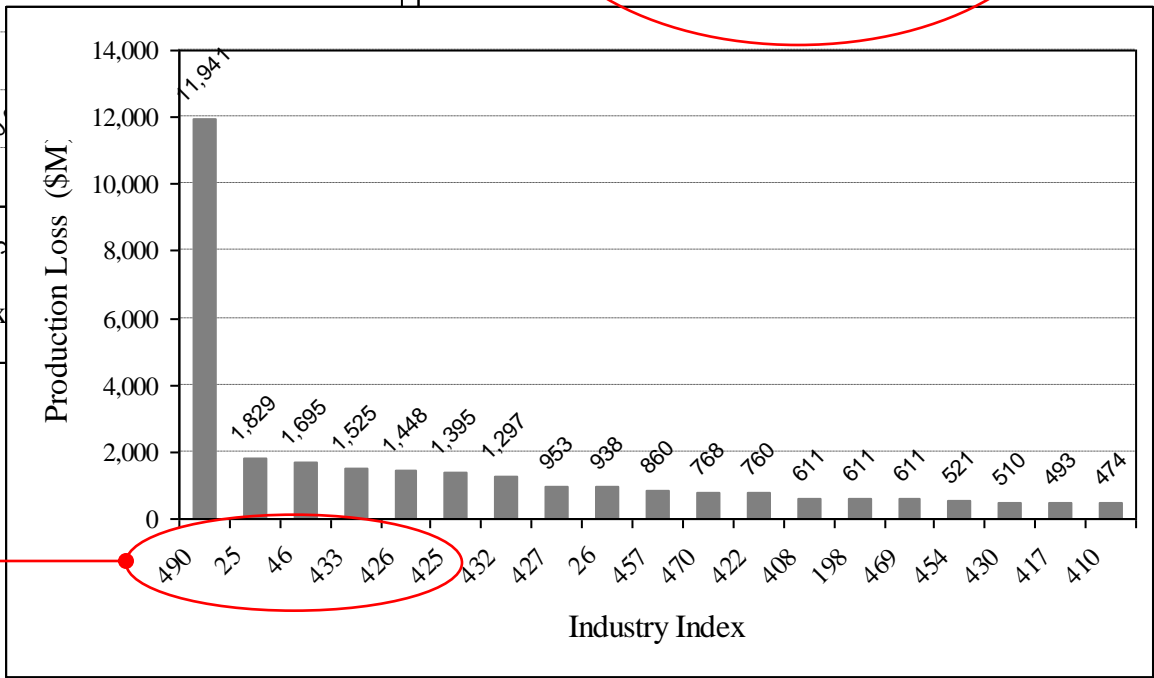
- We assessed perturbations to the availability/functionality of electric power and H-EMP-sensitive equipment for nearly **500 economic sectors**.
- The resulting impacts on users of electric power and H-EMP-sensitive equipment are measured in terms of IIM metrics: inoperability and economic loss.
 - **Inoperability** is the normalized production loss representing the ratio of unrealized production with respect to the “as-planned” production level.
 - **Economic Loss** represents the value of monetary loss associated with an inoperability value.

National Commission on H-EMP

IIM Metrics – Inoperability and Economic Loss of Power Outage



Coal, railway transportation, kitchenware and plastic manufacturing



Workforce, coal, real-estate, retail, maintenance services

National Commission on H-EMP



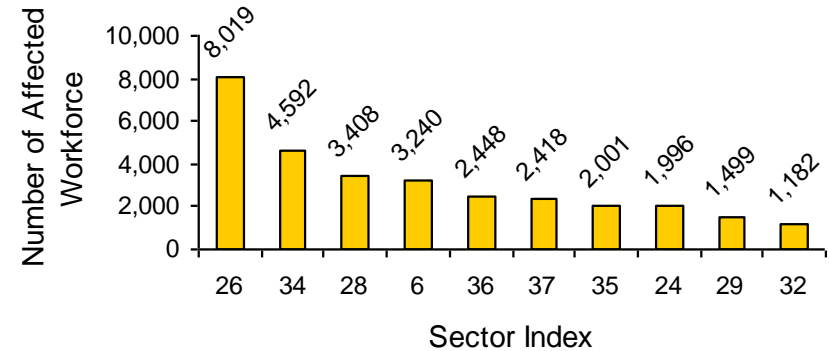
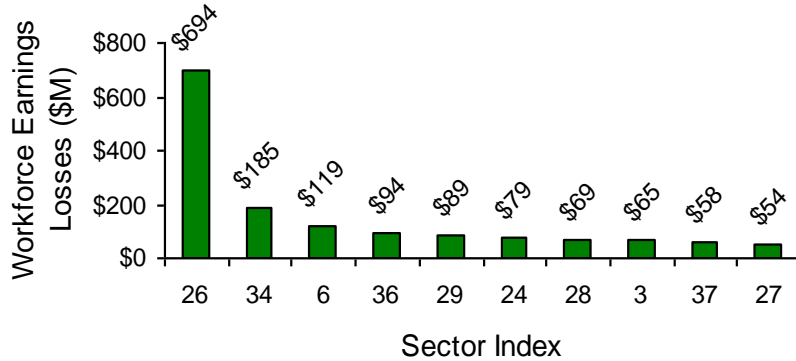
Impact on Workforce

“Thus, there is a strong need for models more capable of capturing the complex interactions between operational infrastructure and then financial flows that the infrastructure supports. Similar models would be helpful in understanding the consequences of a pandemic event that made it impossible for **large number of urban employees to work** from their offices. Is the existing financial system capable of a smooth transition to a temporarily reduced level of activity? **Current models cannot really even frame such a question.**”

[Systemic Risk and the Financial System: Background Paper: Darryll Hendricks, John Kambhu, and Patricia Mosser, May 2006]

National Commission on H-EMP

Sample Workforce Impact Analysis Generated from RE-IIM



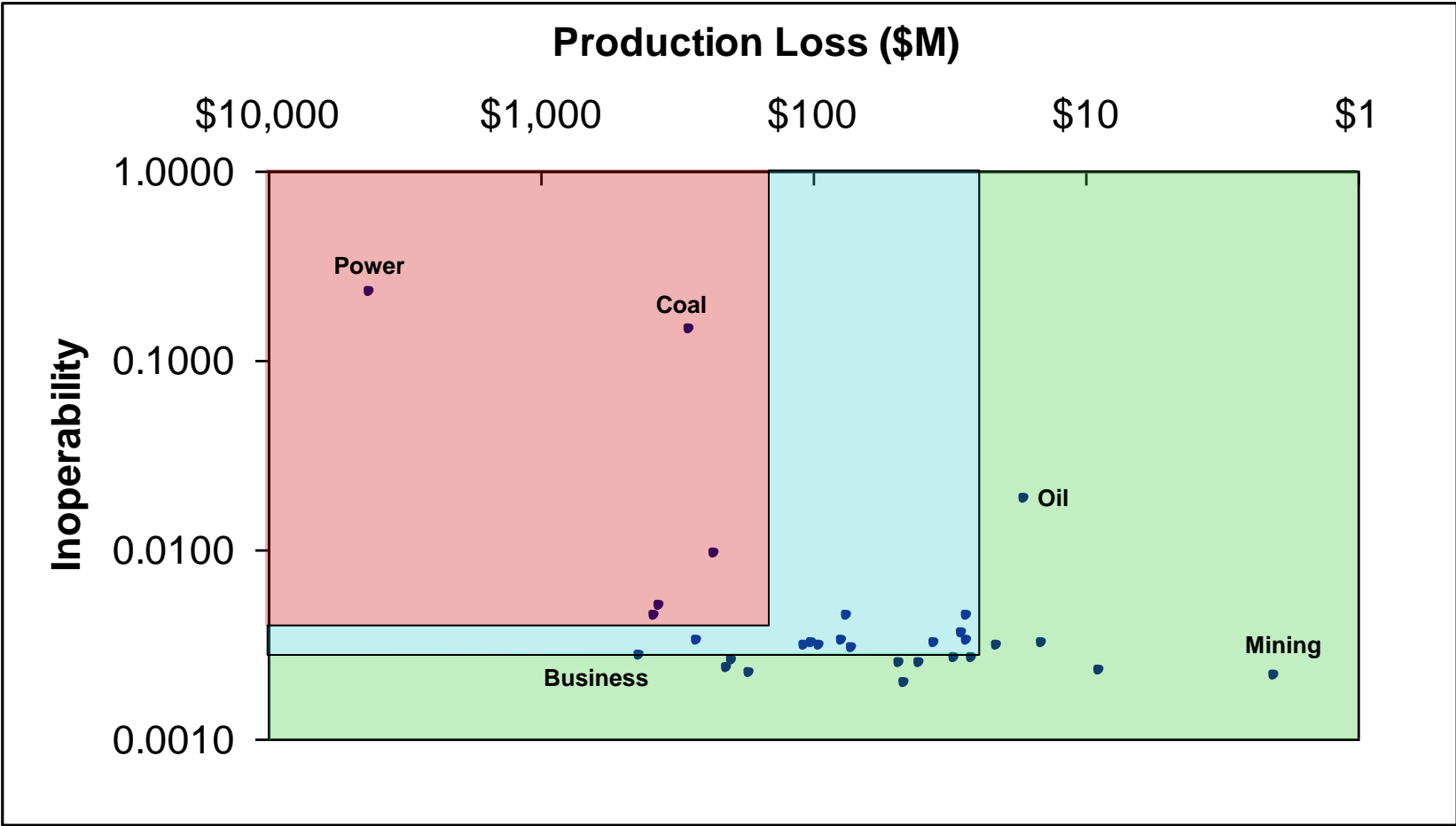
Rank	Index	\$M Sector Description
1	26	694 Electric, gas, and sanitary services
2	34	185 Business services
3	6	119 Construction
4	36	94 Health services
5	29	89 Depository and nondepository institutions and security and commodity brokers
6	24	79 Transportation
7	28	69 Retail trade
8	3	65 Coal mining
9	37	58 Miscellaneous services
10	27	54 Wholesale trade

Rank	Index	# Affected Sector Description
1	26	8,019 Electric, gas, and sanitary services
2	34	4,592 Business services
3	28	3,408 Retail trade
4	6	3,240 Construction
5	36	2,448 Health services
6	37	2,418 Miscellaneous services
7	35	2,001 Eating and drinking places
8	24	1,996 Transportation
9	29	1,499 Depository and nondepository institutions and security and commodity brokers
10	32	1,182 Hotels and other lodging places, amusement and recreation services, and motion pictures

National Commission on H-EMP



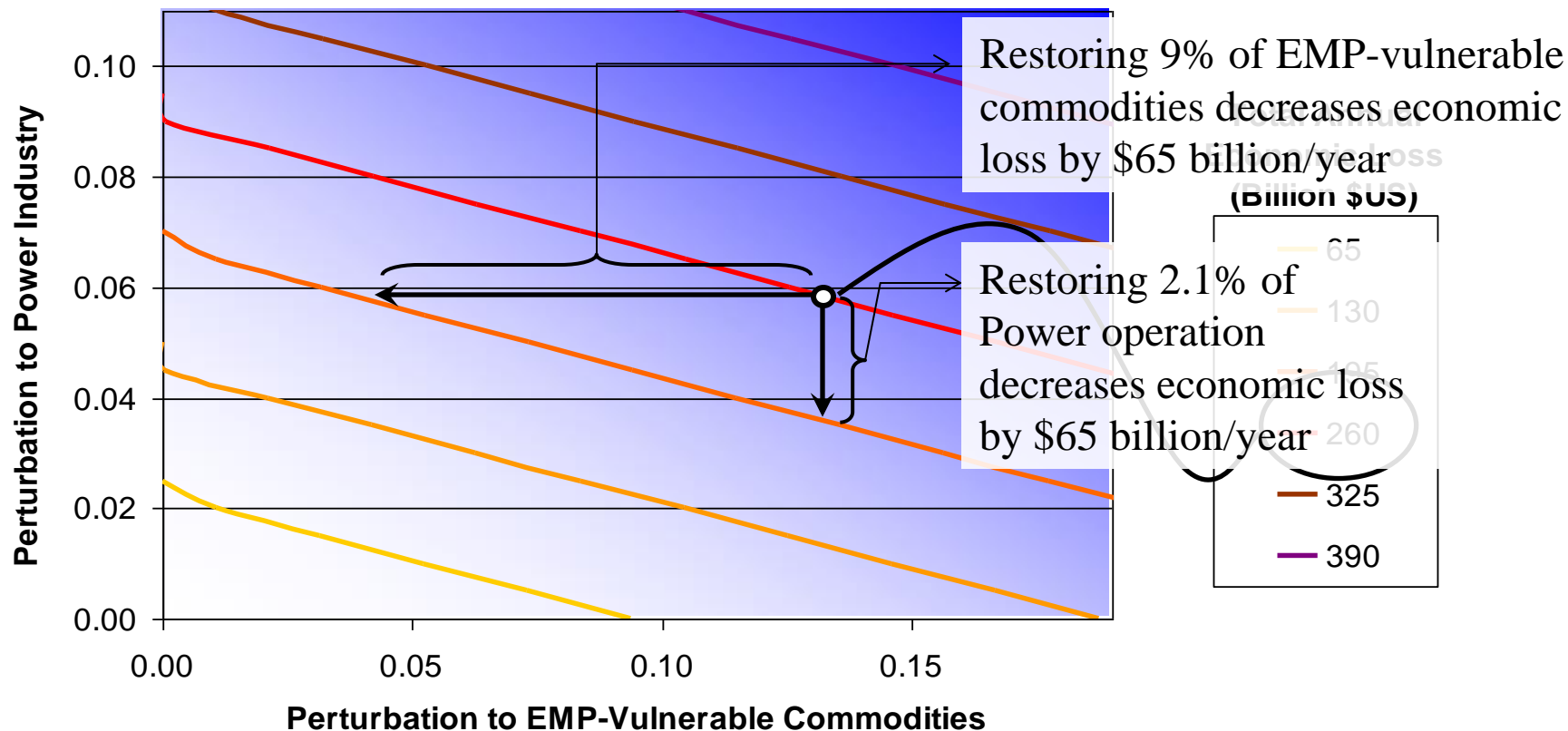
Sample IIM Impact Matrix



LEGEND: Top-10 Zone Top-20 Zone Top-30 Zone

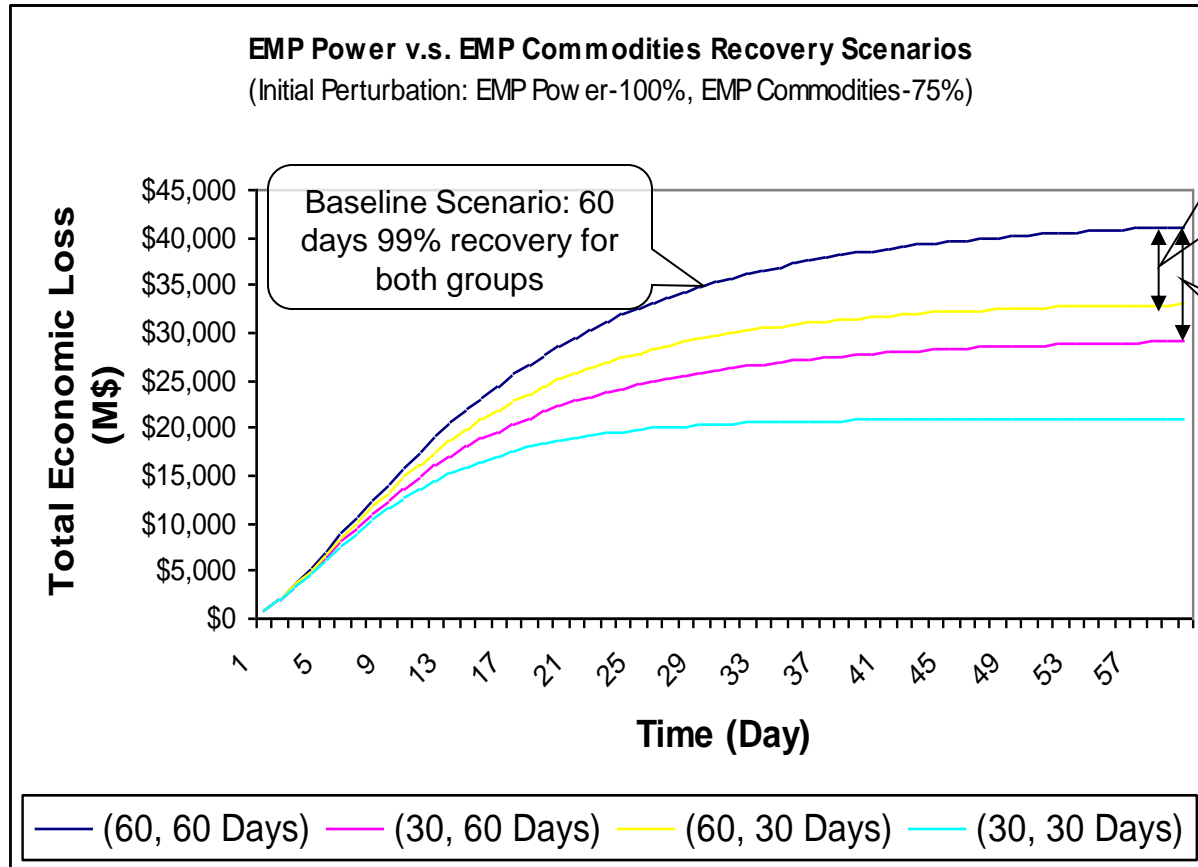
National Commission on H-EMP

Trade-off Analysis Example



National Commission on H-EMP

Temporal Trade-off



Reducing EMP commodity sectors recovery time from 60 days to 30 days save \$8,094 million

Reducing power recovery time from 60 days to 30 days save \$12,000 million



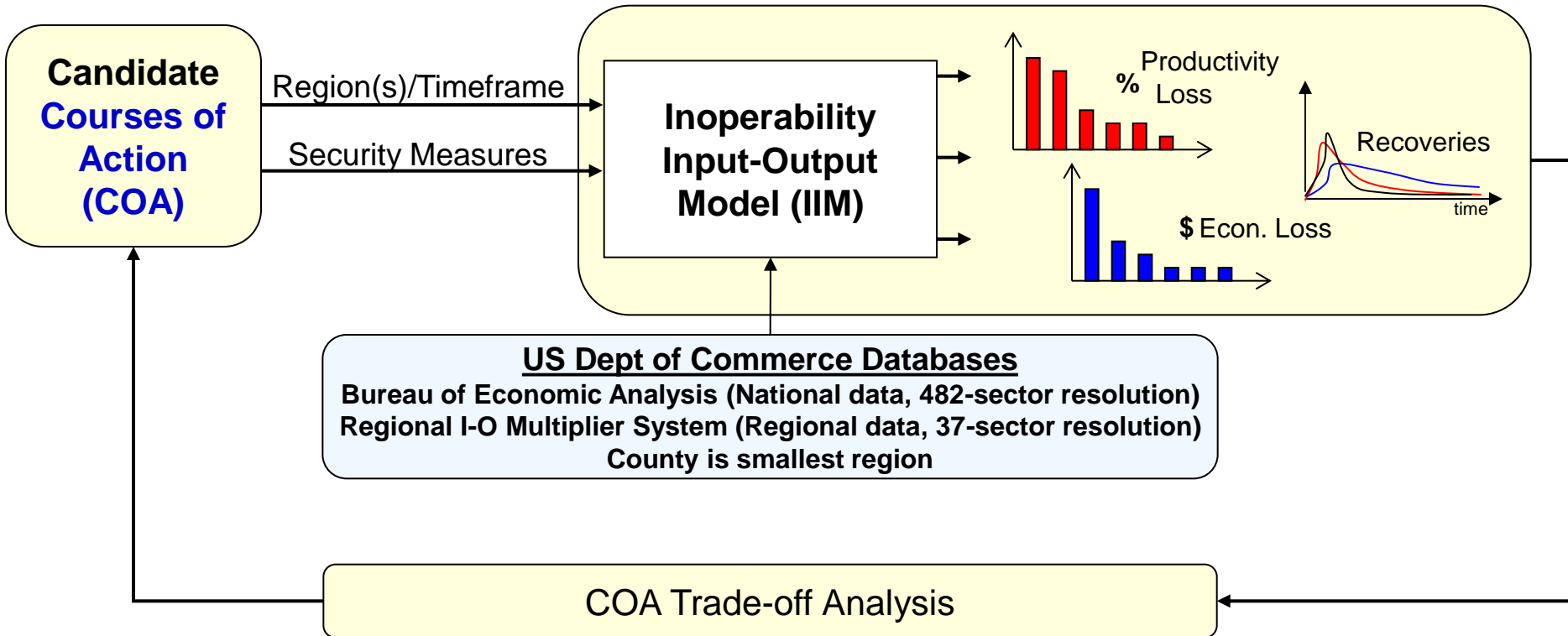
Interdependency Analysis: Impact Analysis of Issuing Alert Levels

**By the Department of Homeland
Security (DHS)**

DHS Alert Levels

Applying the IIM to COA Decisionmaking

University of Virginia





Example: National Guard Impact

- About **460,000** members of the National Guard, of which about **50%** are currently part of US workforce.
- This workforce constitutes about **0.14%** of the nation's **170 million workers**.
- Assuming workers are distributed across economic sectors similar to the national workers, then loss of 0.15% of workers constitutes a productivity loss to all sectors of the economy based on reliance of that sector on workforce.
 - **IIM calculates the productivity losses to be about \$50 billion annually. (About \$130 million per day.)**

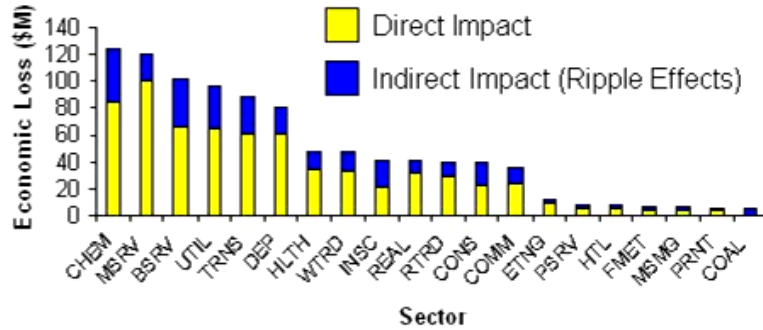
DHS Alert Levels

Example: Newark Red Alert



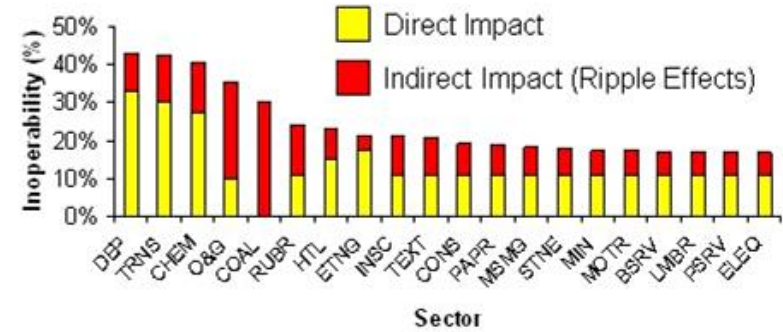
Most Affected Sectors in Terms of Economic Losses

(Newark Area, 1 week at Red)

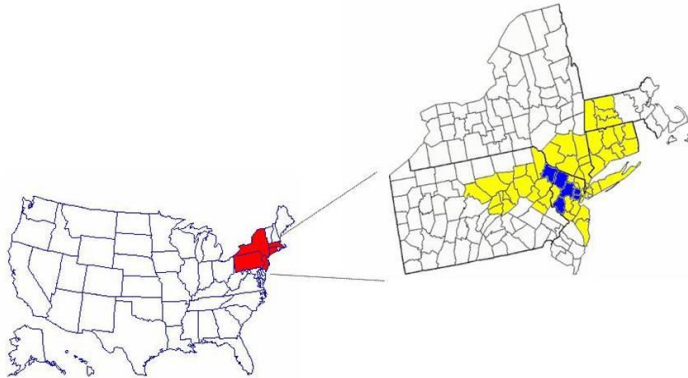


Most Affected Sectors in Terms of Productivity (%)

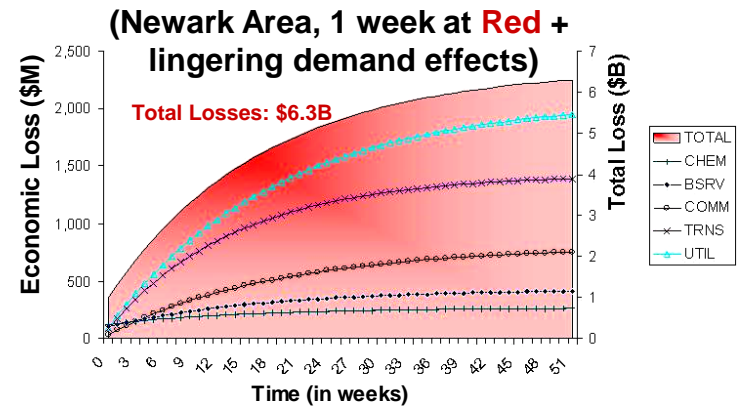
(Newark Area, 1 week at Red)



Geographic Scope of Alert



Identification of Sectors with Sustained Impacts



DHS Alert Levels

Finding from Applying IIM



Economic Impact of Security

Comparison with a Successful Attack

Particular Security Measures to Affect Impact

Critical Sectors that may Suffer Sustained Economic Damage

→ **One-week Red alert with lingering consumer demand reduction would have the following losses:**

- **\$209 Billion for a National alert (almost 1wk of US Gross National Product),**
- **\$50 Billion for the Greater NY Metro Region alert**
- **\$6.3 Billion for the Newark Statistical Area alert.**

→ **Approximate losses to NYC for 9-11 are \$83 billion.**

→ **Closing 1% fewer of “non-essential” business across the nation reduces economic impact by approximately \$13 billion per week.**

→ **For more localized security measures the sensitivity is even greater.**

→ **The closures of “Eating and Drinking Places” would cause significant losses to “Fishing and Forestry Products”, possibly causing sustained losses of business enterprises.**



Interdependency Analysis: Evaluating Interdependencies of James River Crossings For Virginia Department of Transportation (VDOT)

VDOT Interdependency Analysis

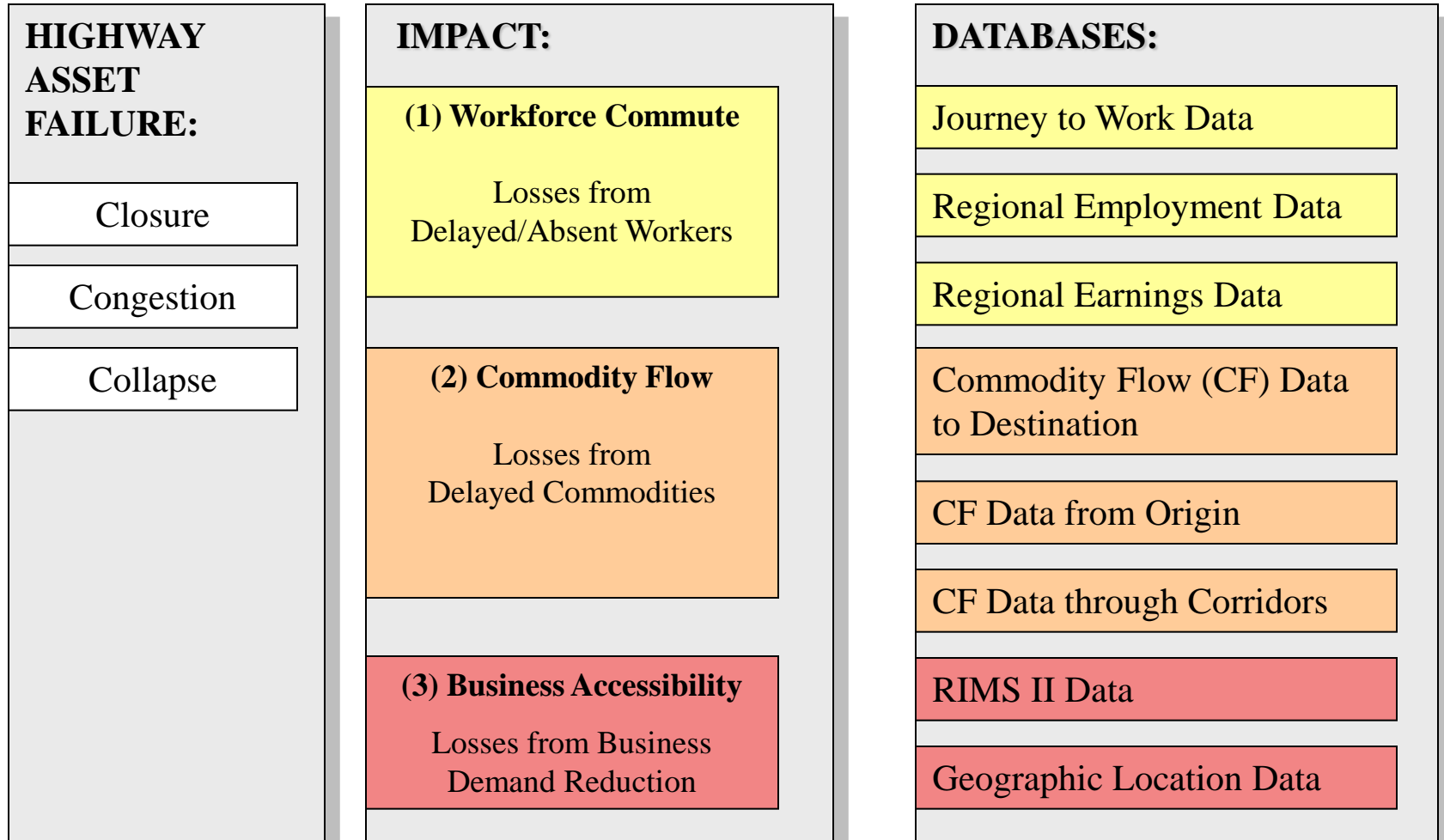


Background Map



VDOT Interdependency Analysis

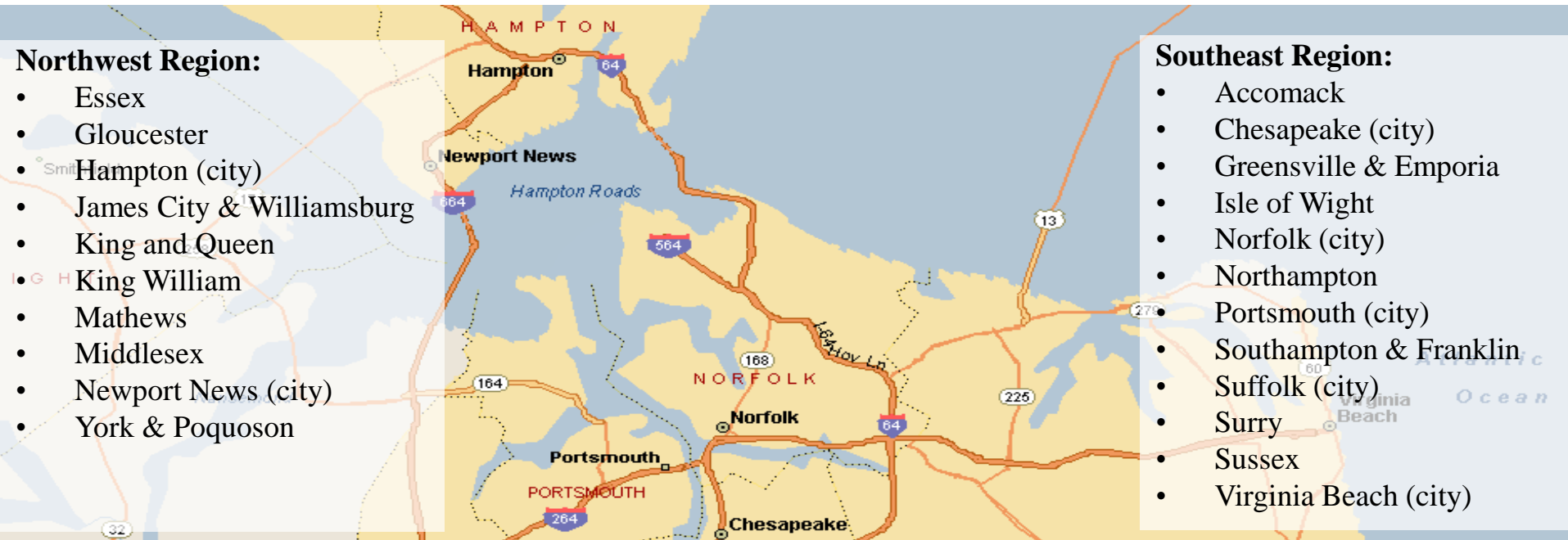
Databases



VDOT Interdependency Analysis

Workforce-IIM: Defining Affected Regions

- Consider a scenario where both **Hampton Roads Bridge-Tunnel** and **Monitor-Merrimac Bridge-Tunnel** will be closed to traffic

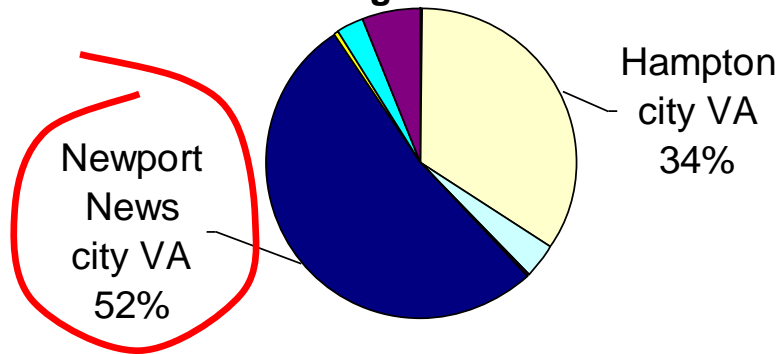


VDOT Interdependency Analysis

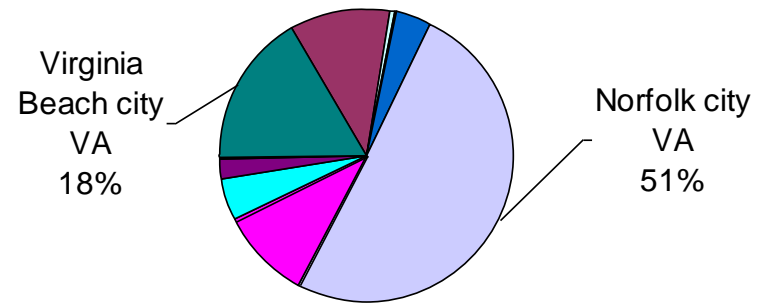
Workforce-IIM: Journey-to-Work Data

From	To NW	To SE	Totals
NW	214,952	22,658	250,705
SE	22,410	534,551	571,822
To Totals	247,348	563,811	3,164,052

Destination of Workers Crossing Bridge from SE



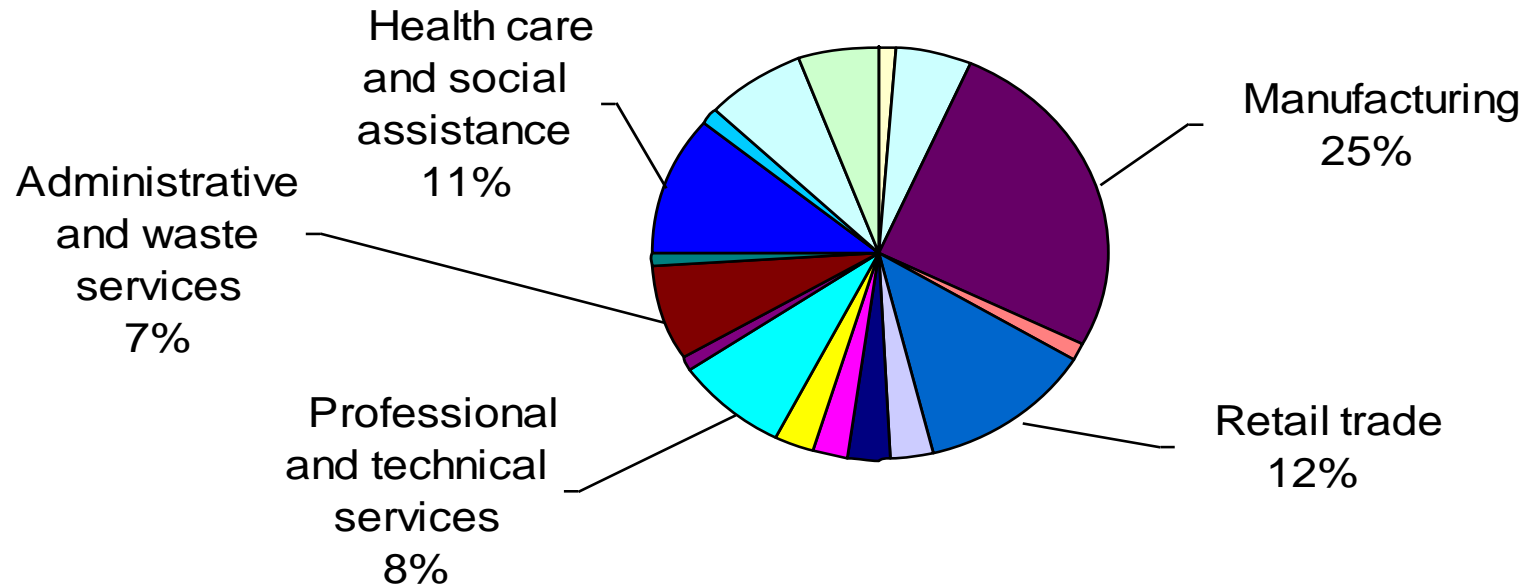
Destination of Workers Crossing Bridge from NW



VDOT Interdependency Analysis

Workforce-IIM: Using Employment Data

Distribution of Workers in Newport News (12,000 across river)



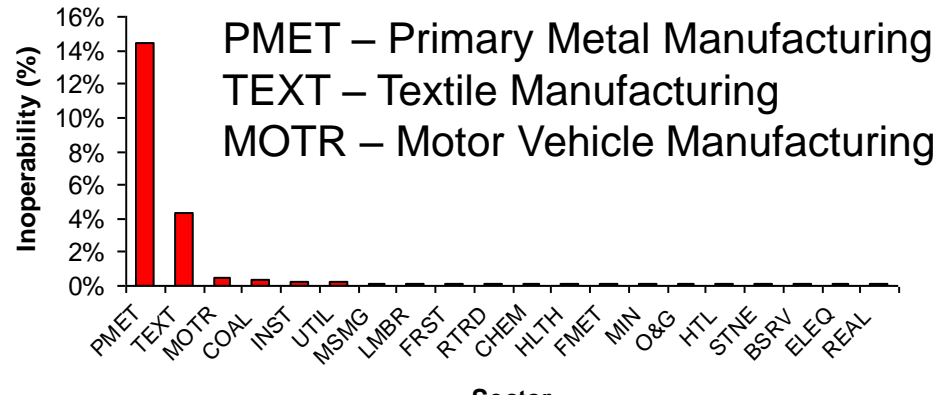
VDOT Interdependency Analysis



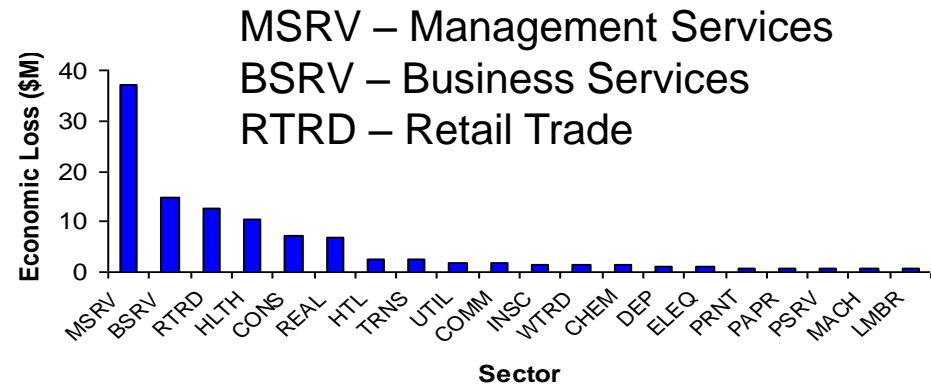
Workforce-IIM: Economic Loss and Inoperability Rankings

- Assume travelers are distributed across sectors similar to the workers' distribution across sectors
- Given the scenario perturbation, the estimate annual loss is \$110 million to the local economy of Southeastern Virginia.

Top-20 Affected Sectors in Terms of Inoperability



Top-20 Affected Sectors in Terms of Economic



Sector



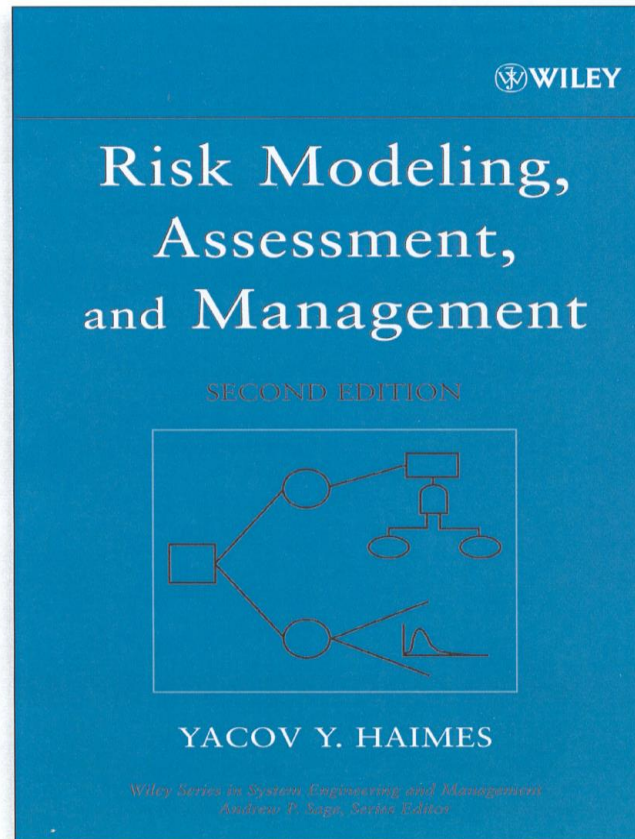
Epilogue

Preparedness for extreme natural hazards and terrorist attacks is essential for developing resilience in interdependent infrastructure and economic systems, and thus, planning for an acceptable recovery time and cost (both human and monetary loss) during an emergency.

Such an enterprise must be built on a risk assessment and management process that is grounded on a holistic systems philosophy and methodology.



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