

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

## 2019 Gas State Program Evaluation

for

### WISCONSIN PUBLIC SERVICE COMMISSION

## Document Legend PART:

- O -- Representative, Dates and Title Information
- A -- Progress Report and Program Documentation Review
- B -- Program Inspection Procedures
- C -- State Qualifications
- D -- Program Performance
- E -- Field Inspections
- F -- Damage prevention and Annual report analysis
- G -- Interstate Agent/Agreement States



### 2019 Gas State Program Evaluation -- CY 2019 Gas

State Agency: Wisconsin Rating:

**Agency Status: 60105(a)**: Yes **60106(a)**: No **Interstate Agent**: No

Date of Visit: 09/28/2020 - 10/02/2020 **Agency Representative:** Alex Kirshling **PHMSA Representative:** Michael Thompson

Commission Chairman to whom follow up letter is to be sent:

Name/Title: Becky Valcq, Chairman

Public Service Commission of Wissconsin Agency:

Address: 4822 Madison Yards Way City/State/Zip: Madison, Wissconsin 53705

#### **INSTRUCTIONS:**

Complete this evaluation in accordance with the Evaluator Guidance for conducting state pipeline safety program evaluations. The evaluation should generally reflect state program performance during CY 2019 (not the status of performance at the time of the evaluation). A deficiency in any one part of a multiple-part question should be scored as "Needs Improvement." Determine the answer to the question then select the appropriate point value. If a state receives less than the maximum points, include a brief explanation in the appropriate notes/comments section. If a question is not applicable to a state, select NA. Please ensure all responses are COMPLETE and ACCURATE, and they OBJECTIVELY reflect the state's program performance for the question being evaluated. Increasing emphasis is being placed on how the state pipeline safety programs conduct and execute their pipeline safety responsibilities (their performance). This evaluation, together with selected factors reported in the state's annual progress report attachments, provide the basis for determining the state's pipeline safety grant allocation.

#### **Scoring Summary**

PARTS		<b>Possible Points</b>	<b>Points Scored</b>
A	Progress Report and Program Documentation Review	0	0
В	Program Inspection Procedures	15	15
C	State Qualifications	10	10
D	Program Performance	50	40
E	Field Inspections	15	15
F	Damage prevention and Annual report analysis	4	4
G	Interstate Agent/Agreement States	0	0
TOTALS 94		84	
State Rating			



# PART A - Progress Report and Program Documentation Review

Points(MAX) Score

1 Were the following Progress Report Items accurate?

Info Only Info Only

- Info Only = No Points
  - a. Stats On Operators Data Progress Report Attachment 1
  - b. State Inspection Activity Data Progress Report Attachment 2
  - c. List of Operators Data Progress Report Attachment 3\*
  - d. Incidents/Accidents Data Progress Report Attachment 4\*
  - e. Stats of Compliance Actions Data Progress Report Attachment 5\*
  - f. List of Records Kept Data Progress Report Attachment 6 \*
  - g. Staff and TQ Training Data Progress Report Attachment 7
  - h. Compliance with Federal Regulations Data Progress Report Attachment 8
  - i. Performance and Damage Prevention Question Data Progress Report

Attachment 10\*

**Evaluator Notes:** 

Progress report reviewed no issues found.

Total points scored for this section: 0

Total possible points for this section: 0



PAK	B - Program Inspection Procedures	Yoints(MAX)	Score
1	Do written procedures address pre-inspection, inspection and post inspection activities for each of the following inspection types: Chapter 5.1  Yes = 5 No = 0 Needs Improvement = 1-4  a. Standard Inspections, which include Drug/Alcohol, CRM and Public Awareness Effectiveness Inspections  b. TIMP and DIMP Inspections (reviewing largest operator(s) plans annually c. OQ Inspections  d. Damage Prevention Inspections  e. On-Site Operator Training  f. Construction Inspections (annual efforts)  g. LNG Inspections		5
Evaluato Insp			
The	y addressed all issues from previous years evaluation.		
<b>2</b> Evaluato		ent	4
Fou	nd in Section IV (b) of states procedures		
3	(Compliance Procedures) Does the state have written procedures to identify steps to taken from the discovery to resolution of a probable violation? Chapter 5.1  Yes = 3 No = 0 Needs Improvement = 1-2  a. Procedures to notify an operator (company officer) when a noncompliance identified		3

- b. Procedures to routinely review progress of compliance actions to prevent delays or breakdowns
- Procedures regarding closing outstanding probable violations

Found in section IV - Q, R, S, T and U

(Incident/Accident Investigations) Does the state have written procedures to address state actions in the event of an incident/accident?

Yes = 3 No = 0 Needs Improvement = 1-2

- Mechanism to receive, record, and respond to operator reports of incidents, including after-hours reports
- If onsite investigation was not made, do procedures require on-call staff to obtain sufficient information to determine the facts to support the decision not to go

**Evaluator Notes:** 

Found in Section VI of states procedures

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5 General Comments: Info Only = No Points Info Only Info Only

**Evaluator Notes:** 

Total points scored for this section: 15 Total possible points for this section: 15



Appendix C for requirements) Chapter 4.4 Yes = 5 No = 0 Needs Improvement = 1-4

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- Completion of Required OQ Training before conducting inspection as lead
- Completion of Required DIMP/IMP Training before conducting inspection as b. lead
- Completion of Required LNG Training before conducting inspection as lead c.
- d. Root Cause Training by at least one inspector/program manager
- Note any outside training completed e.
- Verify inspector has obtained minimum qualifications to lead any applicable f. standard inspection as the lead inspector (Reference State Guidelines Section 4.3.1)

#### **Evaluator Notes:**

Reviewed all training records on PHMSA TQ Blackboard and verified training status of lead inspectors while reviewing last years inspection documents.

2 Did state records and discussions with state pipeline safety program manager indicate adequate knowledge of PHMSA program and regulations? Chapter 4.1,8.1 Yes = 5 No = 0 Needs Improvement = 1-4

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**Evaluator Notes:** 

Thru discussions with Alex, (Program Manager) he showed he possesses an adequate knowledge of PHMSA programs and regulations

3 General Comments: Info Only = No Points

Info Only Info Only

**Evaluator Notes:** 

Total points scored for this section: 10 Total possible points for this section: 10



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0

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Did state inspect all types of operators and inspection units in accordance with time intervals established in written procedures? Chapter 5.1

Yes = 5 No = 0 Needs Improvement = 1-4

- a. Standard (General Code Compliance)
- b. Public Awareness Effectiveness Reviews
- c. Drug and Alcohol
- d. Control Room Management
- e. Part 193 LNG Inspections
- f. Construction (did state achieve 20% of total inspection person-days?)
- g. OQ (see Question 3 for additional requirements)
- h. IMP/DIMP (see Question 4 for additional requirements)

#### **Evaluator Notes:**

Reviewed records and documents from 2019 inspections and found six instances where the time interval established in the states written procedures were no meet.

(self reported by state). A loss of 5 points

Did inspection form(s) cover all applicable code requirements addressed on Federal Inspection form(s)? Did State complete all applicable portions of inspection forms? Chapter 5.1. Do inspection records indicate that adequate reviews of procedures, records and field activities, including notes and the appropriate level of inspection person-days for each inspection, were performed?

Yes = 10 No = 0 Needs Improvement = 1-9

- a. Standard (General Code Compliance)
- b. Public Awareness Effectiveness Reviews
- c. Drug and Alcohol
- d. Control Room Management
- e. Part 193 LNG Inspections
- f. Construction
- g. OQ (see Question 3 for additional requirements)
- h. IMP/DIMP (see Question 4 for additional requirements)

#### **Evaluator Notes:**

A review of the states inspection forms used during inspections in 2019 showed that the state did not adequately review field activities of the operators during inspections. A loss of 2 points

- Is state verifying operators OQ programs are up to date? This should include verification of any plan updates and that persons performing covered tasks (including contractors) are properly qualified and requalified at intervals established in the operator's plan. 49 CFR 192 Part N
  - Yes = 2 No = 0 Needs Improvement = 1

#### **Evaluator Notes:**

Yes, they are conducting OQ Program evaluations in accordance with their procedures.

4 Is state verifying operator's integrity management Programs (IMP and DIMP)? This should include a review of plans, along with monitoring progress. In addition, the review should take in to account program review and updates of operator's plan(s). 49 CFR 192 Subpart P

Yes = 2 No = 0 Needs Improvement = 1

- a. Are the state's largest operator(s) plans being reviewed annually?
- b. Are states verifying with operators any plastic pipe and components that have shown a record of defects/leaks and mitigating those through DIMP plan?
- c. Are the states verifying operators are including low pressure distribution systems in their threat analysis?

Evaluator Notes:

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Did the state review the following (these items are NTSB recommendations to PHMSA that have been deemed acceptable response based on PHMSA reviewing these items during the evaluation process): Chapter 5.1

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Yes = 2 No = 0 Needs Improvement = 1

- a. Operator procedures for determining if exposed cast iron pipe was examined for evidence of graphitization and if necessary remedial action was taken;
- b. Operator procedures for surveillance of cast iron pipelines, including appropriate action resulting from tracking circumferential cracking failures, study of leakage history, or other unusual operating maintenance condition? (Note: See GPTC Appendix G-18 for guidance);
- c. Operator emergency response procedures for leaks caused by excavation damage near buildings and determine whether the procedures adequately address the possibility of multiple leaks and underground migration of gas into nearby buildings Refer to 4/12/01 letter from PHMSA in response to NTSB recommendation P-00-20 and P-00-21:
- d. Operator records of previous accidents and failures including reported thirdparty damage and leak response to ensure appropriate operator response as required by 192.617;
- e. Directional drilling/boring procedures of each pipeline operator or its contractor to determine if they include actions to protect their facilities from the dangers posed by drilling and other trench less technologies;
- f. Operator procedures for considering low pressure distribution systems in threat analysis?
- g. Operator compliance with state and federal regulations for regulators located inside buildings?

**Evaluator Notes:** 

The state has no known cast iron facilities.

NTSB recommendations P-00-20 and P-00-21 questions added to states forms

6 Did the State verify Operators took appropriate action regarding advisory bulletins issued since the last evaluation? (Advisory Bulletins Current Year)

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Yes = 1 No = 0 Needs Improvement = .5

**Evaluator Notes:** 

Yes

7 (Compliance Activities) Did the state follow compliance procedures (from discovery to resolution) and adequately document all probable violations, including what resolution or further course of action is needed to gain compliance? Chapter 5.1

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Yes = 10 No = 0 Needs Improvement = 1-9

- a. Were compliance actions sent to company officer or manager/board member if municipal/government system?
- b. Were probable violations documented properly?
- c. Resolve probable violations
- d. Routinely review progress of probable violations
- e. Did state issue compliance actions for all probable violations discovered?
- f. Can state demonstrate fining authority for pipeline safety violations?
- g. Does Program Manager review, approve and monitor all compliance actions? (note: Program Manager or Senior Official should sign any NOPV or related enforcement action)
- h. Did state compliance actions give reasonable due process to all parties? Including "show cause" hearing, if necessary.
- i. Within 30 days, conduct a post-inspection briefing with the owner or operator outlining any concerns
- j. Within 90 days, to the extent practicable, provide the owner or operator with written preliminary findings of the inspection. (Incident investigations do not need to meet 30/90-day requirement)

State could not demonstrate the use of its fining authority for pipeline violations. Loss of 1 point

The state did not meet the requirement to provide the operator with written preliminary findings of inspections within 90 days to the extent practical. State was providing a single letter covering all inspections after the end of the calendar year. Some operators did not receive the letter until late in the first quarter of the year. Loss of 2 points.

8 (Incident Investigations) Were all incidents investigated, thoroughly documented, with conclusions and recommendations?

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Yes = 10 No = 0 Needs Improvement = 1-9

- a. Does state have adequate mechanism to receive and respond to operator reports of incidents, including after-hours reports?
- b. Did state keep adequate records of Incident/Accident notifications received?
- c. If onsite investigation was not made, did the state obtain sufficient information from the operator and/or by means to determine the facts to support the decision not to go on site?
- d. Were onsite observations documented?
- e. Were contributing factors documented?
- f. Were recommendations to prevent recurrences, where appropriate, documented?
- g. Did state initiate compliance action for any violations found during any incident/accident investigation?
- h. Did state assist Region Office or Accident Investigation Division (AID) by taking appropriate follow-up actions related to the operator incident reports to ensure accuracy and final report has been received by PHMSA?
- i. Does state share any lessons learned from incidents/accidents?

#### **Evaluator Notes:**

Review of 2019 incident investigations found no issues.

9 Did state respond to Chairman's letter on previous evaluation within 60 days and correct or address any noted deficiencies? (If necessary) Chapter 8.1

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Yes = 1 No = 0 Needs Improvement = .5

**Evaluator Notes:** 

Yes, Letter sent on 12/3/2019, response sent 2/15/2020

Did State conduct or participate in pipeline safety training session or seminar in Past 3 Info Only Info Only Years? Chapter 8.5 Info Only = No Points

**Evaluator Notes:** 

Yes, state held a safety seminar from 2/13/2019 to 2/15/2019. It was well attended.

State will try to hold a virtual seminar in 2020.

Info Only = No Points

Has state confirmed transmission operators have submitted information into NPMS database along with changes made after original submission?

Info Only Info Only

**Evaluator Notes:** 

Yes, reviewed letter sent by WPSC to operators who didn't submit in 2019.

Does the state have a mechanism for communicating with stakeholders - other than state pipeline safety seminar? (This should include making enforcement cases available to public).

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Yes = 1 No = 0 Needs Improvement = .5

**Evaluator Notes:** 

Yes the WPSC has a web site for the public

Did state execute appropriate follow-up actions to Safety Related Condition (SRC) Reports? Chapter 6.3

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There were no SRCRs for 2019

14 Was the State responsive to:

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Yes = 1 No = 0 Needs Improvement = .5

- Surveys or information requests from NAPSR or PHMSA;
- b. Operator IM notifications; and
- c. PHMSA Work Management system tasks?

**Evaluator Notes:** 

Yes, reviewed responses by state to NAPSR surveys and questions.

15 If the State has issued any waivers/special permits for any operator, has the state verified conditions of those waivers/special permits are being met? This should include having the operator amend procedures where appropriate.

Yes = 1 No = 0 Needs Improvement = .5

**Evaluator Notes:** 

The state has one waiver with Do9uglas pipeline for pipe that is not up to code. The operator must perform leak surveys on pipeline or change it out to pipe with D2513 specs.

16 Were pipeline program files well-organized and accessible? Info Only = No Points

Info Only Info Only

**Evaluator Notes:** 

Yes, however the inspection process for Standard Comprehensive inspections is hard to follow.

17 Discussion with State on accuracy of inspection day information submitted into State Inspection Day Calculation Tool (SICT). Has the state updated SICT data? Yes = 3 No = 0 Needs Improvement = 1-2

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**Evaluator Notes:** 

Discussed with PM and noted that they had been required to complete 551 days and they completed 583 during 2019.

18 Discussion on State Program Performance Metrics found on Stakeholder Communication Info Only Info Only site.\ http://primis.phmsa.dot.gov/comm/states.htm?nocache=4805 Info Only = No Points

**Evaluator Notes:** 

Yes, discussed all metrics with the PM. All looked good except for Master Meters.

Info Only Info Only

19 Did the state encourage and promote operator implementation of Pipeline Safety Management Systems (PSMS), or API RP 1173? This holistic approach to improving pipeline safety includes the identification, prevention and remediation of safety hazards. Info Only = No Points

https://pipelinesms.org/ a.

b. Reference AGA recommendation to members May 20, 2019

**Evaluator Notes:** 

Yes, they have added questions to their inspection forms.

20 General Comments: Info Only Info Only

Info Only = No Points

**Evaluator Notes:** 

- D1 Reviewed records and documents from 2019 inspections and found six instances where the time interval established in the states written procedures were no meet. (self reported by state). A loss of 5 points
- D2 A review of the states inspection forms used during inspections in 2019 showed that the state did not adequately review

field activities of the operators during inspections. A loss of 2 points

D7 - State could not demonstrate the use of its fining authority for pipeline violations. Loss of 1 point The state did not meet the requirement to provide the operator with written preliminary findings of inspections within 90 days to the extent practical. State was providing a single letter covering all inspections after the end of the calendar year. Some operators did not receive the letter until late in the first quarter of the year. Loss of 2 points.

Total points scored for this section: 40 Total possible points for this section: 50



d.

The state inspector conducted construction inspections on Wisconsin Gas.

The operators representatives were on site.

the inspector observed has been with the WPSC for a little over two years.

Did the inspector use an appropriate inspection form/checklist and was the form/checklist 2 used as a guide for the inspection? (New regulations shall be incorporated)

Yes = 2 No = 0 Needs Improvement = 1

Effort should be made to observe newest state inspector with least experience

#### **Evaluator Notes:**

Yes, the inspector used the states construction inspection checklist

3 Did the inspector adequately review the following during the inspection 10 10

Yes = 10 No = 0 Needs Improvement = 1-9

- a. Procedures (were the inspector's questions of the operator adequate to determine compliance?)
- b. Records (did the inspector adequately review trends and ask in-depth questions?)
- c. Field Activities/Facilities (did inspector ensure that procedures were being followed, including ensuring that properly calibrated equipment was used and OQ's were acceptable?)
- d. Other (please comment)
- e. Was the inspection of adequate length to properly perform the inspection?

#### **Evaluator Notes:**

The inspector conducted a thorough inspection of two construction projects. He reviewed the qualifications of all those performing covered tasks and asked in-depth quests of those on the construction crew. The inspections were of adequate length.

From your observation did the inspector have adequate knowledge of the pipeline safety 2 program and regulations? (Evaluator will document reasons if unacceptable)

Yes = 2 No = 0 Needs Improvement = 1

#### **Evaluator Notes:**

Yes, the inspector showed he possessed adequate knowledge of the pipeline safety program and the regulations.

5 Did the inspector conduct an exit interview, including identifying probable violations? (If 1 inspection is not totally completed the interview should be based on areas covered during time of field evaluation)

#### Yes = 1 No = 0 Needs Improvement = .5

Info Only = No Points

#### **Evaluator Notes:**

Yes, the inspector conducted an exit interview before leaving each construction project site.

6 Was inspection performed in a safe, positive, and constructive manner? Info Only Info Only

- a. No unsafe acts should be performed during inspection by the state inspector
- b. What did the inspector observe in the field? (Narrative description of field observations and how inspector performed)



- c. Best Practices to Share with Other States (Field could be from operator visited or state inspector practices)
- d. Other

General Comments:

Info Only = No Points

Info Only Info Only

**Evaluator Notes:** 

Total points scored for this section: 15 Total possible points for this section: 15



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NA

NA

- Has the state reviewed Operator Annual reports, along with Incident/Accident reports, for 1 accuracy and analyzed data for trends and operator issues.
  - Yes = 2 No = 0 Needs Improvement = 1

**Evaluator Notes:** 

Yes, and the have asked operators for more information on 1st and 2nd party damages.

2 Has the state verified that the operators analyze excavation damages for the purpose of determining root causes and minimizing the possibility of a recurrence? (? 192.617) Has the state verified that the operators have appropriately identified excavators who have repeatedly violated one-call laws and damaged their facilities. Have the operators taken steps to mitigate that risks? (? 192.1007)

Yes = 2 No = 0 Needs Improvement = 1

**Evaluator Notes:** 

3 Has the state reviewed the operator's annual report pertaining to Part D? Excavation Damage?

Yes = 4 No = 0 Needs Improvement = 1-3

- Is the information complete and accurate with root cause numbers?
- b. Has the state evaluated the causes for the damages listed under "One-Call Notification Practices Not Sufficient" (Part D.1.a.)?
- Has the state evaluated the causes for the damages listed under "Locating Practices Not Sufficient" (Part D.1.b)? For each operator, does the state review the following?
- Is the operator or its locating contractor(s) qualified and following written procedures for locating and marking facilities?
- Is the operator appropriately requalifying locators to address performance deficiencies?
- f. What is the number of damages resulting from mismarks?
- What is the number of damages resulting from not locating within time requirements (no-shows)?
- Is the operator appropriately addressing discovered mapping errors resulting in excavation damages?
- Are mapping corrections timely and according to written procedures?
- Has the state evaluated the causes for the damages listed under "Excavation j. Practices Not Sufficient" (Part D.1.c.)?

**Evaluator Notes:** 

4 Has the agency or another organization within the state collected data and evaluated trends on the number of pipeline damages per 1,000 locate requests?

Yes = 2 No = 0 Needs Improvement = 1

- What stakeholder group is causing the highest number of damages to the pipelines? Operator, contractor, locating company or public.
- Has the state verified the operator is appropriately focusing damage prevention education and training to stakeholders causing the most damages?
- Has the state evaluated which of the following best describes the reason for the excavation damages; i.e., operator or contractor not following written procedures, failure to maintain marks, failure to support exposed facilities, failure to use hand tools were required, failure to test-hole (pot hole), improper backfilling practices, failure to maintain clearance or insufficient excavation practices.
- Has the state verified the operator is appropriately focusing damage prevention education and training to address the causes of excavation damages?

**Evaluator Notes:** 

Yes, the state has started to ask for and collect this information.

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2

Info Only Info Only

5 General Comments: Info Only = No Points

**Evaluator Notes:** 

Total points scored for this section: 4 Total possible points for this section: 4



Were all inspections of interstate pipelines conducted using the Inspection Assistant program for documenting inspections.

Info Only = No Points

Info Only Info Only

**Evaluator Notes:** 

State is NOT an PHMSA interstate agent

If inspections were conducted independent of a PHMSA team inspection was notice of allInfo Only Info Only identified probable violations provided to PHMSA within 60 days.

Info Only = No Points

**Evaluator Notes:** 

State is NOT an PHMSA interstate agent

3 If inspections were conducted independent of a PHMSA team inspection was PHMSA immediately notified of conditions which may pose an immediate safety hazard to the public or environment?

Info Only Info Only

Info Only = No Points

**Evaluator Notes:** 

State is NOT an PHMSA interstate agent

4 If inspections were conducted independent of a PHMSA team inspection did the state coordinate with PHMSA if inspections not were not included in the PHMSA Inspection Work Plan?

Info Only Info Only

Info Only = No Points

**Evaluator Notes:** 

State is NOT an PHMSA interstate agent

5 Did the state take direction from and cooperate with PHMSA for all incident investigations conducted on interstate pipelines?

Info Only = No Points

Info Only Info Only

**Evaluator Notes:** 

State is NOT an PHMSA interstate agent

6 General Comments:

Info Only Info Only

Info Only = No Points Evaluator Notes:

State is NOT an PHMSA interstate agent

Total points scored for this section: 0 Total possible points for this section: 0

