

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

# 2023 Gas State Program Evaluation

for

Minnesota Office of Pipeline Safety

# 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: Minnesota Rating:

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

Date of Visit: 08/20/2024 - 08/22/2024

**Agency Representative:** Jonathan Wolfgram, Deputy Director MNOPS

PHMSA Representative: David Lykken, State Liaison - PHMSA State programs

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

Name/Title: Bob Jacobson, Commissioner

Agency: Minnesota Department of Public Safety
Address: 445 Minnesota Street, Suite 1000

City/State/Zip: St. Paul, MN 55101

## **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>
Α	Progress Report and Program Documentation Review	0	0
В	Program Inspection Procedures	15	15
C	State Qualifications	10	10
D	Program Performance	50	47
E	Field Inspections	15	15
F	Damage prevention and Annual report analysis	10	10
TOTALS		100	97
State R	ating	•••••	97.0



# PART A - Progress Report and Program Documentation Review

Points(MAX) Score

1 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:** 

No issues or concerns identified. PR scoring 50 pts.

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



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

OO Inspections

**LNG Inspections** 

including after-hours reports

on-site.

Yes to items a and b. No issues.

**Evaluator Notes:** 

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c. d.

e. f.

Awareness Effectiveness Inspections

for each of the following inspection types: Chapter 5.1

**Damage Prevention Inspections On-Site Operator Training** 

Construction Inspections (annual efforts)

1

5

4

3

3

5

4

3

Mechanism to receive, record, and respond to operator reports of incidents,

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

Do written procedures address pre-inspection, inspection and post inspection activities

Standard Inspections, which include Drug/Alcohol, CRM and Public

TIMP and DIMP Inspections (reviewing largest operator(s) plans annually)



5 General Comments: Info Only Info Only

Info Only = No Points

**Evaluator Notes:** 

No point deductions under Part B. Question B-2a: The program will revise its written procedures to reflect the change from the Calendar Year Planning 'with' Grace Period Approach to the Calander Year Planning 'without' Grace Period Approach.

Total points scored for this section: 15

Total possible points for this section: 15



Info Only = No Points

No point deductions under Part C.

**Evaluator Notes:** 

5

5

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



5

10

2

2

5

10

2

2

- 1 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 = 1-4Standard (General Code Compliance) a.
  - Public Awareness Effectiveness Reviews b.
  - c. Drug and Alcohol
  - d. Control Room Management
  - Part 193 LNG Inspections e.
  - f. Construction (did state achieve 20% of total inspection person-days?)
  - OQ (see Question 3 for additional requirements) g.
  - IMP/DIMP (see Question 4 for additional requirements) h.

#### **Evaluator Notes:**

Yes. No issues identified. No point deductions.

2 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)
- Public Awareness Effectiveness Reviews b.
- Drug and Alcohol c.
- d. Control Room Management
- Part 193 LNG Inspections e.
- f. Construction
- OQ (see Question 3 for additional requirements) g.
- IMP/DIMP (see Question 4 for additional requirements) h.

#### **Evaluator Notes:**

Yes. No concerns identified with inspections forms used. MNOPS utilizes the IA form most inspections performed. No point deductions.

- 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 =  $\frac{1}{2}$  No = 0 Needs Improvement = 1

#### **Evaluator Notes:**

Yes. No issues. The program devoted 27.5 field days to OQ activities.

Is state verifying operator's integrity management Programs (IMP and DIMP)? This 4 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

- 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?
- Are states verifying with operators any plastic pipe and components that have shown a record of defects/leaks and mitigating those through DIMP plan?
- Are the states verifying operators are including low pressure distribution systems in their threat analysis?

**Evaluator Notes:** 

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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

Yes = 2 No = 0 Needs Improvement = 1

- Operator procedures for determining if exposed cast iron pipe was examined for evidence of graphitization and if necessary remedial action was taken:
- 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);
- 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:
- Operator records of previous accidents and failures including reported thirdparty damage and leak response to ensure appropriate operator response as required by 192.617:
- 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;
- Operator procedures for considering low pressure distribution systems in threat
- Operator compliance with state and federal regulations for regulators located inside buildings?

#### **Evaluator Notes:**

Items a & b N/A. No known CI remaining in MN.

Items c thru g: Notices (surveys) sent out to operators annually.

6 Did the State verify Operators took appropriate action regarding advisory bulletins issued 1 since the last evaluation? (Advisory Bulletins Current Year)

Yes = 1 No = 0 Needs Improvement = .5

**Evaluator Notes:** 

Yes. However, there were no PHMSA advisory bulletins issued in CY2023. Section 5.4.2 of MNOPS manual.

(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

- Were compliance actions sent to company officer or manager/board member if municipal/government system?
- Were probable violations documented properly? b.
- Resolve probable violations c.
- d. Routinely review progress of probable violations
- Did state issue compliance actions for all probable violations discovered? e.
- f. Can state demonstrate fining authority for pipeline safety violations?
- 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.
- Within 30 days, conduct a post-inspection briefing with the owner or operator i. outlining any concerns
- 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:** 

Three-point deduction for the following...

2

2

1

7

D-7b: Probable Violations were improperly documented. In some cases, MNOPS inspection staff would record on inspection forms, Unsatisfactory results as being 'Concerns' or even as 'Satisfactory' allowing operators additional time to correct deficiencies or giving a pass until the next inspection.

### Examples....

- \* 2023 Fairfax F&R Inspection: No PV's or Concerns recorded. Annual Report submission inaccurate, low CP reads identified, no pressure test documentation for certain new services installed in 2021 and 2022. Operator was only instructed to correct items and provide updates to MNOPS once corrected.
- \*2023 New Ulm F&R inspection. 10 of the 12 District Regulator station maintenance records did not have the review of relief capacities completed. This concern did not get noted in the MNOPS database as being identified.

MNOPS needs to take a stronger position with all operators and properly document Un-Satisfactory/Probable Violations when identified and requiring records be provided at the time of inspections are conducted. Supervisors assigned to review inspection results need to do a better job in making those determinations before passing on for final approval by the Program Director.

D-5e: MNOPS Written Compliance Actions to pipeline operators took up to one year to be issued from the time inspections were completed. Delays in issuing correspondence were primarily related to 1) MNOPS inspectors allowing operators an unreasonable amount of time to provide them with records and other documentation not provided at the time of inspections and 2) MNOPS inspection staff's delay in completing inspection documentation and draft correspondence in a reasonable amount of time.

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. No issues identified for items a thru i.

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. State Programs letter out on 9/8/2023. MNOPS response dated 10/23/2023. Deficiency identified was addressed.

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:** 

11	Has state confirmed transmission operators have submitted information into NPMS database along with changes made after original submission?  Info Only = No Points	Info Only In	fo Only
Evaluator			
yes.	No issues.		
12	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	1	1
Evaluator			
Yes.	No issues or concerns noted.		
13	Did state execute appropriate follow-up actions to Safety Related Condition (SRC) Reports? Chapter 6.7 Yes = 1 No = 0 Needs Improvement = .5	1	1
Evaluator	r Notes:		
Yes,	when applicable. No SRC's reported in CY2023. Last in CY2021.		
14	Was the State responsive to:  Yes = 1 No = 0 Needs Improvement = .5  a. Surveys or information requests from NAPSR or PHMSA; and b. PHMSA Work Management system tasks?	1	1
Evaluator	· · · · · · · · · · · · · · · · · · ·		
	PM was NAPSR Chairman in CY2023.		
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		1
Evaluator			
Yes.	None new in CY2023. 2 currently active and being monitored.		
16	Were pipeline program files well-organized and accessible?  Info Only Info Only Info Only  Info Only = No Points		fo Only
Evaluator	·		
Yes.			
17 Evaluator	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



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

SICT updated by the end of July 2023. No significant changes.

**Evaluator Notes:** 

No significant changes. One call damages trending downward. MNOPS now has complete one-call enforcement authority.

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
  - a. https://pipelinesms.org/
  - b. Reference AGA recommendation to members May 20, 2019

**Evaluator Notes:** 

Yes.

# **20** General Comments:

Info Only Info Only

Info Only = No Points

**Evaluator Notes:** 

Question D-7 Three-points deduction for the following...

D-7b: Probable Violations were improperly documented. In some cases, MNOPS inspection staff would record on inspection forms, Unsatisfactory results as being 'Concerns' or even as 'Satisfactory' allowing operators additional time to correct deficiencies or giving a pass until the next inspection.

MNOPS needs to take a stronger position with all operators and properly document Un-Satisfactory/Probable Violations when identified and requiring records be provided to inspectors at the time inspections are conducted. Supervisors assigned to review inspection results need to do a better job in making those determinations before passing on for final approval by the Program Director.

D-7e: MNOPS Written Compliance Actions to pipeline operators took up to one year to be issued from the time inspections were completed. Delays in issuing correspondence were primarily related to 1) MNOPS inspectors allowing operators an unreasonable amount of time to provide them with records and other documentation not provided at the time of inspections and 2) MNOPS inspection staff's delay in completing inspection documentation and draft correspondence in a reasonable amount of time.

Total points scored for this section: 47 Total possible points for this section: 50



#### **Evaluator Notes:**

- 1: Lake Region Energy Services, Otter Tail County, 8/21/2024, D. Lykken
- a. Std Insp Field & Records b. Inspected annually c. Yes d. Mr. Schuette has been with MNOPS since 2021.
- 2: MN Energy Resources Corporation (MERC), Rosemount, MN, 8/22/2024, D. Lykken
- a. New Construction PE main installation by MERC contractor b. Inspected annually c. No (unannounced visit) d. Ms. Hickman has been with the MNOPS for 5.5 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

#### **Evaluator Notes:**

Yes, for inspections 1 and 2. No issues.

- Did the inspector adequately review the following during the inspection

  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:**

Yes, for inspections 1 & 2. No concerns noted.

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, for both Mr. Schuette and for Ms. Hickman. Both did a thorough job.

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:**

Info Only = No Points

a.

Yes. Inspection #1 several items identified requiring correction. Inspection #2 no issues identified.

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

No unsafe acts should be performed during inspection by the state inspector

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- 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. No issues or concern noted for both.

General Comments:

Info Only = No Points

Info Only Info Only

**Evaluator Notes:** 

No point deductions under Part E.

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



2

4

2

2

2

4

**Evaluator Notes:** 

1

Yes. No changes from prior year.

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)

Has the state reviewed Operator Annual reports, along with Incident/Accident reports, for

Yes = 2 No = 0 Needs Improvement = 1

**Evaluator Notes:** 

Yes. No areas of concern or other issues identified.

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

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:** 

Yes for item a thru j. No concerns noted.

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

- 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:** 

Yes, data is collected. No changes from prior year.

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Info Only Info Only

5 General Comments: Info Only = No Points

**Evaluator Notes:** 

No point deductions under Part F.

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

