

“Pipeline Safety: Pipeline Safety: Control Room Management/Human Factors” (75 FR 56972; published 9-17-10)

Advisory Committee Action: Vote
Contact: Byron Coy

Proposal:

To expedite the program implementation deadline to August 1, 2011, for most of the requirements, except for certain provisions regarding adequate information and alarm management that would have a program implementation deadline of August 1, 2012.

Background:

PHMSA published the Control Room Management/Human Factors final rule in the Federal Register (74 FR 63310) on December 3, 2009, which became effective on February 1, 2010. The final rule established an 18-month program development deadline of August 1, 2011, and a subsequent 18-month program implementation deadline of February 1, 2013. On September 17, 2010, PHMSA proposed (75 FR 56972) to amend the implementation deadlines in 49 CFR §§ 192.631 and 195.446 as follows:

Paragraphs: (b), (c)(5), (d), (f), (g), and (h) - to August 1, 2011. Paragraphs: (c)(1) – (c)(4) and (e) to August 1, 2012. Paragraphs (a), (i), and (j) are self-executing.

For more information see the attached “Description of Paragraphs and Proposed Program Implementation Deadlines.”

Status:

PHMSA published the NPRM on September 17, 2010, to expedite the program implementation deadline of the CRM rule. We received a total of sixteen comments on the NPRM. Five comments were from hazardous liquid or gas pipeline trade associations. Nine were from individual hazardous liquid or gas pipeline operators. One comment was from a person who is a consultant in the field. We also received an anonymous comment.

In general, the gas pipeline operators and trade associations objected to accelerating the implementation deadlines for the fatigue mitigation and training requirements, although some also objected to accelerating other requirements as well. Hazardous liquid pipeline operators and trade associations generally objected to accelerating any deadlines. The individual consultant was supported of the NPRM. The anonymous commenter’s remarks were not deemed appropriate for substantive consideration.

PHMSA has analyzed the public comments and is preparing a final rule to expedite the program implementation deadline of the CRM rule.

Attachment

Description of Paragraphs and Proposed Program Implementation Deadlines

The following are brief descriptions of each paragraph and program implementation deadlines as published in the NPRM on September 17, 2010 (75 FR 56973):

- (a) General – This paragraph establishes the scope of the rule and would be amended to reflect the revised implementation deadlines set forth below.
- (b) Roles and Responsibilities – This paragraph requires operators to define the roles and responsibilities of a controller during normal, abnormal, and emergency operating conditions. Because most, if not all, of the effort to define controllers' roles and responsibilities will be performed during the development stage and completed under the current rule by August 1, 2011, PHMSA proposed that the program implementation deadline be expedited to coincide with the program development deadline.
- (c) Provide Adequate Information – This paragraph requires operators to provide their controllers with the information, tools, processes and procedures necessary for the controllers to carry out the roles and responsibilities the operators have defined. Paragraphs (c)(1) through (c)(4) may require certain physical changes and testing to an operator's SCADA system, backup system, and communications. PHMSA proposed that the program implementation deadline for paragraphs (c)(1) through (c)(4) be expedited by six months to August 1, 2012, to realize the safety benefit to the public, property, and the environment sooner, with minimal impact on regulated entities.

Paragraph (c)(5) requires the establishment of procedures for when a different controller assumes responsibility, including the content of information to be exchanged. Since this section is tied to shift change, and because most, if not all, of the work to comply with this requirement will be performed during the development stage and completed under the current rule by August 1, 2011, PHMSA proposed that the program implementation deadline for paragraph (c)(5) be expedited to coincide with the program development deadline consistent with paragraph (d) for fatigue.
- (d) Fatigue Mitigation – This paragraph requires operators to implement fatigue mitigation methods to reduce the risk associated with controller fatigue that could inhibit a controller's ability to carry out the roles and responsibilities the operator has defined. Since most, if not all, of the work to comply with this requirement will be performed during the development stage and completed under the current rule by August 1, 2011, PHMSA proposed that the program implementation deadline for this paragraph be expedited to coincide with the program development deadline.
- (e) Alarm Management – This paragraph requires operators that use a SCADA system to have a written alarm management plan to provide for effective controller response to alarms. Some provisions in this paragraph may require physical changes to SCADA systems. PHMSA proposed that the program implementation deadline for this paragraph be expedited by six

months to August 1, 2012, to realize the safety benefit to the public, property, and the environment sooner, with minimal impact on regulated entities.

(f) Change Management – This paragraph requires operators to assure that changes that could affect control room operations are coordinated with the control room personnel. Since most, if not all, of the work to comply with this requirement will be performed during the development stage and completed under the current rule by August 1, 2011, PHMSA proposed that the program implementation deadline for this paragraph be expedited to coincide with the program development deadline.

(g) Operating Experience – This paragraph requires operators to assure that lessons learned from its operating experience are incorporated, as appropriate, into its control room management procedures. Since most, if not all, of the work to comply with this requirement will be performed during the development stage and completed under the current rule by August 1, 2011, PHMSA proposed that the program implementation deadline for this paragraph be expedited to coincide with the program development deadline.

(h) Training – This paragraph requires operators to establish a controller training program and review the training program content to identify potential improvements at least once each calendar year, but at intervals not to exceed 15 months. Since most, if not all, of the work to comply with this requirement will be performed during the development stage and completed under the current rule by August 1, 2011, PHMSA proposed that the program implementation deadline for this paragraph be expedited to coincide with the program development deadline.

(i) Compliance Validation – This paragraph requires operators to submit their procedures, upon request, to PHMSA or, in the case of an intrastate pipeline facility regulated by a state, to the appropriate state agency. This requirement is self-executing and would not be amended.

(j) Compliance and Deviation – This paragraph requires operators to maintain, for review during inspection, records that demonstrate compliance with the requirements of this section, and documentation to demonstrate that any deviation from the procedures required by this section was necessary for the safe operation of a pipeline facility. This requirement is self-executing and would not be amended.