



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

1200 New Jersey Avenue, SE  
Washington, DC 20590

September 28, 2023

Via Email

The Honorable John A. Garner  
Executive Director  
Alabama Public Service Commission  
100 N. Union Street, Suite 950  
Montgomery, AL 36104

Dear Judge Garner:

On September 27, 2023, a representative of the U.S. Department of Transportation's Pipeline and Hazardous Materials Safety Administration (PHMSA) conducted an evaluation of the Alabama Public Service Commission's (APSC) enforcement of the Alabama excavation damage prevention law. PHMSA conducted this evaluation pursuant to 49 United States Code (USC) § 60114 and 49 Code of Federal Regulations (CFR) Part 198, Subpart D—State Damage Prevention Enforcement Programs. Based on this evaluation, PHMSA has determined that the enforcement of the Alabama excavation damage prevention law is "adequate."

PHMSA evaluates a state's excavation damage prevention enforcement program based on the criteria detailed in 49 CFR § 198.55 and scores the state's compliance with those criteria. Although APSC's enforcement program was deemed "adequate" for calendar year (CY) 2022, this is not a finding by PHMSA that the state program has no room to further improve the program's effectiveness. Accordingly, PHMSA would like to bring to your attention an area of improvement involving the requirements of 49 CFR § 198.55(a)(5). The preamble to the final rule for this requirement contains PHMSA's guidance for how it applies this section when evaluating a state program. PHMSA expects state enforcement programs to be balanced with regard to how they apply its enforcement authority. In consideration of the above, a state's enforcement should focus on the compliance responsibilities of excavators, utility owners and pipeline operators. In CY 2022, Alabama's gas distribution operators reported a total of 3,624 excavation damages to their pipeline facilities in the annual reports submitted to PHMSA, of which, 1,127 of were attributed to pipeline operators for not having complied with their responsibilities in accordance with Alabama's excavation damage prevention law, found in AL Code § 37-15. Though APSC received 202 complaints for violations of the one-call law, and appropriately issued 60 civil penalties, none of the enforcement actions taken were against pipeline operators.

On March 23, 2021, PHMSA communicated these similar concerns. In our view, and specific to PHMSA-regulated facilities, there has been no demonstrative increase in the application of

equitable enforcement since then. PHMSA does not typically deem a program “inadequate” based on this criterion alone. However, a finding of inadequacy is based on the totality of the review of a program, including its history in properly implementing the criteria described in 49 CFR § 198.55(a) and appropriately responding to PHMSA’s prior identification of areas in need of improvement. Therefore, to avoid a potential determination of “inadequacy” in the future, PHMSA encourages APSC to evaluate how it may improve its program and provide an update to PHMSA relative to these issues within 60 days from receipt of this letter.

PHMSA appreciates your dedication to pipeline safety. As you are aware, excavation damage continues to be a leading cause of pipeline failures, some of which result in fatalities, serious injuries, and environmental damage. Nationwide statistics show that effective enforcement of state damage prevention laws reduces excavation damage and pipeline incidents, resulting in enhanced public safety.

Should you or your staff have any questions regarding this letter, please contact Mr. David Appelbaum, PHMSA State Evaluator, at (202) 617-6329 or by email at [David.Appelbaum@dot.gov](mailto:David.Appelbaum@dot.gov).

Sincerely,



Zach Barrett  
Director, State Programs

cc: Mr. Jonathan M. Kimbril, Acting Director of Gas Pipeline Safety, APSC