

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

# 2023 Gas State Program Evaluation

for

# MA DEPT. OF PUBLIC UTILITIES

# 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: Massachusetts Rating:

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

**Date of Visit:** 08/18/2024 - 08/23/2024

Agency Representative: Richard Enright, Director, Pipeline Safety Division

Justin Evans, Assistant Director Phillip Denton, Assistant Director

Emily Hamrock, Assistant General Counsel

Daniel Taylor, Auditor Ashley Baker, Auditor

Jennifer Cabrera, Damage Prevention Manager **PHMSA Representative:** Glynn Blanton, US DOT/PHMSA State Evaluator

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

Name/Title: James Van Nostrand, Chair

**Agency:** Massachusetts Department of Public Utilities

Address: One South Station
City/State/Zip: Boston, MA 02110

# **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**

PARTS	$\mathbf{S}$	<b>Possible Points</b>	<b>Points Scored</b>
A	Progress Report and Program Documentation Review	0	0
В	Program Inspection Procedures	15	15
С	State Qualifications	10	10
D	Program Performance	50	50
Е	Field Inspections	15	15
F	Damage prevention and Annual report analysis	10	10
TOTA	LS	100	100
State I	Rating		100.0



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

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:**

- a. Reviewed and found data correct.
- b. Reviewed and found data correct.
- c. Reviewed and found data correct.
- d. Verification of the incidents found it listed in PHMSA Portal.
- e. Reviewed and found data correct.
- f. No issues
- g. Satisfactory
- h. No issues
- i. No issues
- 2023 Progress Report score was 50.

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



		· · · · · · · · · · · · · · · · · · ·	
1	Do written procedures address pre-inspection, inspection and post inspection activities for each of the following inspection types: Chapter 5.1	5	5
	Yes = 5 No = 0 Needs Improvement = 1-4  Standard Ingrestions, which include Drug (Alachel, CDM and Dublic		
	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		
Evaluato			
All r	requirements for this question were found satisfied. No loss of points.		
2	Do written procedures address inspection priorities of each operator, and if necessary	4	4
-	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		
	<ul><li>and compliance activities)</li><li>c. Type of activity being undertaken by operators (i.e. construction)</li></ul>		
	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?		
Evaluato	in the inspection white events we will appropriately.		
	requirements for this question were found satisfied. No loss of points.		
——————————————————————————————————————	requirements for this question were found satisfied. 130 foss of points.		
3	(Compliance Procedures) Does the state have written procedures to identify steps to be	3	3
	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		
Evaluato			
	requirements for this question were found satisfied. No loss of points.		
	tor and question were round summing. The round of points.		
4	(Incident/Accident Investigations) Does the state have written procedures to address state	3	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		
	b. If onsite investigation was not made, do procedures require on-call staff to		

on-site.

All requirements for this question were found satisfied. No loss of points.

obtain sufficient information to determine the facts to support the decision not to go

5 General Comments: Info Only = No Points

**Evaluator Notes:** 

No loss of points occurred in this section of the review.

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



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

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

- 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.
- 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:**

All requirements for this question were found satisfied. No loss of points.

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

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

General Comments:

3

All requirements for this question were found satisfied. No loss of points.

Info Only Info Only

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

No loss of points occurred on this section of the review.

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

10

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2

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:**

A review of randomly selected operators for this review in CY2023 was conducted. The review found all intervals inspections were scheduled in accordance with their procedures.

All requirements for this question were found satisfied. No loss of 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:**

All requirements for this question were found satisfied. No loss of points.

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

All requirements for this question were found satisfied. No loss of points.

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

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?



All requirements for this question were found satisfied. No loss of points.

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

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:** 

All requirements for this question were found satisfied. No loss of points.

- Did the State verify Operators took appropriate action regarding advisory bulletins issued since the last evaluation? (Advisory Bulletins Current Year)
  - Yes = 1 No = 0 Needs Improvement = .5

**Evaluator Notes:** 

No advisory bulletins issued in CY2023.

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

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:** 

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8 (Incident Investigations) Were all federally reportable incidents investigated, thoroughly 10 10 documented, with conclusions and recommendations? Yes = 10 No = 0 Needs Improvement = 1-9 Does state have adequate mechanism to receive and respond to operator reports of incidents, including after-hours reports?

- Did state keep adequate records of Incident/Accident notifications received? b.
- 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?
- Were onsite observations documented? d.
- Were contributing factors documented? e.
- f. Were recommendations to prevent recurrences, where appropriate, documented?
- Did state initiate compliance action for any violations found during any incident/accident investigation?
- 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?
- Does state share any lessons learned from incidents/accidents?

# **Evaluator Notes:**

All requirements for this question were found satisfied. No loss of points.

9 Did state respond to Chairman's letter on previous evaluation within 60 days and correct 1 1 or address any noted deficiencies? (If necessary) Chapter 8.1 Yes = 1 No = 0 Needs Improvement = .5

#### **Evaluator Notes:**

All requirements for this question were found satisfied. No loss of points.

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:**

Yes, the last pipeline safety seminar was conducted on October 24-25, 2023, held Westborough, MA. Number of attendees were 137.

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

# **Evaluator Notes:**

All requirements for this question were found satisfied. No loss of points.

Does the state have a mechanism for communicating with stakeholders - other than state 1 1 12 pipeline safety seminar? (This should include making enforcement cases available to public).

Yes = 1 No = 0 Needs Improvement = .5

Info Only = No Points

# **Evaluator Notes:**

Yes, MDPU website is used to communicate with the operator and general public about their program and actions taken against operators for non-compliance with safety regulations.

Did state execute appropriate follow-up actions to Safety Related Condition (SRC) 13 1 1 Reports? Chapter 6.7

Yes = 1 No = 0 Needs Improvement = .5

#### **Evaluator Notes:**

All requirements for this question were found satisfied. No loss of points.

16	Were pipeline program files well-organized and accessible?  Info Only = No Points	Info Only l	Info Only
Evaluato	·		
All r	requirements for this question were found satisfied. No loss of points.		
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	3	3
Evaluato			
They	y have an excellent understanding of the SICT program and filed the results on July 23, 202	24.	
18	Discussion on State Program Performance Metrics found on Stakeholder Communicatio site.\ http://primis.phmsa.dot.gov/comm/states.htm?nocache=4805	n Info Only l	Info Only
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Evaluato All 1	site.\ http://primis.phmsa.dot.gov/comm/states.htm?nocache=4805 Info Only = No Points or Notes: requirements for this question were found satisfied. No loss of points.  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	
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Evaluato All r 19 Evaluato Yes,	site.\ http://primis.phmsa.dot.gov/comm/states.htm?nocache=4805 Info Only = No Points or Notes: requirements for this question were found satisfied. No loss of points.  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  a. https://pipelinesms.org/ b. Reference AGA recommendation to members May 20, 2019 or Notes: , this item is continuously presented and discussed at the Northeast Gas Association.  General Comments: Info Only = No Points	Info Only	Info Only

Surveys or information requests from NAPSR or PHMSA; and

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

PHMSA Work Management system tasks?

All requirements for this question were found satisfied. No loss of points.

operator amend procedures where appropriate.

Yes = 1 No = 0 Needs Improvement = .5

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15

**Evaluator Notes:** 

Was the State responsive to: Yes = 1 No = 0 Needs Improvement = .5

b.

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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:**

A. This was an LNG inspection conducted on National Grid Company in Tewksbury, MA.

The following individuals were present:

MDPU:

Rick Enright - Director

Phil Denton - AD

Justin Evans - AD

James Birch - Lead Inspector

Mario Tavolieri - Inspector

Tom Wheble - Inspector

Justin Violette - Inspector

Matthew MacInnis - Inspector

David Degler - Inspector

David Bienvenue - Inspector

PHMSA:

Glynn Blanton, State Programs

National Grid:

Ken Sparks - Plant Supervisor

Lizette Lofton - National Grid LNG Compliance

Ari Flores - Director Mass North

Chris Livingstone - Lead Engineer

- b. This unit was last inspected in CY2022.
- c. See above list.
- d. James Birch MDPU was the Lead Inspector being observed.
- 2 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** 

Yes, observed the lead and other MDPU inspectors using the agency's inspection form number 4: LNG Facility Baseline Field Inspection WOC 2024-1.

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:**

All requirements for this question were found satisfied. No loss of points.

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

Yes = 2 No = 0 Needs Improvement = 1

2

2

1

**Evaluator Notes:** 

All requirements for this question were found satisfied. No loss of points.

5 Did the inspector conduct an exit interview, including identifying probable violations? (If 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, a thorough and professional exit interview was conducted with operator representatives. Information was gathered by all inspectors on items of concern and shared with the representatives.

All requirements for this question were found satisfied. No loss of points.

6 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 safety practices were followed.

A complete field inspection was conducted on the LNG facility. Observed the transfer of LNG from two transportation trucks to the facility tank.

All requirements for this question were found satisfied. No loss of points.

7 General Comments:

Info Only Info Only

Info Only = No Points

# **Evaluator Notes:**

No loss of points occurred in this section of the review.

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



2

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

Yes = 2 No = 0 Needs Improvement = 1

#### **Evaluator Notes:**

All requirements for this question were found satisfied. No loss of points.

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)

2

2

Yes = 2 No = 0 Needs Improvement = 1

## **Evaluator Notes:**

Yes, quarterly reports are filed by the operators to the agency on all damages that have occurred on their facilities. They use this data to perform an analysis on who has caused the highest percentage of damages along with a review of the operator's adverse action reports related to contractors who have repeated violations of the State's Dig Safe Law. This information is posted on their website.

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

4

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:

- a. Yes
- b. Yes, causes are due: 1. Not calling or using the Dig Safe Center. 2. No Dig Safe or valid Dig Safe Ticket.
- c. Most damages continue to occur due to operator's mapping errors.
- d. & e. Companies use their in-house locator's and monitor their performance.
- f. Number of damages from mismark continues to be highest number.
- g. The number of damages resulting from not locating within the time requirement is approximately 20%.
- h. Yes
- i. Yes, operators are aware of this item. MDPU has a rule that requires operator to update their mapping after each construction project has been completed within 90 days.
- j. Yes, they are continually reviewing this root cause item in their data collection program.
- 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

2

a. What stakeholder group is causing the highest number of damages to the pipelines? Operator, contractor, locating company or public.



2

- 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:**

- a. Contractors.
- b. Yes
- c. Yes, excavation damages is failure to use hand tools.
- d. Yes. The MA DPU Dig Safe program continues to collect data to determine the causes of excavation damages in their State. Massachusetts 2023 damages per 1000 locates was 1.6 and below the National Average of 2.52.

# 5 General Comments:

Info Only Info Only

Info Only = No Points Evaluator Notes:

No loss of points occurred in this section of the review.

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

