

Learning about climate change uncertainty enables flexible water infrastructure planning

Sarah Fletcher

*Institute for Data, Systems, and Society, Massachusetts Institute of Technology,
Correspondence: sfletch@mit.edu*

Megan Lickley

*Department of Earth, Atmospheric, and Planetary Sciences, Massachusetts Institute of
Technology*

Kenneth Strzepek

*Joint Program on the Science and Policy of Global Change, Massachusetts Institute of
Technology*

Note: This article is a non-peer reviewed preprint published at EarthArXiv

Abstract

Water resources planning requires making decisions about infrastructure development under substantial uncertainty in future regional climate conditions. However, uncertainty in climate change projections will evolve over the 100-year lifetime of a dam as new climate observations become available. Flexible strategies in which infrastructure is proactively designed to be changed in the future have the potential to meet water supply needs without over-building expensive infrastructure. Evaluating tradeoffs between flexible and traditional robust planning approaches requires extension of current scenario-based paradigms for water resources planning under climate uncertainty which take a static view of uncertainty. We develop a new dynamic planning framework that assesses the potential to learn about regional climate change over time and evaluates flexible approaches. We demonstrate it on a reservoir planning problem in Mombasa, Kenya. This approach identifies opportunities to reliably use flexible, incremental approaches, enabling climate adaptation investments to reach more vulnerable communities with fewer resources.

1 The challenge of infrastructure planning for climate change adaptation is
2 exacerbated by uncertainty in climate projections [1]. Because of the large
3 expense and widespread need for adaptation investments, planning models
4 play a critical role in targeting available resources. Current approaches for
5 water resources planning under climate uncertainty identify robust solutions
6 that adequately meet performance goals across many potential climate sce-
7 narios [2, 3, 4, 5]. Flexible infrastructure planning has the potential to meet
8 goals at reduced cost by building less infrastructure up front but designing
9 options to expand in the future if needed [6, 7, 8, 9, 10]. Current plan-
10 ning models underestimate the potential of flexible infrastructure planning
11 by taking a static view of uncertainty. Many long-term climate realizations
12 are compared but not updated over time [11]. We develop a dynamic plan-
13 ning approach for water infrastructure planning under climate uncertainty.
14 This approach appropriately evaluates flexible approaches by assessing 1) the
15 potential to learn about climate change in the future and 2) the impacts of
16 learning on investment decisions today.

17 Meeting performance goals like water reliability, cost, and access is a chal-
18 lenge for planners as water resource systems are stressed by climate change.
19 Over the past 10 years, the planning research community has emphasized
20 developing "robust" strategies that minimize regret by preparing for a wide
21 range of possible future climates [12]. This has been important in developing
22 adequate solutions that are relatively insensitive to our limited projections
23 of climate change — even if they are suboptimal in any single climate real-
24 ization. However, preparing for a wide range of climate scenarios leads to
25 expensive overbuilding unless the worst outcomes are realized. Alternatively,
26 planners can use a flexible approach in which plans are changed as uncertain-
27 ties are realized over time. Flexibility in infrastructure planning and design
28 is challenging yet important given the large capital costs and multidecadal
29 lifetimes [13]. While flexible approaches may achieve reliability at reduced
30 cost, they can also be more expensive by not taking advantage of economies
31 of scale common in large infrastructure projects[14]. Additionally, short-term
32 reliability outages can occur if infrastructure cannot be adapted quickly [15].
33 The impact of supply disruptions varies with end-use and setting. Appropri-
34 ate methods are needed to weigh the risks and benefits of robust and flexible
35 approaches given the natural, social, and technological context.

36 Water planning models typically assess infrastructure strategies statically
37 by simulating many long-term climate realizations from GCMs and compar-

38 ing the performance of each alternative strategy across simulations [16, 17].
39 GCM projections provide us with the best available estimates of how the
40 global climate system will evolve under a given emissions scenario. However,
41 as time passes and new climate observations are available, some GCM tra-
42 jectories will prove to be more reliable than others. For example, suppose
43 current projections estimate a range between 0.5 and 1.5 °C of change over
44 the next 20 years. If after 20 years we observe 1.5 °C of change, this sug-
45 gests the climate is warming in this region more rapidly than expected. We
46 may now shift our projections of change upward for the following 20 years.
47 Current approaches neglect this ability to learn about the accuracy of GCM
48 projections over time [11, 18]. In reality, planners do take a dynamic ap-
49 proach, developing a new set of climate realizations when plans are revisited
50 in 20 years that take into account how the climate has evolved in the interim.
51 Planning models should reflect this, account for what we might learn in the
52 future, and assess the impacts on planning decisions today.

53 We develop a dynamic planning framework, illustrated in Figure 1, that
54 models the potential to learn about climate uncertainty over time and uses it
55 to evaluate flexible planning strategies. We develop a set of "virtual climate
56 observations" of mean temperature (T) and precipitation (P) that reflect
57 the range of possible future climates indicated by current GCM projections.
58 For each virtual climate observation, we use a Bayesian statistical model
59 adapted from [19] to update climate uncertainty estimates. The updated
60 estimates reflect what we will have learned if the virtual observation comes to
61 pass. We use the updated uncertainty estimates to characterize the transition
62 probabilities in a non-stationary stochastic dynamic program (SDP). This
63 SDP planning formulation therefore takes into account all the potential new
64 information that may be learned in the future. The SDP results develop
65 optimal planning policies for each possible future climate in each time period.
66 We use these policies to evaluate flexible infrastructure planning approaches
67 and compare them to robust approaches. See Methods for details.

68 The UNEP estimates that the cost of climate change adaptation invest-
69 ments in the developing world may reach \$500 billion per year by 2050 [20]. It
70 is therefore essential to target infrastructure investments efficiently to reach
71 the widest number of vulnerable communities. Flexible planning strategies
72 are designed to react to changing conditions and information quickly without
73 over investment. They are more likely to be promoted under a dynamic plan-
74 ning model that accounts for learning. To the authors' knowledge, this is the
75 first framework that values the ability of flexible approaches to respond to

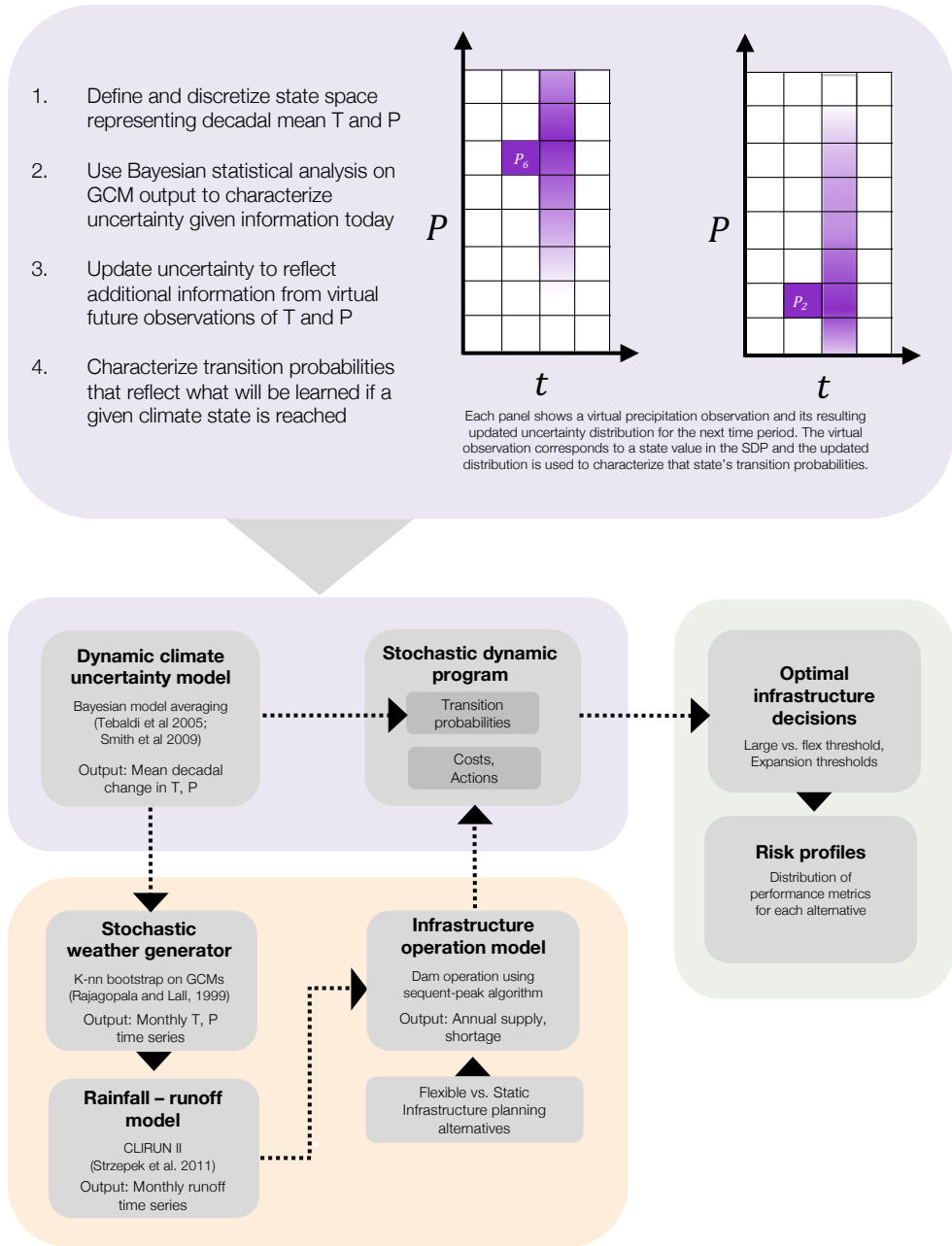


Figure 1: Schematic of integrated modeling framework.

76 learning, therefore more comprehensively evaluating the tradeoffs of robust
77 and flexible adaptation strategies. This framework shows promise in identi-
78 fying areas where smaller, flexible infrastructure is reliable, enabling billions
79 of dollars of potential savings in climate change adaptation investments.

80

81 **Results**

82 We demonstrate this method with an application for Mombasa, Kenya.
83 Mombasa is the second largest city in Kenya with an estimated population
84 of 1.1 million [21]. Urban water demand is currently estimated at 150,000
85 m³/day and expected to grow to 300,000 m³/day by 2035 [22]. Mombasa has
86 a warm, humid climate with average annual precipitation of 900 mm/yr and
87 a mean annual temperature of 26°C [23]. Mean annual runoff (MAR) in the
88 nearby Mwache river, the site of a proposed dam, is 113 MCM/yr [24].

89 Uncertainty in regional climate change projections makes it difficult to
90 assess how large to size the dam in order to meet the yield and reliability
91 targets over its full lifetime. While GCMs all project warming in the region,
92 there is disagreement on the direction of precipitation change. This creates
93 substantial uncertainty in changes in runoff and yield.

94 We apply our framework to develop and assess a flexible dam design. The
95 flexible design enables extra storage capacity to be added if the initial dam
96 becomes insufficient due to warmer, drier climates. We assess three planning
97 scenarios, described in Table 1, intended to evaluate the sensitivity of our
98 results to social and technological planning assumptions. In the low-demand
99 scenarios, we assume a target yield of 150,000 m³/day (54.8 MCM/yr) with
100 90% reliability from the Mwache dam. We evaluate the two dam sizes pro-
101 posed by the previous World Bank study [18], 80 MCM and 120 MCM, as
102 well as a flexible alternative in which the height of the smaller dam can be
103 raised, increasing the reservoir capacity to 120 MCM. A high-demand sce-
104 nario reflects future growth with a target yield of 300,000 cubic meters per
105 day (m³/d), greater than MAR and thus requiring the addition of a desali-
106 nation plant; here we evaluate flexible desalination plant design in which
107 additional capacity can be added.

108

109 Figure 2 a) and b) show historical observed T and P from the Climate
110 Research Unit (CRU) [25] as well as individual GCMs' projected changes in

Table 1: Key planning scenarios and corresponding infrastructure evaluated. DR = discount rate; RO = reverse osmosis; Capex = capital expenditure.

Planning Scenario	Technology	DR	Capacity [MCM]		Capex [M\$]				
			Small	Large	Small	Large	Exp	Flex + Exp	
A	Low	Earthen dam	3%	80	120	76.5	99.2	49.6	148.8
B	Low	Earthen dam	0%	80	120	76.5	99.2	49.6	148.8
C	High	RO desalination	0%	60	80	183.1	232.2	72.4	255.5

111 T and P relative to 1990. 90% confidence interval (CI) of GCM projections
 112 are developed using our Bayesian uncertainty analysis and compared to CIs
 113 developed using a traditional democratic weighting. The Bayesian approach
 114 weights models based on how well they match historical observed changes
 115 in T and P (see Methods). The democratic approach assumes all models
 116 perform equally well [26]. Between these two methods, the Bayesian approach
 117 produces smaller CI because it assigns more weight to a subset of models that
 118 best match historical change.

119 A sample time series of virtual T and P observations and their corre-
 120 sponding updated uncertainty estimates are shown in Figure 2 c) and d).
 121 For each virtual observation, we simulate 10,000 virtual climate time series
 122 from the current observation to the end of the planning period and construct
 123 a 90% CI, shown by the shaded regions. This process is repeated for each
 124 time step, with darker colors in the plot corresponding to the CIs developed
 125 from virtual observations sampled later in the planning period. The darker
 126 CIs therefore reflect uncertainty estimates updated with information farther
 127 into the future.

128 Figure 2 e) and f) show how the simulated T and P observations up-
 129 date uncertainty in MAR and water shortages (assuming planning scenario
 130 A) respectively. While MAR correlates closely with precipitation, increased
 131 warming in the second half of the planning period offsets modest increases
 132 in P . Mean annual water shortages are measured against a 90% monthly
 133 reliability goal. Strong asymmetric uncertainty reflects the low-probability,
 134 high-severity risk of droughts; shortages occur only when runoff is substan-
 135 tially below MAR for several months.

136 An alternate time series of virtual time series and CIs analogous to panels
 137 c)-f) is shown in the SI. Across many different simulated T and P observa-

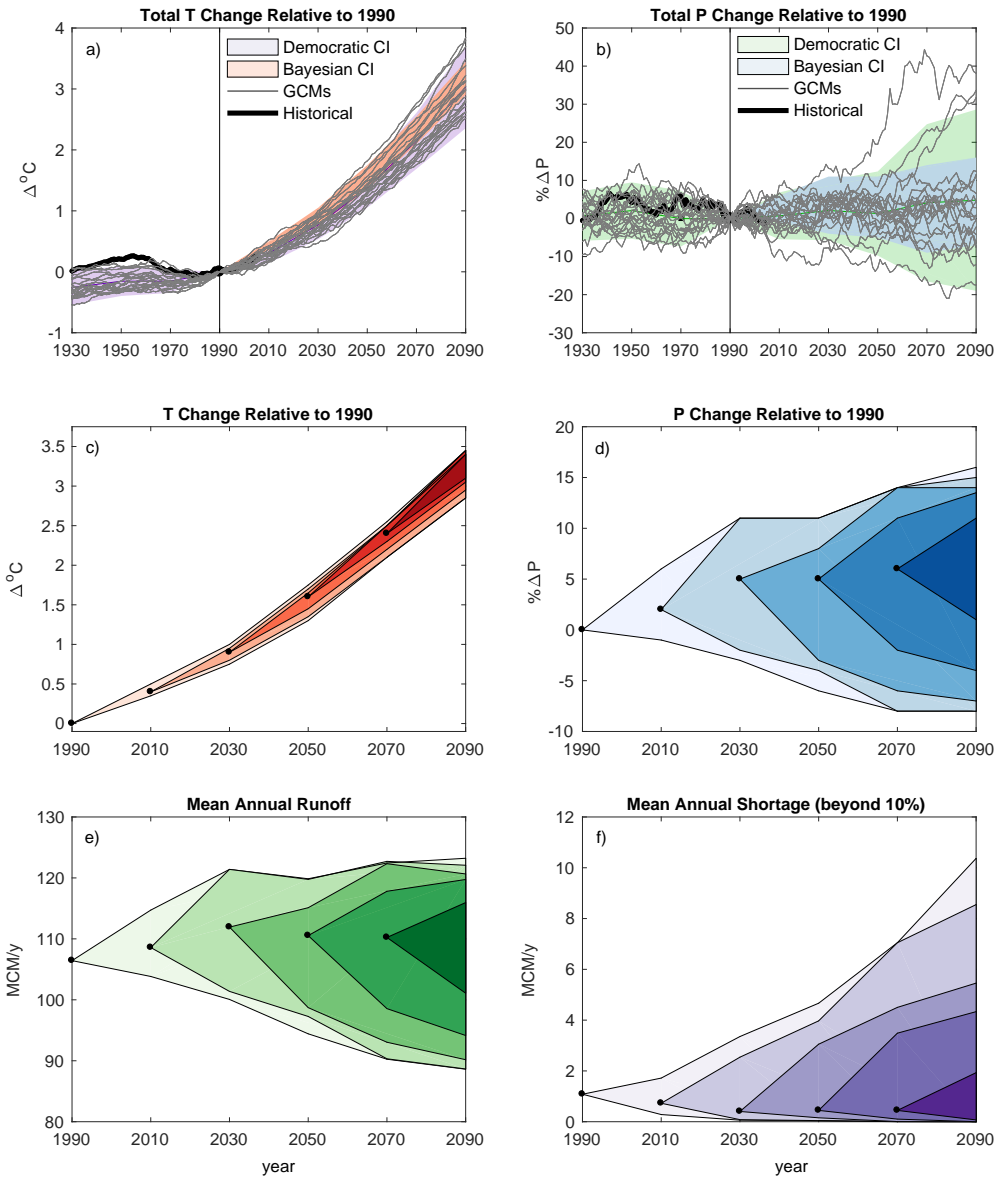


Figure 2: a)(or b): Modeled and observed temperature (precipitation) relative to 1990 values with uncertainty estimates. Gray lines are 20-year moving averages of GCM simulations over Mombasa. Purple (green) shaded regions show the 90% CIs using the IPCC democratic weighting method, (i.e. $\pm 1.64 \times \sigma$). Orange (blue) shaded regions show the 90% CI developed using the Bayesian uncertainty method applied to historical observations before 1990. c)-f): One sample realization of Bayesian learning over time. Black dots represent a time series of virtual climate observations. Shaded regions indicate the projected 90% CI, updated with each time period's virtual observation. Virtual observations of T (c) and P (d) are used to simulate MAR (e), and water shortages (f).

138 tions we find a similar trend of narrowing of uncertainty in T , P , MAR and
139 shortages, regardless of the direction of change, demonstrating a robust high
140 value of information.

141 The simulated observations in the Bayesian analysis correspond to states
142 in the SDP. The SDP optimal strategy accounts for all possible future ob-
143 servations and what would be learned if they were to be observed. In the
144 first time period, shown in Figure 3 (a), the SDP develops a threshold as a
145 function of T and P . Above the threshold, in hotter and drier climates, the
146 robust dam is optimal and below it the flexible dam is. Due to the small cost
147 difference between the flexible and large dam, investing in the robust (i.e.
148 large dam) option upfront is preferred if the risk of shortages at the outset is
149 high enough. This reduces expected costs by leveraging economies of scale.
150 Panel b) shows expansion thresholds for time periods 2-5 for the flexible dam.
151 Expanding infrastructure capacity is optimal in drier and warmer states. In
152 the 2041-2060 time period, the policy threshold shifts right, reflecting the
153 influence of learning and narrowing of uncertainty. In later time periods,
154 however, it shifts left, reflecting the influence of the end of the planning
155 horizon which disincentivizes investment.

156 Figure 4 shows infrastructure decisions under the optimal policy across
157 1000 simulated climate time series. In planning scenario A, the flexible alter-
158 native is chosen in 90% of simulations, shown in panel a). When the flexible
159 alternative is chosen, the option to expand is never chosen in about 90% of
160 simulations. This highlights the low probability of reaching a climate dry
161 enough to generate shortages beyond 10% of demand. The time period at
162 which expansion is exercised varies; more rapid warming and drying leads to
163 earlier expansion. Panel b) shows cumulative distribution functions (CDFs)
164 of the total cost (including shortage damages) of each alternative across the
165 1000 simulations under planning scenario A. The robust alternative has the
166 same cost across simulations; as designed, no shortage damages are incurred
167 in any feasible climate. The small dam performs better than the large dam
168 in about 70% of simulations, but has substantially higher costs in 30% of
169 simulations due to large damages from water shortages. The flexible dam
170 mirrors the small dam in 70% of simulations, but the reliability risk is sub-
171 stantially mitigated because of the potential to expand. The high-end costs
172 are higher than the robust alternative because 1) the cost of building the
173 80 MCM dam and expanding to 120 MCM is higher than building the 120
174 MCM dam upfront and 2) sometimes the dam is not expanded even when
175 modest water shortages are incurred. The ability of the flexible alternative

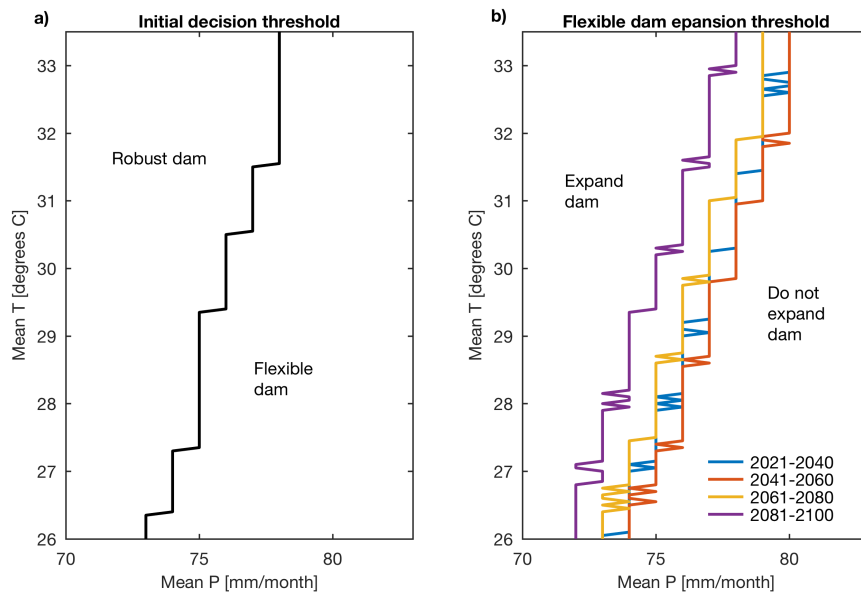


Figure 3: Optimal policies from SDP. a): Threshold for initial decision between robust and flexible design. b): Thresholds for exercising the option to increase height of flexible dam. Results shown for planning scenario A.

176 to mitigate both the the risk of overbuilding and the risk of severe shortages
177 demonstrates the high value of flexibility in this case.

178 The value of flexibility changes under planning scenarios B (no discount-
179 ing; panels c-d) and C (high demand with desalination plant; panels e-f).
180 Without discounting, the robust dam is more favorable; it performs best in
181 60% of simulations, has no cost variability risk, and is chosen in 80% of sim-
182 ulations. Large economies of scale in the dam mean that a 120 MCM is only
183 30% more expensive than an 80 MCM dam for 50% additional capacity. This
184 suggests it is often better to build the large dam upfront even if there is a
185 relatively low probability that it will be needed.

186 Scenario C evaluates a 120 MCM dam combined with a desalination plant.
187 We find a high value of flexibility even without discounting. The flexible
188 alternative is chosen upfront in over 80% of forward simulations. The CDF
189 demonstrates that it outperforms the static alternatives by substantially mit-
190 igating the over build risk in comparison to the robust alternative. The flexi-
191 ble alternative also modestly reduces the shortage damage risk in comparison
192 to the small alternative. While the flexible alternative only reduces cost at
193 the 90th percentile and above, this substantially reduces the expected value
194 as the maximum cost of the small plant reaches almost M\$400.

195 Looking across scenarios, the flexible alternative is chosen most often
196 in scenario A because discounting incentivizes delayed capital investments.
197 This is not the case in scenario B because large economies of scale incentivize
198 a single, large investment. In scenario C more modest economies of scale
199 lead to high value of flexibility in the absence of discounting, highlighting
200 differences in the value of flexibility across technologies. Across all scenarios,
201 the flexible dam is expanded in no more than 10% of simulations, highlighting
202 the low probability of reaching a climate that is hot and dry enough to incur
203 substantial shortages.

204 1. Discussion

205 The dynamic planning framework developed here accounts for the po-
206 tential to learn about climate uncertainty in the future to assess the value
207 of flexible infrastructure investments today. We develop an SDP in which
208 virtual climate observations comprise the states. The SDP explicitly mod-
209 els learning about uncertainty through the use of non-stationary transition
210 probabilities characterized by Bayesian climate uncertainty analysis. This
211 approach captures the ability of flexibility to react to new information over

Simulated infrastructure decisions and costs (N=1000)

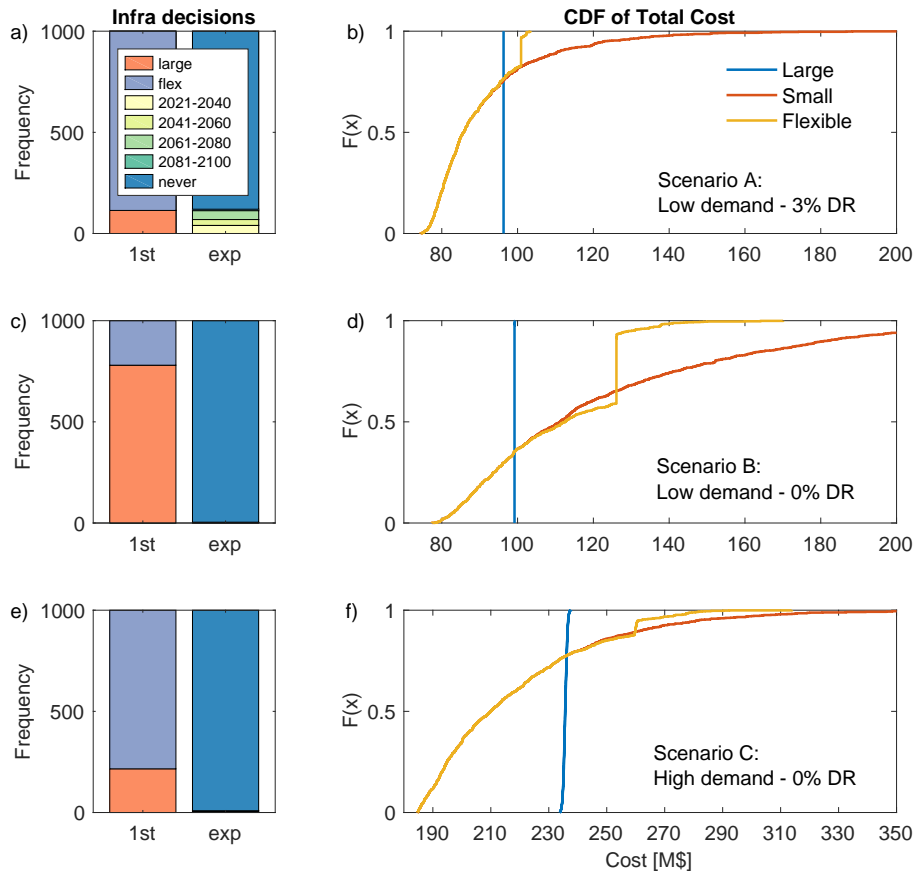


Figure 4: Simulated infrastructure decisions (left) and costs (right). a)-b): planning scenario A (low-demand, discounting). c)-d): planning scenario B (low-demand, no discounting); e)-f): planning scenario C (high-demand, no discounting).

212 time. We evaluate flexibility as an alternative planning strategy to achieve
213 performance goals such as cost and reliability, rather than an end goal itself.
214 This shows its ability to mitigate the risk of overbuilding in comparison to
215 robust approaches while still preventing severe shortages.

216 The results in the Mombasa application demonstrate the nuances and
217 tradeoffs inherent in comparing flexible and robust approaches for planning
218 under climate uncertainty. Although the uncertainty and learning is driven
219 by the climate system, decisions about whether flexibility is a valuable tool
220 in mitigating risk are strongly influenced by social, technological, and eco-
221 nomic factors. The large economies of scale in earthen dams make flexibility
222 less valuable; it is better to choose a robust alternative when it is not much
223 more expensive to do so. Reverse osmosis (RO) desalination, however, is an
224 inherent modular technology with modest economies of scale, lending itself
225 more readily to flexible planning. The discount rate, which trades off future
226 adaptation goals for immediate rewards, promotes flexible approaches. Flex-
227 ibility often delays investment, which can be especially impactful in resource-
228 scarce areas where unused capital could support other critical infrastructure
229 services. The value society places on access to reliable, sustainable water
230 supplies — and the damage of short-term outages — is also influential. Fu-
231 ture extensions to other planning problems which have differences in degree
232 and nature of uncertainty, hydrological sensitivity to climate change, and so-
233 cial context can be used to assess under what conditions flexible, robust, and
234 traditional planning approaches are more appropriate. Combining this learn-
235 ing approach with bottom-up vulnerability assessments that do not rely on
236 probabilistic climate projections can address the limitations of GCM-based
237 predictions. Identifying opportunities to learn and adapt flexibly can both
238 enable efficient individual planning decisions as well as target collective cli-
239 mate change adaptation investments to reach a greater range of vulnerable
240 communities.

241 [1] IPCC, Climate change 2013: the physical science basis. Contribution of
242 working group I to the fifth assessment report of the intergovernmental
243 panel on climate change., 2013.

244 [2] R. J. Lempert, D. G. Groves, Identifying and evaluating robust adaptive
245 policy responses to climate change for water management agencies in the
246 American west, *Technological Forecasting and Social Change* 77 (2010)
247 960–974.

- 248 [3] C. Brown, Y. Ghile, M. Laverty, K. Li, Decision scaling: Linking
249 bottom-up vulnerability analysis with climate projections in the water
250 sector, *Water Resources Research* 48 (2012) 1–12.
- 251 [4] J. R. Kasprzyk, P. M. Reed, G. W. Characklis, B. R. Kirsch, Many-
252 objective de Novo water supply portfolio planning under deep uncer-
253 tainty, *Environmental Modelling and Software* 34 (2012) 87–104.
- 254 [5] J. D. Herman, H. B. Zeff, P. M. Reed, G. W. Characklis, Beyond Opti-
255 mality: Multistakeholder Robustness Tradeoffs for Regional Water Port-
256 folio Planning Under Deep Uncertainty, *Water Resources Research* 50
257 (2014) 7692–7713.
- 258 [6] E. Z. Stakhiv, Pragmatic approaches for water management under cli-
259 mate change uncertainty, *Journal of the American Water Resources*
260 *Association* 47 (2011) 1183–1196.
- 261 [7] European Comission, Adapting infrastructure to climate change,
262 Technical Report, Communication from the Commission to the Eu-
263 ropean Parliament, the Council, The European Economic and Social
264 Committee and the Committee of the Regions, 2013.
- 265 [8] M. Haasnoot, J. H. Kwakkel, W. E. Walker, J. ter Maat, Dynamic
266 adaptive policy pathways: A method for crafting robust decisions for a
267 deeply uncertain world, *Global Environmental Change* 23 (2013) 485–
268 498.
- 269 [9] J. H. Kwakkel, M. Haasnoot, W. E. Walker, Developing dynamic adap-
270 tive policy pathways: a computer-assisted approach for developing adap-
271 tive strategies for a deeply uncertain world, *Climatic Change* 132 (2015)
272 373–386.
- 273 [10] H. B. Zeff, J. D. Herman, P. M. Reed, G. W. Characklis, Coopera-
274 tive drought adaptation: Integrating infrastructure development, con-
275 servation, and water transfers into adaptive policy pathways, *Water*
276 *Resources Research* 52 (2016) 7327–7346.
- 277 [11] W. E. Walker, M. Haasnoot, J. H. Kwakkel, Adapt or perish: A review
278 of planning approaches for adaptation under deep uncertainty, *Sustain-*
279 *ability* 5 (2013) 955–979.

- 280 [12] J. Herman, P. Reed, H. Zeff, G. Characklis, How Should Robustness Be
281 Defined for Water Systems Planning under Change?, *Journal of Water*
282 *Resources Planning and Management* 141 (2015) 4015012.
- 283 [13] O. L. de Weck, D. Roos, C. L. Magee, *Engineering Systems: Meeting Hu-*
284 *man Needs in a Complex Technological World*, MIT Press, Cambridge,
285 MA, 2011.
- 286 [14] R. de Neufville, S. Scholtes, *Flexibility in Engineering Design*, MIT
287 Press, Cambridge, Massachusetts, 2011.
- 288 [15] E. H. Y. Beh, H. R. Maier, G. C. Dandy, Adaptive, multiobjective op-
289 timal sequencing approach for urban water supply augmentation under
290 deep uncertainty, *Water Resources Research* 51 (2015) 1529–1551.
- 291 [16] P. M. Reed, D. Hadka, J. D. Herman, J. R. Kasprzyk, J. B. Kollat,
292 Evolutionary multiobjective optimization in water resources: The past,
293 present, and future, *Advances in Water Resources* 51 (2013) 438–456.
- 294 [17] D. G. Groves, R. J. Lempert, A new analytic method for finding policy-
295 relevant scenarios, *Global Environmental Change* 17 (2007) 73–85.
- 296 [18] World Bank Group, *Enhancing the Climate Resilience of Africa’s Infras-*
297 *tructure: The Power and Water Sectors*, The World Bank, Washington,
298 DC, 2015.
- 299 [19] R. L. Smith, C. Tebaldi, D. Nychka, L. O. Mearns, Bayesian Modeling of
300 Uncertainty in Ensembles of Climate Models, *Journal of the American*
301 *Statistical Association* 104 (2009) 97–116.
- 302 [20] United Nations Environment Programme, *The Adaptation Finance Gap*
303 *Report*, Technical Report, Nairobi, Kenya, 2016.
- 304 [21] Central Intelligence Agency, *The World Factbook: Kenya*, <https://www.cia.gov/library/publications/the-world-factbook/geos/ke.html>, 2018.
305
306
- 307 [22] R. O. Ojwang, J. Dietrich, P. K. Anebagilu, M. Beyer, F. Rottensteiner,
308 Rooftop rainwater harvesting for Mombasa: Scenario development with
309 image classification and water resources simulation, *Water (Switzerland)*
310 9 (2017).

- 311 [23] M. New, M. Hulme, P. Jones, Representing twentieth-century space-
312 time climate variability. Part II: Development of 1901-96 monthly grids
313 of terrestrial surface climate, *Journal of Climate* 13 (2000) 2217–2238.
- 314 [24] CES Consultants, Feasibility Study, Preliminary and Detailed Engineer-
315 ing Designs of Development of Mwache Multi-Purpose Dam Project
316 along Mwache River: Hydrology Report, Technical Report, Ministry
317 of Regional Development, Nairobi, Kenya, 2013.
- 318 [25] I. Harris, P. D. Jones, T. Osborn, D. H. Lister, Updated high-resolution
319 grids of monthly climatic observations—the cru ts3. 10 dataset, *International journal of climatology* 34 (2014) 623–642.
320
- 321 [26] R. Knutti, The end of model democracy?, *Climatic Change* 102 (2010)
322 395–404.
- 323 [27] The World Bank, World Bank Open Data, <https://data.worldbank.org/indicator/ER.GDP.FWTL.M3.KD?locations=SA>, 2010.
324
- 325 [28] E. Hawkins, R. Sutton, The potential to narrow uncertainty in pro-
326 jections of regional precipitation change, *Climate Dynamics* 37 (2011)
327 407–418.
- 328 [29] C. Tebaldi, R. L. Smith, D. Nychka, L. O. Mearns, Quantifying uncer-
329 tainty in projections of regional climate change: A Bayesian approach
330 to the analysis of multimodel ensembles, *Journal of Climate* 18 (2005)
331 1524–1540.
- 332 [30] K. E. Taylor, R. J. Stouffer, G. A. Meehl, An overview of CMIP5 and
333 the experiment design, *Bulletin of the American Meteorological Society*
334 93 (2012) 485–498.
- 335 [31] J. Räisänen, T. N. Palmer, A probability and decision-model analysis
336 of a multimodel ensemble of climate change simulations, *Journal of*
337 *Climate* 14 (2001) 3212–3226.
- 338 [32] C. Miao, Q. Duan, Q. Sun, Y. Huang, D. Kong, T. Yang, A. Ye, Z. Di,
339 W. Gong, Assessment of CMIP5 climate models and projected temper-
340 ature changes over Northern Eurasia, *Environmental Research Letters*
341 9 (2014).

- 342 [33] J. Räisänen, How reliable are climate models?, *Tellus, Series A: Dynamic*
343 *Meteorology and Oceanography* 59 (2007) 2–29.
- 344 [34] B. Boehlert, S. Solomon, K. M. Strzepek, Water under a changing and
345 uncertain climate: Lessons from climate model ensembles, *Journal of*
346 *Climate* 28 (2015) 9561–9582.
- 347 [35] C. Tebaldi, R. Knutti, The use of the multi-model ensemble in prob-
348 abilistic climate projections, *Philosophical Transactions of the Royal*
349 *Society A: Mathematical, Physical and Engineering Sciences* 365 (2007)
350 2053–2075.
- 351 [36] P. Block, B. Rajagopalan, Interannual Variability and Ensemble Fore-
352 cast of Upper Blue Nile Basin Kiremt Season Precipitation, *Journal of*
353 *Hydrometeorology* 8 (2007) 327–343.
- 354 [37] K. M. Strzepek, A. L. McCluskey, Modeling the Impact of Climate
355 Change on Global Hydrology and Water Availability, Technical Report,
356 The World Bank, 2010.
- 357 [38] K. Strzepek, A. McCluskey, B. Boehlert, M. Jacobsen, C. Fant IV, Cli-
358 mate Variability and Change : A basin scale indicator approach to un-
359 derstanding the risk of climate variability and change: to water resources
360 development and management, Technical Report, Word Bank, 2011.
- 361 [39] D. N. Yates, WatBal: An Integrated Water Balance Model for Cli-
362 mate Impact Assessment of River Basin Runoff, *International Journal of*
363 *Water Resources Development* 12 (1996) 121–140.
- 364 [40] Z. Kaczmarek, Water balance model for climate impact analysis, *Acta*
365 *Geophysica Polonica* 41 (1993) 423–437.
- 366 [41] Global Water Intelligence, Desal Data Cost Estimator, [https://www.](https://www.desaldata.com/cost_estimator)
367 [desaldata.com/cost_estimator](https://www.desaldata.com/cost_estimator), 2017.

368 **Methods**

369 The SDP uses Bayesian uncertainty analysis to develop a policy for 1)
370 whether to invest in the flexible or robust alternative and, 2) if the flexible
371 alternative is chosen, under what climate states and time periods it should be

372 expanded. We develop forward simulations for different climate change paths
 373 by sampling from the transition probabilities to create time series of virtual
 374 climate observations. We use these virtual observation times series to assess
 375 the performance of the different alternatives when they operate according
 376 to the policies developed by the SDP. Probability distributions describe the
 377 performance against key performance metrics including cost and reliability.
 378 This approach follows that of engineering options analysis [14] as a tool for
 379 assessing the value of flexible engineering design. Each of the components of
 380 this analysis are detailed below.

381 *Stochastic dynamic programming (SDP)*

382 Stochastic dynamic programming is an optimization approach that rep-
 383 represents decision-making under uncertainty using multiple stages or time pe-
 384 riods. Optimal policies, representing the best possible action as a function
 385 of the system state and time period, are derived by recursively solving the
 386 Bellman equation (below).

$$V(s, t) = \operatorname{argmin}_{a \in A} C(s(t), a(t), t) + \gamma \sum_{s \in S} p(s(t+1) | s(t), a(t)) * V(t+1, s(t+1)) \quad (1)$$

387 where V is the optimal policy, t is the time period, a is an action, s is
 388 a state, γ is the discount rate, and $p(s(t+1) | s(t), a(t))$ are the transition
 389 probabilities. Here the state space S includes mean T and mean P averaged
 390 over a 20-year period. The action a describes whether a robust or flexible
 391 dam is chosen, and whether infrastructure capacity is expanded in later time
 392 periods. Costs C include the capital costs of infrastructure and damages if
 393 the infrastructure fails to meet reliability targets.

394 We formulate the Bellman equation as follows. The formulation is iden-
 395 tical across planning scenarios A-C except where specified.

$$\begin{aligned} S &= \{T(t), P(t), Z(t)\} \\ A &= e(Z, t) \\ C &= I(T, P, Z, e, t) + D * U(T, P, Z, e, t) \end{aligned} \quad (2)$$

396 where

- 397 • $t \in \{1...5\}$ is a 20-year time period ranging from 2001-2020 for $t = 1$
 398 to 2081-2100 for $t = 5$

- 399 • $T(t)$ is the mean temperature in °C in time period t , ranging from 25
400 to 33 at 0.05°C increments.
- 401 • $P(t)$ is the mean precipitation in mm/month in time period t , ranging
402 from 66 to 97 at 1 mm/month increments.
- 403 • $Z(t) \in \{1..4\}$ is the available infrastructure, in which the states corre-
404 spond to a small infrastructure alternative, large infrastructure alterna-
405 tive, flexible unexpanded alternative, and flexible expanded alternative,
406 respectively. The infrastructure alternatives are either a set of dams
407 (planning scenarios A and B) or a set of desalination plants (planning
408 scenario C).
- 409 • $e(Z, t) \in \{0..4\}$ is the choice of infrastructure in which 0 is no change,
410 1 is a small alternative, 2 is a large/robust alternative, 3 is a flexible
411 alternative, and 4 is the expansion of the flexible alternative. The alter-
412 natives include a set of dams (planning scenarios A and B) or a set of
413 desalination plants (planning scenario C). The choices are constrained
414 by time period and available infrastructure such that $e(Z, t = 1) \in$
415 $\{1, 2, 3\} \forall Z$; $e\{Z, t\} \in \{0, 4\} \forall t = 2..5, Z = 3$; and $e\{Z, t\} \in \{0\} \forall t =$
416 $2..5, Z = 1, 2, 4$
- 417 • I is the cost of the infrastructure including capital costs (capex) and
418 operating costs (opex). Desalination opex in planning scenario A is a
419 function of the water produced in each time period.
- 420 • D is unit cost of damages incurred for unmet water demand, set at 15 \$
421 /m³ in our base case based on estimates of water productivity in Kenya
422 from the World Bank [27].
- 423 • U is the volume of unmet demand as a function of the climate states,
424 existing infrastructure, and any new infrastructure brought online in
425 time t . $U=0$ in $t=1$, reflecting that $t=1$ is a planning and construction
426 period and performance is not measured until the beginning of the
427 second 20-year time period.

428 *Bayesian modeling of climate change uncertainty*

429 We extend the Bayesian uncertainty analysis of [19] to characterize the
430 SDP transition probabilities. We limit our focus to uncertainty in model

431 structure rather than emissions or stochasticity 1) because structural uncer-
432 tainty dominates long-term precipitation uncertainty [28] and 2) to utilize
433 recent statistical methods for characterizing structural climate uncertainty
434 [29, 19]. The approach in [19] uses ensembles of projections from the fifth
435 phase of the Coupled Model Intercomparison Project (CMIP5) [30] to de-
436 rive a single distribution describing uncertainty in climate change. In our
437 approach, following [19], we use historical observations (or virtual historical
438 observations) to estimate the reliability of each model run and therefore its
439 weight in the resulting probability distribution. This is in contrast to the
440 "democratic" approach used by [31] and Intergovernmental Panel on Cli-
441 mate Change (IPCC) in which each model projection is assumed equally
442 likely and the multi-model mean and standard deviation is used to derive a
443 single probability distribution.

444 We extend the Smith et al. (2009) statistical model in three ways. First,
445 we apply the model to annually averaged P and T values separately, assum-
446 ing that T and P are independent. This reflects that a model's performance
447 in estimating T may be unrelated to its ability to estimate P . Second, we
448 apply the model to observed and projected change in T and P (i.e. ΔT and
449 $\% \Delta P$) rather than absolute T and P due to greater model skill in GCM pro-
450 jected changes in temperature and precipitation rather than absolute values
451 [32, 33]. This is especially important in our application in Mombasa where
452 there is less disagreement in temperature change than there is disagreement
453 in hind-casted absolute temperature. Finally, we apply the model to multiple
454 time periods in series. Smith et al. (2009) assumed two periods: a histor-
455 ical climate (1961-1990) and a future climate (2071-2100). We use pairs of
456 20-year time periods from 1980 to 2100, in which the "historical" climate cor-
457 responds to the time period in the SDP and the "future" climate corresponds
458 to the next 20-year period; this provides the 1-stage transition probabilities
459 needed in the SDP. The 20-year time interval was chosen so that interannual
460 variability was not driving the trend in precipitation and temperature across
461 time periods.

462 To implement the Bayesian uncertainty analysis in Mombasa, we use a
463 total of 21 CMIP5 members whose modeling group and model run are in-
464 cluded in SI Table 1. For each GCM, monthly temperature and precipitation
465 values are averaged over 2°S to 6°S and 38°E to 42°E, overlaying the Mwache
466 catchment; GCM projections are regridded from their original resolution fol-
467 lowing the approach in Boehlert (2015) [34]. The same is done for the ob-
468 served climate, where monthly values are taken from the Climate Research

469 Unit (CRU) dataset version TS.3.21 [25]. The analysis is repeated for the
 470 five 20-year time periods starting with 2001-2020 for $t=1$ and ending with
 471 2081-2100 corresponding to $t=5$ in the SDP.

472 Following [19], the statistical model is formulated as follows for ΔT ; an
 473 identical and independent model is used for $\% \Delta P$.

$$\begin{aligned}
 X_0 &\sim N(\mu, \lambda_0^{-1}) \\
 X_{j,t} &\sim N(\mu, \lambda_j^{-1}) \\
 X_{j,t+1}|X_{j,t} &\sim N(\nu + \beta(X_j - \mu), (\theta\lambda_j)^{-1}),
 \end{aligned}
 \tag{3}$$

474 where X_0 is the observed ΔT in time period t , $X_{j,t}$ is model j 's projection
 475 of ΔT in the current time period t , and $X_{j,t+1}$ is model j 's projection of ΔT
 476 in the next time period $t+1$. X_0 , $X_{j,t}$, and $X_{j,t+1}$ are treated as observations
 477 from unique normal distributions. μ and ν are the underlying means for the
 478 20-year ΔT distributions in the current (t) and future ($t+1$) time periods
 479 respectively. The goal of the analysis is to estimate a posterior distribution
 480 for ν , which will characterize the transition probabilities. λ_j is the inverse
 481 variance of X_j , representing the reliability of model j . β is a regression
 482 parameter that introduces correlation between $X_{j,t}$ and $X_{j,t+1}$; it is estimated
 483 by the model rather than assumed. θ is also an estimated parameter that
 484 enables a model to have different reliability in the future compared to the
 485 present. The marginal densities for each of the parameters are estimated
 486 using MCMC methods; we use the Gibbs sampling approach, parametric
 487 assumptions, and code developed in [19].

488 This approach does have limitations. First, it assumes that GCMs are
 489 independent of one another, when in fact some models borrow entire com-
 490 ponents from other models [35]. Second, we assume that a GCM's ability
 491 to reproduce ΔT or $\% \Delta P$ is a better indication of model performance than
 492 another metric, such as model variability. Additionally, we are simulating the
 493 potential to learn in the future using only models available today; repeating
 494 the analysis in 40 years with a broader range of models reflecting the new
 495 state of the science may produce larger shifts in CIs. However, this approach
 496 is the best available to assess learning in the future, which impacts planning
 497 decisions today. It enables a more precise, validated measure of uncertainty
 498 in comparison to the democratic approach used by the IPCC.

499 *Stochastic weather generation*

500 Climate impacts on river runoff depend on changes in month-to-month
501 variability in precipitation and temperature in addition to changes in the
502 mean. We model these two changes separately. To develop monthly time-
503 series of T and P , we follow the k nearest neighbors (kNN) approach as
504 described in Rajagopalan et al., (1999) applied to GCM projections. This
505 non-parametric statistical approach allows us to impose the mean T and P
506 from the SDP while also capturing the standard deviation in monthly values
507 and month-to-month autocorrelation projected by the GCMs. This approach
508 was chosen for its simplicity and ease of implementation; future studies could
509 use other non-parametric approaches such as the local polynomial regression
510 method developed in [36]. For each 20-year time period, we employ the kNN
511 approach to generate 100 samples of 20-year long monthly timeseries of T and
512 P . The resulting time series are then applied to the Rainfall-runoff model
513 presented below.

514 *Rainfall-runoff model*

515 Next, the synthetic T and P time series are input to a hydrological model
516 to assess the impacts on runoff. We use CLIRUN II, the latest in a fam-
517 ily of hydrological models developed to assess the impact of climate change
518 on runoff [37, 38, 39, 40]. CLIRUN II is a two-layer, conceptual, lumped-
519 watershed rainfall-runoff model. It averages soil parameters over the water-
520 shed and models runoff at one gauge station at the mouth of the basin. It can
521 be run on a monthly or daily time step. Using the kNN generated samples
522 of T and P , CLIRUN II generates a corresponding 100 samples of 20-year
523 long monthly timeseries of runoff.

524 CLIRUN II is calibrated using 14 years of monthly streamflow data. Only
525 one streamflow gauge, RGS 3MA03, is available in the Mwache basin [24].
526 However, it is directly upstream of the dam location, making it representative
527 for this study. The same monthly temperature and precipitation data from
528 CRU used in the Bayesian climate analysis is used to calibrate CLIRUN II
529 for consistency. This temperature and precipitation data is different than the
530 local data used in the previous World Bank study [18], leading to different
531 calibration results but similar performance (historical MAR: 113 MCM/y;
532 World Bank MAR: 133 MCM/y; our MAR: 103 MCM/y). Our analysis
533 using CLIRUN II and the reservoir sizing model confirms that the 80 MCM
534 dam meets the reliability targets in the current and expected future climate
535 but does not meet reliability targets if the climate gets substantially warmer

536 and drier. The 120 MCM dam meets reliability targets across all projected
537 future climates, providing a robust alternative.

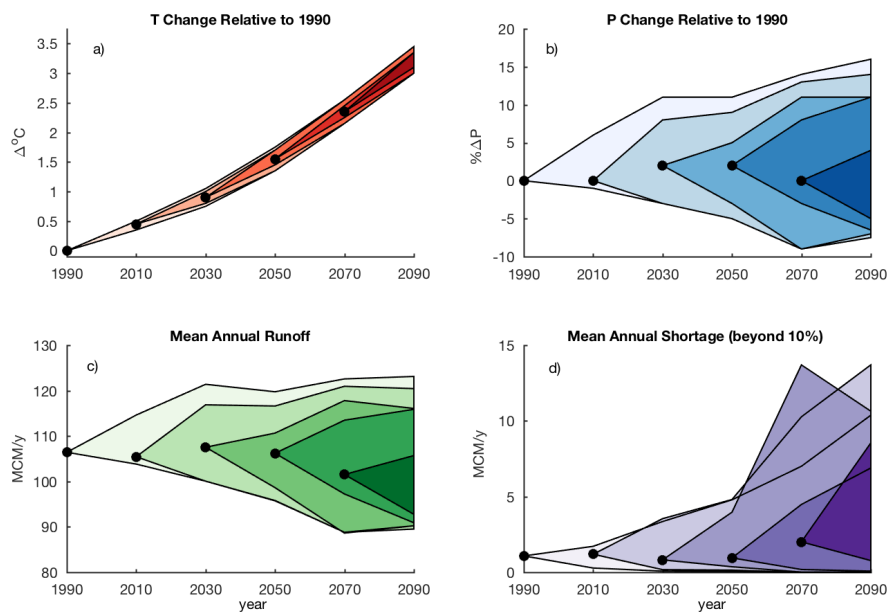
538 *Infrastructure alternatives and operations*

539 In planning scenarios A and B (current demand), capex and opex esti-
540 mates for the small and robust dams were developed using the cost tool from
541 the previous World Bank study [18]. For the flexible dam, the cost per m^3
542 of additional capacity added is assumed to be 50% greater than that of the
543 original capacity.

544 In planning scenario C we assume a target yield of $300,000 \text{ m}^3/\text{d}$ (109.6
545 MCM/y) with 90% reliability over the entire planning horizon, reflecting the
546 potential for rapid demand growth on relatively short timescales. This high
547 value of demand is consistent with 2035 projections from [22]. In this sce-
548 nario, the target yield is greater than observed mean annual runoff in the
549 Mwache river and therefore the dam cannot meet the target yield in today's
550 climate regardless of its size. Therefore, we model the combination of a 120
551 MCM dam and a desalination plant that is used to supply demand when
552 reservoir storage is low. Three desalination alternatives are chosen, analo-
553 gous to the dam design alternatives. A low capacity alternative designed
554 to meet reliability targets in the current and expected future climate with
555 60 MCM capacity; the robust alternative that meets the reliability targets
556 across all projected future climates with 80 MCM capacity; a flexible al-
557 ternative starts with 60 MCM and can be expanded to 80 MCM. Capex
558 and opex estimates for the RO desalination plants were developed using the
559 Cost Estimator tool from DesalData [41]. Evaluating this second scenario
560 allows us to compare the value of flexibility across two technology options,
561 earthen dams and desalination, which have unique water supply profiles and
562 cost structures. These planning scenarios, and the cost and capacity of the
563 infrastructure considered in each, is summarized in Table 1.

564 The infrastructure operation model includes dam operations (and desali-
565 nation operations when necessary) that seek to meet the specified yield target
566 while accounting for dead storage, net evaporation, and environmental flows.
567 Unmet demand is measured for each of the 100 streamflow time series, and
568 the average 20-year unmet demand is used to characterize U in the SDP
569 formulation in equation 2.

570 Supplementary Information



SI Figure 1: Alternate time series of virtual climate observation with corresponding learning in uncertainty estimates in T (panel a), P (panel b), MAR (panel c), and shortages beyond 10% assuming planning scenario A (panel d).

SI Table 1: Climate model ensembles used

Modeling Center	Institute ID	Model Name (ens. member)
Commonwealth Scientific and Industrial Research Organization and Bureau of Meteorology, Australia	CSIRO/BOM	ACCESS 1.0 (1) ACCESS 1.3 (1)
Beijing Climate Center, China, Meteorological Administration	BCC	BCC-CSM1.1 (1)
EC-Earth Consortium	EC-EARTH	EC-EARTH (2, 8, 9, 12)
The First Institute of Oceanography, SOA, China	FIO	FIO-ESM (2, 3)
NOAA Geophysical Fluid Dynamics Laboratory	NOAA GFDL	GFDL-CM3 (1), GFDL-ESM2G (1), GFDL-ESM2M (1)
National Institute of Meteorological Research/Korea, Meteorological Administration	NIMR/KMA	HadGEM2-AO (1)
Met Office Hadley Centre	MOHC	HadGEM2-CC (1)
Japan Agency for Marine-Earth Science and Technology, Atmosphere and Ocean Research Institute (The University of Tokyo), and National Institute for Environmental Studies	MIROC	MIROC-ESM-CHEM (1) MIROC-ESM (1)
Atmosphere and Ocean Research Institute (The University of Tokyo), National Institute for Environmental Studies, and Japan Agency for Marine-Earth Science and Technology	MIROC	MIROC5 (1, 2, 3)
Norwegian Climate Centre	NCC	NorESM1-M (1), NorESM1-ME (1)