

GORDI 43°55'19" N. 69°29'54" W. Kenne-bunk, Maine (075.1/57.0)
 DOMIE 41°39'12" N. 70°57'00" W. Putnam, Conn. (128.0/44.0)
 PATTY 40°50'10" N. 71°58'04" W. Putnam, Conn. (198.8/67.4)
 SARDI 40°31'19" N. 72°47'56" W. Kennedy, N.Y. (109.0/45.0)

c. J831R would be added to read as follows:

J831R New York, N.Y. to Cod
 PATTY 40°50'10" N. 71°58'04" W. Putnam, Conn. (198.8/67.4)
 Nantucket, Mass. 41°16'54" N. 70°01'38" W. Nantucket, Mass. (000.0/00.0)
 Cod 41°16'50" N. 68°00'00" W. Nantucket, Mass. (104.3/91.7)

The proposed Jet Route and RNAV routes would improve air traffic handling in the New York area and conform to recommendations made by the Metropolitan Area Review Committee in their March 1974 report.

These amendments are proposed under the authority of sec. 307(a) and 1110 of the Federal Aviation Act of 1958 (49 U.S.C. 1348(a) and 1510), Executive Order 10854 (24 FR 9565) and sec. 6(c) of the Department of Transportation Act (49 U.S.C. 1655(c)).

Issued in Washington, D.C., on September 20, 1974.

CHARLES H. NEWPOL,
*Acting Chief, Airspace and Air
 Traffic Rules Division.*

[FR Doc. 74-22341 Filed 9-25-74; 8:45 am]

Office of Pipeline Safety

[49 CFR Part 192]

[Docket No. OPS-30, Notice 74-6]

OFFSHORE PIPELINE FACILITIES

Proposed Standards

The Federal gas pipeline safety standards in Part 192 of Title 49 of the Code of Federal Regulations cover pipelines and pipeline facilities used in the transportation of gas on the "outer continental shelf" and the "lands beneath navigable waters" as those terms are defined in the Outer Continental Shelf Lands Act (43 USC 1331) and the Submerged Lands Act (43 USC 1301), respectively. These areas are hereinafter called "offshore."

The Office of Pipeline Safety (OPS) is considering the need to establish additional standards for the safety of offshore pipeline facilities used to transport gas and to amend existing standards in Part 192 applicable to offshore pipelines. Many of the current standards in Part 192 are by their terms inappropriate for pipeline facilities located offshore. Others, while they are construed to apply to offshore facilities, do not, in the opinion of OPS, prescribe adequate minimum safety requirements for an offshore environment. Some of the restrictions which provide minimum safety onshore appear to OPS to be unreasonable or unnecessary to ensure operational safety when applied offshore. These difficulties exist in part because the standards in Part 192 reflect the requirements of the 1968 edition of the United States of

America Standards Institute B31.8 Code. The requirements of the 1968 edition of this Code are based on principles developed primarily in onshore operations.

This notice solicits early participation by the public in selecting a course of action with respect to developing new or amended rules for offshore pipelines and pipeline facilities. It does not contain proposals for final rule making action. OPS has a policy of beginning a rule making proceeding in this manner before making a specific proposal for rules or amendments where information available to OPS is insufficient to provide a firm basis for action. This notice is in furtherance of that policy.

Besides the considerations of OPS, this notice is based on a petition submitted by the Interstate Natural Gas Association of America (INGAA) to change many of the standards in Part 192 with respect to offshore pipelines. As discussed hereafter, OPS has identified a number of problems in the INGAA petition where advance public comment would be helpful in deciding upon the scope and nature of any formally proposed rule changes. Some of the rule changes suggested by INGAA in its petition which do not concern standards discussed in this notice will be the subject of a future notice of proposed rule making. The INGAA petition is included in the docket for this proceeding and may be reviewed by interested persons.

The primary objective of any new or amended standard for offshore pipelines and pipeline facilities is to provide safety for the general public. To the extent that any new or amended standards are designed to limit or prevent discharges from pipelines or pipeline facilities, these standards will also provide for protection against pollution of the navigable waters or waters of the Outer Continental Shelf.

The OPS invites all interested persons to review the existing standards and the INGAA suggestions and then submit views, data, and information on the following identified problem areas:

(1) *Class location.* Section 192.5 classifies pipeline locations by number based on the number of inhabited buildings within a specific area and on the proximity of a pipeline to inhabited buildings or occupied outside areas. These classifications are referenced throughout the standards in Part 192 wherever the level of safety required varies according to the location of the pipeline to which the standard applies. A higher degree of safety is required as classification numbers increase.

The classifications in §192.5 were not adopted with offshore pipelines in mind. As a result, the level of safety required by Part 192 under the existing classification scheme may be inappropriate or insufficient for offshore pipeline facilities, except perhaps for facilities at or near platforms or shorelines. If this is true, how should offshore pipeline facilities be classified to provide an adequate level of safety? For example, in addition to proximity to inhabited areas, should offshore pipelines be classified in terms of

the depth of water over a pipeline, the turbulence of water around a pipeline, or the proximity of a pipeline to shipping lanes?

(2) *Supports and anchors.* The existing requirements pertaining to this subject are in §192.161. Paragraphs (b)-(f) concern anchors or supports for "exposed" and "underground" pipelines. It is unclear which, if any, of these requirements applies to offshore pipelines. Which of the requirements should be amended to expressly cover offshore pipelines? If paragraph (f) concerning a foundation to prevent lateral or vertical pipeline movement applies offshore, should it be amended to permit a flexible installation as permitted in paragraph (e)?

(3) *Compressor stations; design and construction.* Section 192.163 governs the design and construction of compressor stations. It was developed with onshore installations in mind. Some of the requirements, particularly in paragraph (a) which covers location, cannot be met offshore. How should §192.163 be amended to provide for the differences between onshore and offshore compressor stations?

(4) *Installation of pipe in a ditch.* Section 192.319 governs installation of pipe in a ditch. What problems are involved in complying with this section offshore? What changes in the requirements should be made to accommodate offshore problems?

(5) *Cover.* Section 192.327 prescribes minimum thickness of soil and rock cover for buried pipelines in various situations. However, this section does not require that pipelines be buried. Should there be a mandatory requirement that offshore pipelines be buried in certain areas? What technological or equipment difficulties would preclude mandatory burial or make it economically impracticable? What offshore hazards would pertain to the burial of pipe? Also, OPS is interested in learning what State or local requirements exist for burial near shorelines and under shipping lanes.

Are the existing cover requirements adequate for offshore pipelines installed below the sea bed? If not, what requirements would be appropriate for offshore pipelines? Should requirements vary with depth of water cover? In answering these questions, it is important to note that significant factors affecting the need for cover offshore do not occur onshore: bottom currents, depth of water cover, vessel traffic, characteristics of soil in the sea bed, and proximity to offshore platforms.

(6) *Leak test and strength test requirements.* When air, natural gas, or inert gas is used as a test medium under §192.503 to substantiate a proposed maximum allowable operating pressure, the maximum hoop stress allowed is governed by the table in paragraph (c). The maximum hoop stress allowed by this table for a Class 1 location, applicable to most offshore pipelines, is 80 percent of specified minimum yield strength (SMYS). INGAA suggests that tests

made under water should be permitted at 90 percent of SMYS. What hazards in testing under water should be considered in deciding whether a 90 percent level would be safe? If the allowable percentage of SMYS were increased to 90, should any additional safeguards be required to provide a level of safety equal to that for testing at 80 percent of SMYS?

(7) *Increasing maximum allowable operating pressures (uprating).* When uprating is done by increments, § 192.553(a) (1) requires that the segment of pipeline affected be checked for leaks at the end of each increment. Then, under paragraph (a) (2), each leak detected must be repaired or, if the leak is not potentially hazardous, monitored during the pressure increase. Except near shorelines, under shipping lanes, and at or near platforms, leaks offshore are probably not as dangerous as those onshore. Most offshore leaks are unlikely to result in a fire or to accumulate in a closed area and result in an explosion. Should requirements in Subpart K for incremental increases in pressure during uprating apply to offshore pipelines? If so, where there is little risk involved with leaks offshore, are checks for leaks necessary at each incremental increase in pressure? Are hazards present in the process of checking and monitoring leaks under water? If hazards are present, do they overcome the safety advantages of multiple checks for leaks? If the submerged portions of offshore pipelines are exempted from paragraph (a), should the requirements remain applicable to pipelines at or near platforms?

(8) *Uprating under § 192.557.* Paragraph (b) (2) requires that before increasing maximum allowable operating pressure, leaks detected as a result of a leakage survey must be repaired or, if the leak is not potentially hazardous, monitored during the pressure increase. Since gas escaping from an underwater pipeline is not as dangerous as gas escaping onshore (except near shorelines, under shipping lanes, and at or near platforms), should offshore pipelines be exempted from paragraph (b) (2)? Also, are the incremental increases required by paragraph (c) too restrictive? If so, what increases should be permitted?

(9) *Transmission lines: markers.* Section 192.707 requires operators to install line markers wherever necessary to reduce the possibility of damage to or interference with transmission lines. Conventional markers probably cannot be installed offshore. In what locations are markers presently installed offshore? Should this section be amended with respect to offshore pipelines? If so, how should it be amended?

(10) *Transmission lines: permanent field repairs.* Under §§ 192.713, 192.715 and 192.717, a permanent field repair of any imperfection or damage, unacceptable weld, or leak must be made by welding, except for leaks due to corrosion pitting. To meet these welding requirements for offshore pipelines, operators must use specialized equipment and personnel

specially trained to make an acceptable underwater weld. The need for special offshore equipment and personnel results in greater costs of compliance than in meeting the requirements onshore. These added costs may not be warranted in view of the reduced hazard posed by gas escaping offshore as compared with onshore leaks. INGAA states that devices using mechanical connections have been developed to make repairs equal to or better than welding. Should §§ 192.713, 192.715, and 192.717 be amended to permit the use of mechanical connections in lieu of welding offshore? What difficulties have arisen in complying with the current welding requirements offshore?

The OPS is interested in learning more about the use of mechanical devices for permanent repair of pipelines. What types of devices are available on the market for making these repairs and what equipment is necessary for installation? What research and testing has been accomplished concerning these mechanical devices? Has the pipeline industry's experience in using the devices shown them to be reliable for making underwater repairs? Do these devices make a repair as safe as welding? If the devices are permitted offshore in lieu of welding, should they also be permitted onshore?

Comments should identify the notice number and be submitted in duplicate to the Director, Office of Pipeline Safety, Department of Transportation, Washington, D.C. 20590. All comments received by November 22, 1974, will be considered by the Director before taking action based on this notice. Late filed comments will be considered so far as practicable. As they are received, comments will be placed in the public docket and thereafter will be available for examination by interested persons.

This advance notice of proposed rule making is issued under the authority of section 3 of the Natural Gas Pipeline Safety Act of 1968 (49 U.S.C. § 1672), § 1.58(d) of the regulations of the Office of the Secretary of Transportation (49 CFR 1.58(d)), and the redelegation of authority to the Director, Office of Pipeline Safety, set forth in Appendix A to Part 1 of the regulations of the Office of the Secretary of Transportation (49 CFR Part 1).

Issued in Washington, D.C., on September 20, 1974.

JOSEPH C. CALDWELL,
Director, Office of
Pipeline Safety.

[FR Doc.74-22315 Filed 9-25-74;8:45 am]

[49 CFR Part 192]

[Docket No. OPS-31; Notice 74-7]

TRANSPORTATION OF NATURAL AND OTHER GAS BY PIPELINE

Definition of Gathering Line

The Office of Pipeline Safety (OPS) is considering an amendment to § 192.3 to clarify the existing definition of the term "gathering line." In accordance

with the Natural Gas Pipeline Safety Act of 1968, the Federal safety standards (Part 192) apply to the gathering, transmission, or distribution of gas by pipeline in or affecting interstate or foreign commerce, except that the standards do not apply to the gathering of gas in rural locations outside populated areas. Thus, a clear definition of the term "gathering line" is necessary to identify pipelines used in the gathering of gas and to determine applicability of the Federal safety standards to pipelines in rural locations.

In § 192.3 the term "gathering line" is defined as "a pipeline that transports gas from a current production facility to a transmission line or main." Since this definition was adopted (35 FR 13248, August 17, 1970), there has been difficulty in distinguishing between a gathering line and a transmission line. The difficulty arises because the term "transmission line" is defined under § 192.3 with reference to the term "gathering line," creating a vicious circle. This cross referencing results in confusion as to where a gathering line ends and a transmission line begins.

The OPS also recognizes a problem of distinguishing the beginning of a gathering line under the existing definition of the term. Under this definition, a gathering line "transports gas from a current production facility"; but the term "production facility" is not defined, and its limits are not generally recognized. Consequently, the point where pipelines in a production facility end and gathering lines begin is unclear.

The term "production facility" is used in the definition as a beginning point for gathering lines to differentiate between gas in production and gas in transportation. The Federal safety standards in Part 192 apply to the transportation after gas has been produced. The standards do not apply to processes of production or pipelines used to produce gas. Under the proposed new definition, however, the beginning of a gathering line would no longer be at an explicit boundary of a "production facility" but rather the point at which gas has been produced, wherever this may occur. The transportation of gas, and thus a gathering line, would begin as soon as gas is produced and transported by pipeline. Natural gas, for example, is produced and enters transportation at the outlet of a separator or trap, or in the absence of either, at the outlet of a well-head or well-head assembly. Downstream from these locations no further production process is necessary to bring material into a gaseous state or to draw gas from the ground, as the case may be; and the production of gas is complete.

When Part 192 was issued, OPS noted in a preambulatory statement that defining a term is unnecessary when it is used in its ordinary dictionary sense or in accordance with the meaning commonly understood in the gas industry. This rubric is relevant to the jurisdiction of OPS over gathering lines. The dictionary definition is insufficient to properly

delineate jurisdiction. Also, in industry the gathering of gas is a complex operation, involving a variety of pipeline facilities used for sundry purposes. As a consequence, a particular facility may not be generally recognized as a "gathering line." Only a clear definition can make OPS jurisdiction over that facility definite.

Instead of naming components within the meaning of the term "gathering line," the proposed new definition is based on the actual function or service that a line performs. This approach eliminates the need to amend a definition as new or different components not included in the definition are developed. It also eliminates the need to interpret the meaning of named components which may not be generally understood. Under the proposed definition, once the function of a pipeline is determined, by resolving whether it is used to produce gas or to transport gas during treatment or other processing, then there should be no problem identifying a line as a "gathering line."

In consideration of the foregoing, the OPS proposes to amend § 192.3 of Title 49 of the Code of Federal Regulations, as follows:

§ 192.3 Definitions.

As used in this part—

"Gathering line" means a pipeline that transports gas from the point where gas is produced to the end of any treatment or other processing necessary to make the gas generally fit for consumers.

Interested persons are invited to participate in this rule-making action by submitting such written data, views, or arguments as they may desire. Communications should identify the regulatory docket and notice numbers and be submitted in duplicate to the Director, Office of Pipeline Safety, Department of Transportation, Washington, D.C. 20590. All communications received by November 8, 1974, will be considered by the Director before taking final action on the notice. All comments will be available for examination by interested persons at the Office of Pipeline Safety before and after the closing date for comments. The proposal contained in this notice may be changed in the light of comments received.

This notice is issued under the authority of section 3 of the Natural Gas Pipeline Safety Act of 1968 (49 U.S.C. § 1672), sections 831-835 of Title 18, United States Code, section 6(e) (4), § 1.58(d) of the regulations of the Office of the Secretary of Transportation (49 CFR 1.58(d)), and the redelegation of authority to the Director, Office of Pipeline Safety, set forth in Appendix A to Part 1 of the regulations of the Office of the Secretary of Transportation (49 CFR Part 1).

Issued in Washington, D.C., on September 20, 1974.

JOSEPH C. CALDWELL,
Director, Office of
Pipeline Safety.

[FR Doc.74-22314 Filed 9-25-74; 8:45 am]

CIVIL AERONAUTICS BOARD

[14 CFR Part 302]

[PDR-37, Docket No. 27040; Dated September 20, 1974]

RULES OF PRACTICE IN ECONOMIC PROCEEDINGS

Proposed Revision of Format of Compilation Entitled "Local Service Air Carriers' Unit Costs"

Notice is hereby given that the Civil Aeronautics Board has under consideration proposed amendments to its rules of practice (14 CFR Part 302) revising the contents of the compilation entitled "Local Service Air Carriers' Unit Costs." The purpose of the proposed amendment is explained in the attached Explanatory Statement, and the proposed amendment is set forth in the proposed rule. The amendment is proposed under the authority of sections 204 and 416 of the Federal Aviation Act of 1958, as amended, 72 Stat. 743, 771; 49 U.S.C. 1324, 1386.

Interested persons may participate in the proposed rule making through submission of twelve (12) copies of written data, views, or arguments pertaining thereto, addressed to the Docket Section, Civil Aeronautics Board, Washington, D.C. 20428. All relevant material received on or before November 11, 1974, will be considered by the Board before taking final action on the proposed rule. Copies of such communications will be available for examination by interested persons in the Docket Section of the Board, Room 710, Universal Building, 1825 Connecticut Avenue NW., Washington, D.C., upon receipt thereof.

By the Civil Aeronautics Board.

[SEAL] EDWIN Z. HOLLAND,
Secretary.

EXPLANATORY STATEMENT

Subpart K of the Board's Procedural Regulations (14 CFR 302.1101-302.1109) prescribes a standardized costing methodology for estimating the cost impact, on an annual basis, of proposed changes in the authorized operations of local service air carriers. For use in preparing the required cost estimates, Subpart K provides for reference to data which the Board publishes twice yearly in a compilation entitled "Local Service Air Carriers' Unit Costs."

Section 302.1109(b) provides that each such published compilation will contain a summary sheet showing the currently prescribed unit costs for each local service carrier to be used in preparing the cost estimates, work sheets showing the derivation of the unit costs, and a general exposition of the costing system prescribed in Subpart K. Prior to publication of the March 1972 edition of the compilation, the publication had consisted of a single volume containing all of the prescribed material. However, beginning with the March 1972 publication, the compilation was expanded to include comparative cost data for trunkline carriers; and, since September 1972, it has been published twice yearly in two volumes.

Because of increasing costs for publishing the expanded compilation, the Board has reviewed § 302.1109(b), and has tentatively concluded that the material presently contained in Volume II, i.e., the work sheets reflecting the derivation of the unit costs and the comparative cost data for trunkline carriers, need be published only once a year. We therefore propose to publish the full two volumes of data only once a year, but to continue to publish semi-annually the volume containing the summary sheets of the current unit costs for each local service and trunkline air carrier, and a general exposition of the costing system prescribed by Subpart K.

Although, under the proposed rule, the compilation published in July would no longer contain the derivation of the unit costs, it is our intention to have this information publicly available by maintaining a copy of the computer runs in the Board's Public Reference Room. It is our tentative opinion that this revised format will still enable users of the compilation to perform the calculations required by Subpart K, while at the same time permitting the Board to reduce its administrative costs.

Finally, we will take this opportunity to revise the list of local service air carriers to whose operations the subpart applies in order to reflect those presently extant.

PROPOSED RULE

It is proposed to amend Part 302 of the Board's Procedural Regulations (14 CFR Part 302) as follows:

1. Amend § 302.1101 to read as follows:
§ 302.1101 Applicability.

This subpart sets forth specific rules applicable to the preparation of cost estimates submitted by any party or nonparty in hearing or nonhearing proceedings which involve proposed changes in the authorized operations of any of the local service air carriers named hereinbelow. The rules set forth herein are also to be used to prepare the estimated cost of operating an existing route or route segment as to which no change in authority is currently proposed, where this information is required in a proceeding. For this purpose, the authorized operation to be costed shall be treated as a proposed deletion. The rules are not applicable to proceedings involving rates and fares. For use with these provisions the Board will issue a compilation entitled "Local Service Air Carriers' Unit Costs" (referred to in these provisions as the "compilation"), pursuant to the provisions of § 302.1109.

Allegheny Airlines, Inc.
Frontier Airlines, Inc.
Hughes Air Corp. d.b.a. Hughes Airwest
North Central Airlines, Inc.
Ozark Air Lines, Inc.
Piedmont Aviation, Inc.
Southern Airways, Inc.
Texas International Airlines, Inc.

2. Amend § 302.1109 by revising paragraphs (a) and (b) and adding a new paragraph (c), the section as amended to read as follows: