

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

## 2023 Gas State Program Evaluation

for

## KANSAS CORPORATION 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



# 2023 Gas State Program Evaluation -- CY 2023 Gas

State Agency: Kansas Rating:

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

**Date of Visit:** 09/16/2024 - 09/20/2024

**Agency Representative:** Paul Owings, Chief Engineer, Kansas Corporation Commission

**PHMSA Representative:** Agustin Lopez, State Evaluator, PHMSA Commission Chairman to whom follow up letter is to be sent:

Name/Title: Andrew J. French, Chairperson
Agency: Kansas Corporation Commission
Address: 1500 Southwest Arrowhead Road

City/State/Zip: Topeka, KS 66604-4027

### **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 2023 (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**

<b>PARTS</b>		<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	9
D	Program Performance	50	50
E	Field Inspections	15	15
F	Damage prevention and Annual report analysis	10	10
TOTALS 100		99	
State Rating			99.0



Were the following Progress Report Items accurate? (\*items not scored on progress Info Only Info Only report)

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:**

- a. Reviewed state files and PDM to verify operator data. State has jurisdiction of all intrastate of operators.
- b. Reviewed state files and database to verity inspection days.
- c. Reviewed PDM to verify operators.
- d. Investigated all reportable incidents. There was only one in 2023.
- e. Verified compliance data with state files.
- f. State keeps electronic records.
- g. Verified training in TQ Blackboard.
- h. Still have amendements that have not been adopted.
- i. Performance and initiatives are listed in attachment.

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



4

3

3

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

#### **Evaluator Notes:**

Section 5 of the Inspection and Compliance Program of the Pipeline Safety Section Procedures has procedures that provide guidance to inspectors on how to conduct inspections. Section 5.4 Inspections includes inspector guidance on conducting inspections which include; pre-inspection, post-inspection and inspection activities. Exit interview is included as part of the inspection activities. Section 5.5 has details of each type of inspection to give guidance to inspectors.

Do written procedures address inspection priorities of each operator, and if necessary each unit, based on the following elements and time frames established in its procedures? Chapter 5.1

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

- a. Length of time since last inspection
- b. Operating history of operator/unit and/or location (includes leakage, incident and compliance activities)
- c. Type of activity being undertaken by operators (i.e. construction)
- d. Locations of operator's inspection units being inspected (HCA's, Geographic area, Population Centers, etc.)
- e. Process to identify high-risk inspection units that includes all threats -

(Excavation Damage, Corrosion, Natural Forces, Outside Forces, Material and Welds,

Equipment, Operators and any Other Factors)

f. Are inspection units broken down appropriately?

#### **Evaluator Notes:**

Section 5.3.1 has established inspection intervals, each unit will be inspected at least once every three years if possible. Section 5.5.1 has inspection interval of 5 years for standard inspections, TIMP, DIMP, OQ, D&A. Section 5.3 Inspection Priorities includes risk ranking of inspections to prioritize inspections. Data included is date of last inspection, noncompliance history, unaccounted gas, miles of unprotected pipe, miles of bare pipe, and special considerations.

- 3 (Compliance Procedures) Does the state have written procedures to identify steps to be 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 is identified
  - b. Procedures to routinely review progress of compliance actions to prevent delays or breakdowns
  - c. Procedures regarding closing outstanding probable violations

#### Evaluator Notes

Section 5.8 has detailed procedures for notifying an operator of noncompliance and provides step to resolve probable violations. Section 5.9 provides follow-up procedures to resolve non-compliance issues.

4 (Incident/Accident Investigations) Does the state have written procedures to address state 3 actions in the event of an incident/accident?

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

a. Mechanism to receive, record, and respond to operator reports of incidents, including after-hours reports



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b. 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 on-site.

#### **Evaluator Notes:**

Section 6.1 provides a mechanism for recording and actions in the event of an incident. Operators call the Commission during business hours and are given a list of the inspectors phone numbers to contact after hours.

5 General Comments:

Info Only Info Only

Info Only = No Points

**Evaluator Notes:** 

The KCC is mainly complying with Part B of the evaluation.

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

4

Has each inspector and program manager fulfilled training requirements? (See Guidelines 5 Appendix C for requirements) Chapter 4.3

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

- a. Completion of Required OQ Training before conducting inspection as lead
- b. Completion of Required DIMP/IMP Training before conducting inspection as

lead

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

#### **Evaluator Notes:**

Verified qualifications in TQ Blackboard to assure inspectors are qualified to lead inspections. Reviewed randomly selected inspection reports to verify all lead inspectors are qualified. No issues identified.

Did state records and discussions with state pipeline safety program manager indicate adequate knowledge of PHMSA program and regulations?

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

#### **Evaluator Notes:**

Previous Program Manager, Leo Haynos retired in 2024 and Paul Owings is the current Program Manager. He has been with the KCC but has not completed the required TQ courses. Due to Paul Owings being Program Manager for less than one year and has not completed the required TQ courses, there is a one point deduction.

General Comments: Info Only Info Onl

#### **Evaluator Notes:**

There was a one point deduction due to the current Program Manager, Mr. Paul Owings, being in the position for less than one year and not has not completed the required TQ courses.

Total points scored for this section: 9
Total possible points for this section: 10



10

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

5 5

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:**

Yes reviewed randomly selected inspection reports to verify time intervals were met and completeness of reports.

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:**

Reviewed randomly selected inspection reports to verify all applicable regulations are covered in each form. Use state form for standard inspections and IA equivalent for all other types of inspections.

- 3 Is state verifying monitoring (Protocol 9/Form15) of operators OQ programs? 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

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Yes = 2 No = 0Evaluator Notes:

Yes, conduct Protocol 9 OQ inspections during inspections and construction activities.

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 Subparts O and P

2

Yes = 2 No = 0 Needs Improvement = 1

- a. Are the implementation plans of the state's large/largest operators(s) being reviewed annually to ensure they are completing full cycle of the IMP process?
- 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:** 

5 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:**

Yes, the KCC has incorporated the NTSB recommendations into their inspection forms (Distribution Records and Procedures Guide).

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:** 

Discuss during yearly seminars and with operators during inspections.

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

10 10

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)



#### **Evaluator Notes:**

Yes, reviewed randomly selected inspection reports with corresponding compliance actions to verify compliance actions are processed in a timely manner.

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

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:** 

Yes, there was one reportable incident that was investigated by the KCC.

9 Did state respond to Chairman's letter on previous evaluation within 60 days and correct 1 or address any noted deficiencies? (If necessary) Chapter 8.1

Yes = 1 No = 0 Needs Improvement = .5

**Evaluator Notes:** 

Yes, the KCC responded within the 60 day requirement.

10 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:** 

Conduct a yearly seminar. Last seminar was Oct 27-28, 2023

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

Info Only = No Points Evaluator Notes:

Yes, this is a question on the inspection form.

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).

Yes = 1 No = 0 Needs Improvement = .5

Evaluator Notes

Hold municipal workshops. Have a newsletter that goes out every other month.

Did state execute appropriate follow-up actions to Safety Related Condition (SRC) 1 Reports? Chapter 6.7

Yes = 1 No = 0 Needs Improvement = .5

**Evaluator Notes:** 

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No SRCR in 2023.

14 Was the State responsive to:

Yes = 1 No = 0 Needs Improvement = .5

- Surveys or information requests from NAPSR or PHMSA; and
- PHMSA Work Management system tasks?

**Evaluator Notes:** 

Yes, respond to PHMSA and NAPSR requests.

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.

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Yes = 1 No = 0 Needs Improvement = .5

**Evaluator Notes:** 

Older waivers seem to have been not applicable since rule changes no longer makes them waivers. Other waivers do not have any stipulations or conditions that have to be checked by the state.

16 Were pipeline program files well-organized and accessible? Info Only Info Only

Info Only = No Points **Evaluator Notes:** 

Yes, files are well organized.

Discussion with State on accuracy of inspection day information submitted into State 17 Inspection Day Calculation Tool (SICT). Has the state updated SICT data?

3

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

**Evaluator Notes:** 

Discussed the SICT and do no foresee any issues. Have risk ranking of inspections and with experience can calculate the time for inspectsions.

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:** 

Discussed metrics with KCC. No negative trends for the metrics. Leaks seem consistent and damages are below national average.

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 Info Only

- Info Only = No Points a. https://pipelinesms.org/
  - b. Reference AGA recommendation to members May 20, 2019

**Evaluator Notes:** 

Question on inspection guides that generate discussions with operators. Speaker at 2024 seminar.

20 General Comments: Info Only Info Only

Info Only = No Points

**Evaluator Notes:** 

The KCC is mainly complying with Part D of the evaluation.

Total points scored for this section: 50 Total possible points for this section: 50 Info Only = No Points

- a. What type of inspection(s) did the state inspector conduct during the field portion of the state evaluation? (i.e. Standard, Construction, IMP, etc)
- b. When was the unit inspected last?
- c. Was pipeline operator or representative present during inspection?
- d. Effort should be made to observe newest state inspector with least experience

#### **Evaluator Notes:**

Kansas Gas Service

Lucas Hertlein, Pipeline Safety Inspector, KCC

Kansas City area

September 19, 2024

Agustin Lopez, State Evaluator, PHMSA

- a. Observed Mr. Lucas Hertlein conduct a construction inspection of service line replacements.
- b. Unit was ispected in 2023.
- c. Yes, operator representative was present.
- d. Have not evaluated Lucas Hertlein.
- 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

#### **Evaluator Notes:**

Inspector utilized his laptop to document the inspection results into the Pipeline Safety Database System (PSDS). Suggested to inspector to utilize a construction inspection form while conducting insepction to use as a guide.

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:

Inspector reviewed certain procedures, records and a field observation of the pipe condition. Verified OQ of technicians and calibration records. One call ticket was also verified.

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, Lucas Herlein was knowledgeable of the pipeline safety regulations. He asked questions pertaining to the regulations and reviewed records.

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

Evaluator Notes:

Yes, inspection was concluded with an exit with the operator/contractor.



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

Info Only Info Only

Info Only = No Points

- 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

#### **Evaluator Notes:**

Yes, all PPE was worn at all times.

7 General Comments:

Info Only = No Points

Info Only Info Only

**Evaluator Notes:** 

Lucas Hertlein conducted a very good construction inspection of Kansas Gas Service distribution system. He inspected two service line replacements with directional drilling.

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



- 1 Has the state reviewed Operator Annual reports, along with Incident/Accident reports, for accuracy and analyzed data for trends and operator issues.

2

Yes = 2 No = 0 Needs Improvement = 1

**Evaluator Notes:** 

Yes, Data sheet of pipeline system is submitted to state by operators annually and reviewed during inspections to verify accuracy and any issues. Keep annual report and operator data on their database PSDS. KCC regulates yardlines and keep track of unprotected steel yardlines.

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

2

**Evaluator Notes:** 

Have issued an order to Kansas Gas for locating practices being insufficient. KGS had to incorporate several items to their locating practices as ordered per the KCC. Also issued civil penalties which are being used for education in three state schools that provide excavator training for excavators.

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

4

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

- a. 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.)?
- c. 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?
- d. Is the operator or its locating contractor(s) qualified and following written procedures for locating and marking facilities?
- e. Is the operator appropriately requalifying locators to address performance deficiencies?
- f. What is the number of damages resulting from mismarks?
- g. What is the number of damages resulting from not locating within time requirements (no-shows)?
- h. Is the operator appropriately addressing discovered mapping errors resulting in excavation damages?
- i. Are mapping corrections timely and according to written procedures?
- j. Has the state evaluated the causes for the damages listed under "Excavation Practices Not Sufficient" (Part D.1.c.)?

Evaluator Notes:

Kansas Gas and Atmos have by an order that requires to report all damages within an hour. Black Hills volunteer the information. Data sheet of pipeline system is submitted to state annually and reviewed along with annual reports to verify accuracy which include Part D of the annual report.

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?

2

2

Yes = 2 No = 0 Needs Improvement = 1

- a. What stakeholder group is causing the highest number of damages to the pipelines? Operator, contractor, locating company or public.
- b. Has the state verified the operator is appropriately focusing damage prevention education and training to stakeholders causing the most damages?
- c. 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.

d. Has the state verified the operator is appropriately focusing damage prevention education and training to address the causes of excavation damages?

**Evaluator Notes:** 

Damages is tracked by the KCC and the damages per 1,000 is used for the yearly budget which also shows any negative trends.

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

**Evaluator Notes:** 

The KCC is mainly complying with Part F of the evaluation.

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