



U.S. Department of Transportation
Pipeline and Hazardous Materials
Safety Administration



API RP 1162
Public Awareness Plan Review
&
Operator Compliance

**PENNSYLVANIA
PIPELINE SAFETY SEMINAR**

OCTOBER, 2009



Know what's **below.**
Call before you dig.



Introduction

- **Office of Pipeline Safety (OPS)**
 - **Why Public Awareness**
 - **History of Public Awareness Regs**
 - **American Petroleum Institute, Recommended Practice API RP-1162**
 - **Public Awareness Program (PAP)
Implementation & Compliance**
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PHMSA

Office of Pipeline Safety (OPS)

Mission:

To ensure the safe, reliable, and environmentally sound operation of the Nation's pipeline transportation system

Office of
Pipeline Safety





OPS Jurisdiction

- **Over two and a half million miles of pipelines in the U.S. (enough to circle the earth 83 times)**
 - **183,000+ miles of hazardous liquid pipelines**
 - **331,000+ miles of gas transmission pipelines**
 - **2,000,000+ miles of natural gas distribution pipelines**
 - **109 LNG plants connected to our natural gas transmission and distribution systems**
 - **Propane distribution pipelines**
 - **These pipelines are operated by more than 3,000 companies, large and small**
 - **Natural gas provides 24% of U.S. total energy consumption; petroleum provides for another 39%**
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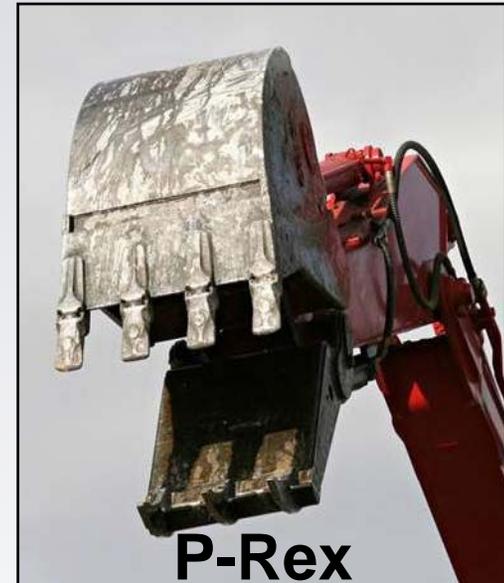
Population – Pipeline Ratio

Region	Population from 2000 Census	Square Miles of combined states	Population Density Pop/Sq mile	Transmission Pipeline Mileage	Pop-Density per Pipe miles $\times 10^{(-4)}$
Eastern	69133382	237717	291.0	33658	86.4
Central	64392776	751426	86.7	128781	6.7
Southern	57061576	372684	153.1	58531	26.2
Southwest	33263896	547459	60.8	218384	2.8
Western	61660203	1632063	37.8	75632	5.0

Why Public Awareness?

Significant Incidents caused by Excavation Damage (2002 thru 2006)

- **Gas Distribution Pipelines**
 - 37% of Significant Incidents
 - 28% of Fatalities and 32% Injuries
- **Gas Transmission Pipelines**
 - 13% of Significant Incidents
 - 80% of Fatalities and 23% Injuries
- **Liquid Pipelines**
 - 14% of Significant Incidents
 - 63% of Fatalities and 16% Injuries



PHMSA Investigations Major Accidents in 2008



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Why Public Awareness?

It's the Law!

Pipeline Safety Improvement Act (PSIA) 2002

requires owners or operators of a gas or hazardous liquid pipeline facility to carry out a continuing program to educate the public on:

- 1. Use of a one-call notification system prior to excavation;**
 - 2. Possible hazards associated with unintended releases from the pipeline facility;**
 - 3. Physical indications that such a release may have occurred;**
 - 4. Steps that should be taken for public safety in the event of a pipeline release; and**
 - 5. Procedures to report such an event.**
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Why Public Awareness?

Benefits!

- ✓ **Enhanced public safety;**
 - ✓ **Decreased third party damage;**
 - ✓ **Improved performance;**
 - ✓ **Enhanced emergency response coordination;**
 - ✓ **Improved relationships with affected public;**
 - ✓ **Less resistance to pipeline activities; and**
 - ✓ **Preservation of ROW from encroachments.**
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History of *Public Awareness Regs*

1970

Part 192 (Original – published Aug 19, 1970)

§192.615 Emergency Plans

(d) - Establish an educational program to enable customers and the general public to recognize and report a gas emergency to the appropriate officials.



1976

Amendment 192-24 (effective Oct 1, 1976)

§192.615(d) - Each operator shall establish a continuing educational program to enable customers, the public, appropriate government organizations, and persons engaged in excavation related activities to recognize a gas pipeline emergency for the purpose of reporting it to the operator or the appropriate public officials. The program and the media used must be as comprehensive as necessary to reach all areas in which the operator transports gas. The program must be conducted in English and in other languages commonly understood by a significant number and concentration of the non-English speaking population in the operator's area.

History of *Public Awareness Regs*

1995

Amendment 192-71 (effective Feb 11, 1995)

§192.615(d) Emergency Plans -> §192.616 Public Education



2005

Amendment 192-99 (effective June 20, 2005)

§192.616 Public Education → §192.616 Public Awareness

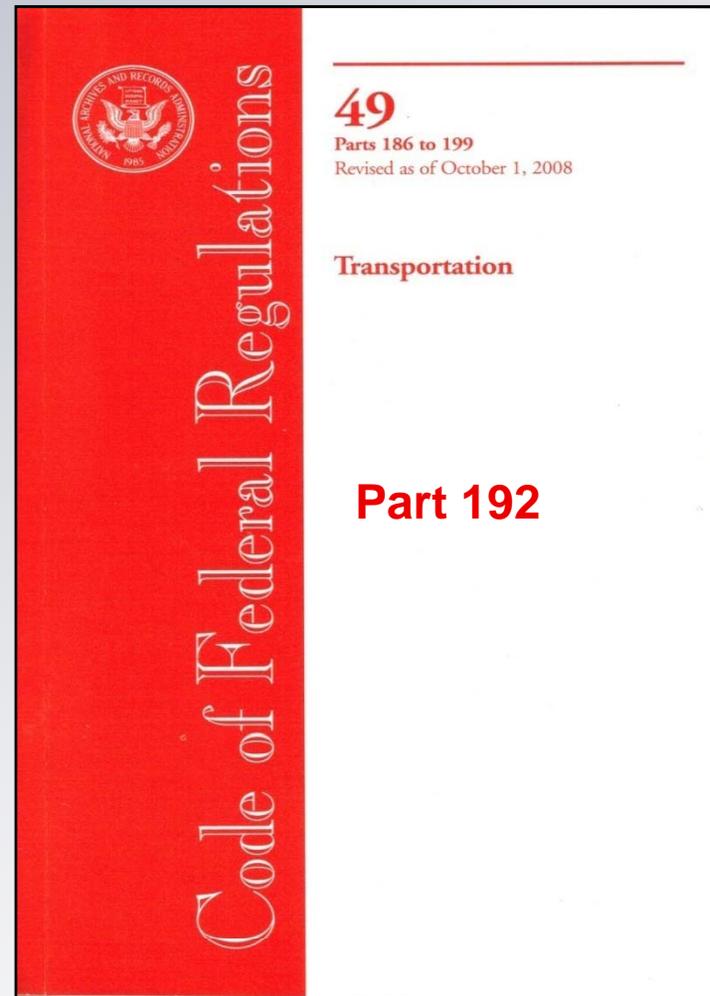
- More robust language in the Code
- PHMSA incorporates by reference
American Petroleum Institute Recommended Practice 1162
Public Awareness Programs for Pipeline Operators,
(First Edition, December 2003)

2007

Amendment (no number) (effective Jan 14, 2008)

§192.616 Public Awareness - relaxed rules for MM and some LPG.

What Are the Public Awareness Rules?

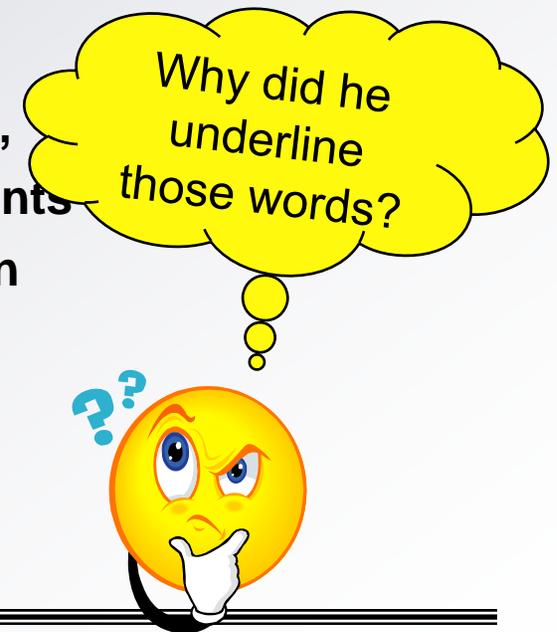




Public Awareness Regulations

§192.616 Public Awareness

- a) Written continuing public education program that follows the guidance provided in the API RP-1162.
- b) Must follow general program recommendations of API RP 1162 and assess the unique attributes and characteristics your pipeline and facilities.
- c) Must follow general program recommendations, including baseline and supplemental requirements of API RP 1162, unless operator provides written justification why compliance with all or certain provisions of the recommended practice is not practicable and not necessary for safety.



What Does That Word Mean?

Awareness



**Recognize
Grasp
Understand
(noun)**

Educate



**Teaching
Instructing
Learning
(verb)**

Must



**Shall
"You Gotta"**

Should



**Must
unless you can justify
with technical analysis
and facts.**



What Does That Word Mean?

And



All of Em'

Or



At least One of Em'

Guidance



**Counsel
Direction
Suggestions**

Documentation



**A Record Proving
it Really Happened**





Public Awareness Regulations

§192.616 Public Awareness

- d) Program must specifically include provisions to educate the public, appropriate government organizations, and persons engaged in excavation related activities on:
- (1) Use of a one-call notification system prior to excavation and other damage prevention activities;
 - (2) Possible hazards associated with unintended releases from a gas pipeline facility;
 - (3) Physical indications that such a release may have occurred;
 - (4) Steps that should be taken for public safety in the event of a gas pipeline release; and
 - (5) Procedures for reporting such an event.
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Public Awareness Regulations

§192.616 Public Awareness

- e) Program must include activities to advise affected municipalities, school districts, businesses, and residents of pipeline facility locations.
 - f) Program and the media used must be as comprehensive as necessary to reach all areas in which the operator transports gas.
 - g) Program must be conducted in English and in other languages commonly understood by a significant number and concentration of the non-English speaking population in the operator's area.
 - h) Operators in existence on June 20, 2005, must have completed their written programs no later than June 20, 2006.
 - i) Program documentation and evaluation results must be available for periodic review by appropriate regulatory agencies.
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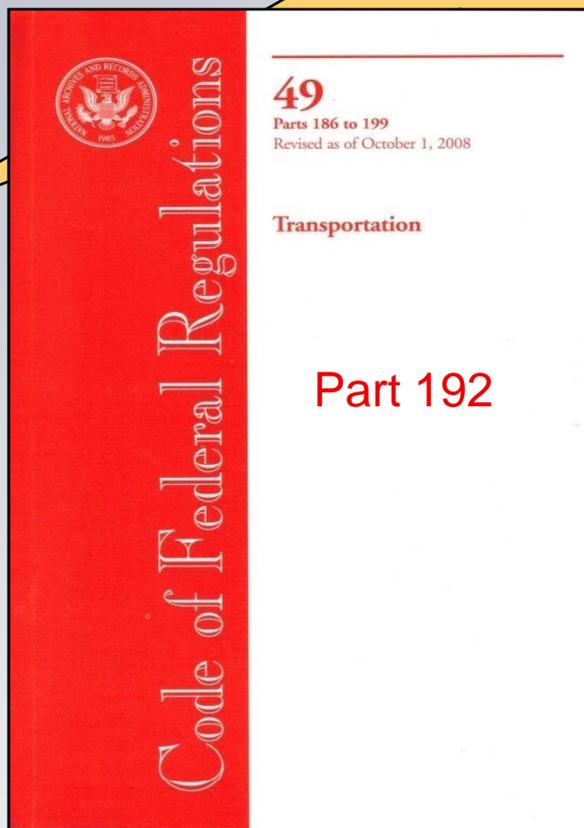


Hear Yee! Hear Yee!

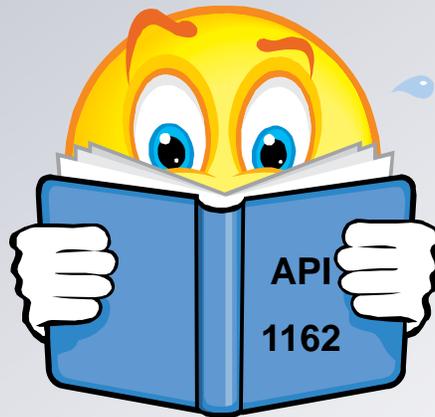
API RP-1162

IBR

Part 192!



**American Petroleum Institute
Recommended Practice
API RP-1162**



API RP 1162

Purpose:

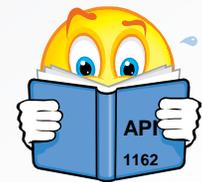
Pipeline operators use API RP 1162 to develop and actively manage their Public Awareness Programs.

Goal:

It establishes guidelines for operators to develop, implement, and evaluate their Public Awareness Programs in an effort to raise the effectiveness of Public Awareness Programs throughout the pipeline industry.

Guidance:

- ✓ Intra- and interstate hazardous liquid pipelines;
- ✓ Intra- and interstate natural gas transmission pipelines;
- ✓ Local distribution pipelines; and
- ✓ Gathering pipelines.



API RP 1162

Program Development:

- ✓ Provides recommended elements of a **Baseline** Program
- ✓ Provides considerations to determine when and how to enhance (**Supplement**) the baseline program.

Target Audience:

- ✓ Affected public (landowners, residents and visitors);
- ✓ Emergency officials;
- ✓ Local public officials; and
- ✓ Excavators.

It appears there may be some overlap



API RP 1162

Message Content:

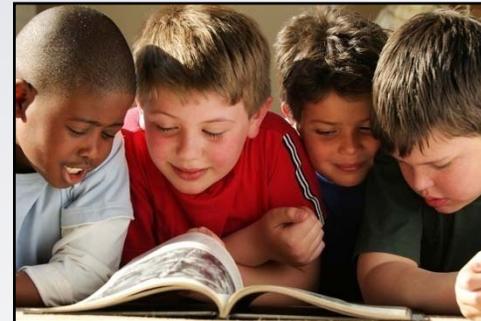
- ✓ Pipeline Purpose and Reliability
- ✓ Hazard Awareness and Prevention Measures
- ✓ Leak Recognition and Response
- ✓ Emergency Preparedness Communications
- ✓ Damage Prevention
- ✓ Pipeline Location Information
- ✓ Gas Transmission Operators - IMP and HCA Overview
- ✓ Website Info
- ✓ ROW Encroachment Prevention
- ✓ Pipeline Maintenance Construction Activities
- ✓ Security
- ✓ Facility Purpose



API RP 1162

Message Delivery Methods and/or Media:

- ✓ **Print Materials (brochures, flyers, bill stuffers, letters, maps)**
- ✓ **Personal Contact (door-to-door, calls, open houses)**
- ✓ **Electronic Communications (videos, CDs, email)**
- ✓ **Mass Media Communications (PSAs, newspapers, advertising)**
- ✓ **Specialty Advertising Materials**
- ✓ **Informational or Educational Items**
- ✓ **Pipeline Markers**
- ✓ **One-Call Center Outreach**
- ✓ **Operator Websites**



API RP 1162

Program Documentation

- Statement of Management Commitment**
- Roles and Responsibilities**
 - Identity Key Personnel**
 - Identify Communication Methods and Media and Basis for Selecting those Methods and Media**
 - Frequency and Basis for Selecting**
 - Program Enhancements**
 - Evaluation Process**

Program Recordkeeping

- Lists, Records, Other of Stakeholder Audiences**
 - Copies of Materials Provided to Stakeholders**
 - Results and Follow-up Actions of Program Evaluations**
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API RP 1162

Program Evaluation

- ✓ Purpose and Scope of Evaluation
- ✓ Elements of Evaluation Plan
- ✓ Measuring Program Implementation

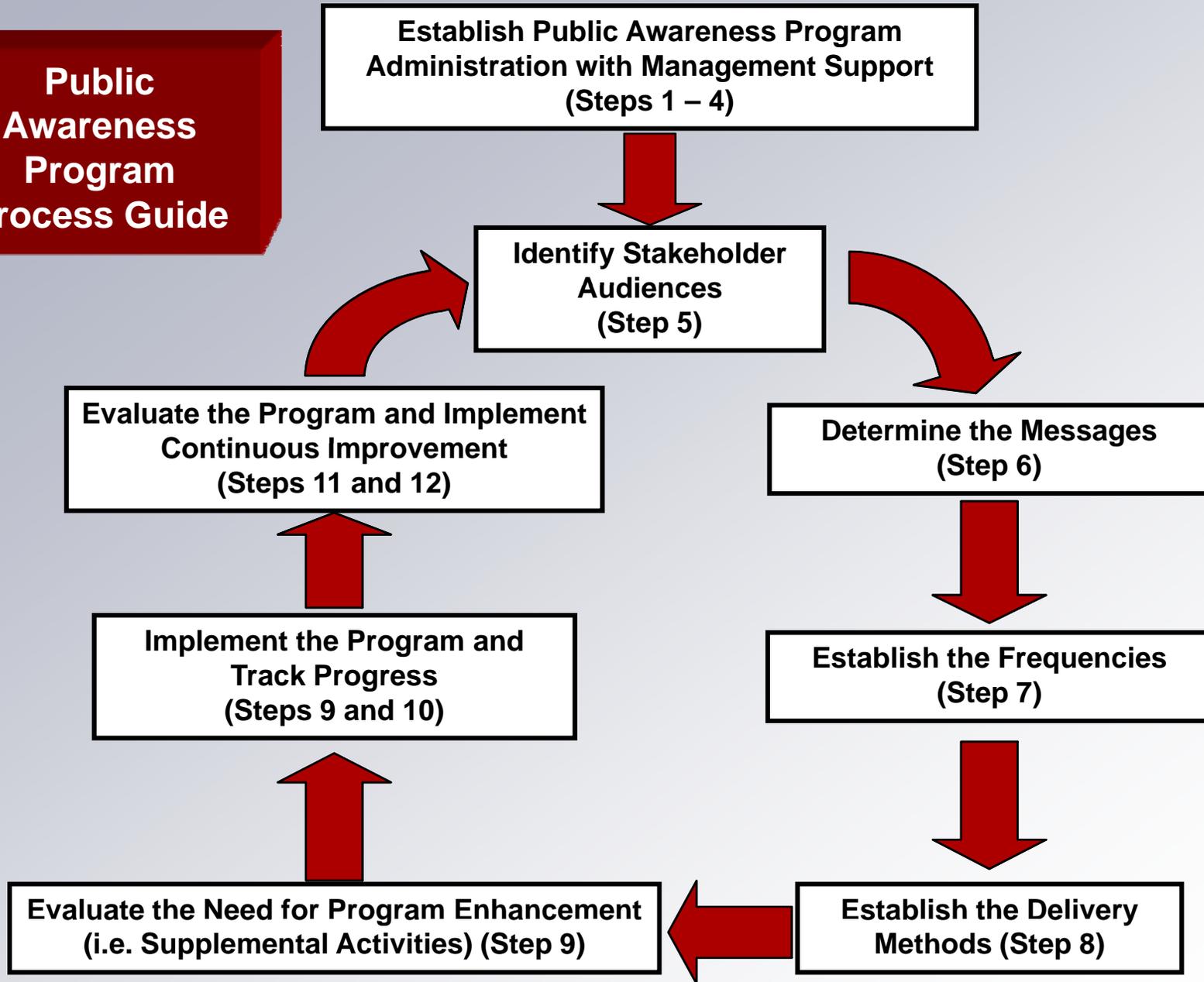
Don't waive the flag quite yet -
Program Evaluations are
due **June**
2010.



Here's
API RP-1162
in a Nutshell.



**Public
Awareness
Program
Process Guide**



Public Awareness Program (PAP) Implementation & Compliance



Can't we please - just
this once - talk about
**Implementation &
Compliance?**



She just
can't let it go

PAP Implementation

June 20, 2006

Amendment 192-99 (effective June 20, 2005) gave operators one year to develop a written Public Awareness Program (PAP)

Aug 8, 2006 - Oct 8, 2006

Advisory Bulletin (ADB-06-02) required operators to submit their PAP to a Clearinghouse for review

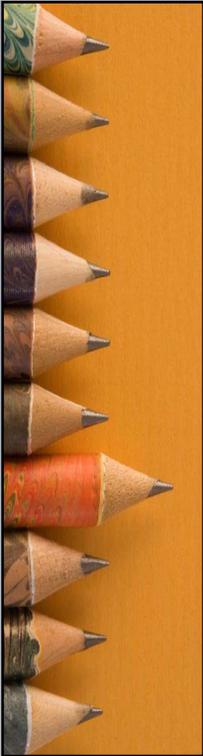
PAP Review

required by law
PSIA 2002

Clearinghouse Review:

1. Criteria for the Clearinghouse review jointly developed by National Association of Pipeline Safety Representatives (NAPSR) & PHMSA staff
 2. PHMSA contractor compared PAPs to API RP-1162 using the PHMSA/NAPSR developed criteria
 3. For each operator, PHMSA or the applicable State pipeline safety agency received a
 - a. List of program aspects that deviated from the API RP 1162 recommendations
 - b. List of supplemental elements implemented by the operator
 4. PHMSA and the State's negotiated with operators to address deviations and supplemental elements - once cleared of deviations PAP review stopped - operator notified
 5. The Clearinghouse, PHMSA & States did not "approve" PAPs
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Points to Remember



- PAP Review & Implementation ran Concurrent - no waiting on PHMSA!
- Plans were reviewed for deviations from API RP-1162 - they were not "approved"
- Operators no longer submit Public Awareness Plans for Review



PAP Compliance

- ➡ Compliance means meeting all the regulations in **§192.616** not just following API RP-1162
- ➡ Despite preliminary review - PAP can be, and will be, inspected
- ➡ Program Evaluations will be inspected starting next year
- ➡ PHMSA/State Agencies pay close attention to
 - ❑ Message content, delivery methods, frequency, buffer zones, metrics and other PAP elements as they relate to the specific pipeline and facilities
 - ❑ Supplemental Enhancements when conditions along the pipeline suggest a more intensive effort is needed:
 - High Consequence Areas
 - Land Development Activity
 - Third-party Damage Incidents
 - Pipeline History



Thank You



Questions



Useful links:

PHMSA website <http://www.phmsa.dot.gov>

Stakeholder Communications <http://primis.phmsa.dot.gov/comm/>

Federal Govt. Docket System <http://www.regulations.gov>

Federal Regulations <http://www.gpoaccess.gov/cfr>

