

# Welcome

Workshop on Public Awareness Programs  
for Pipeline Operators

Day 1, Session 1

Co-Sponsors



# **Welcome**

Public Awareness Program Workshop

**Jeff Wiese**

U. S. Department of Transportation  
Research and Special Programs Administration  
**Office of Pipeline Safety**

# Why we are here

- OPS supports RP 1162 and plans to propose incorporation by reference in regulations.
- Pipeline Safety Act requires review of program by 12/17/03
- OPS will assure review complete by requiring formal self-assessments by 12/17/03.
- OPS will NOT require operators to submit written public awareness programs or plans by 12/17/03.
- We need your input to self-assessment form to finalize and develop process for operator submittals
- OPS will issue an Advisory Bulletin formalizing process

# Self-Assessments

- Self Assessments will also be used in aggregate to determine where more assistance is needed to develop and implement adequate public awareness programs.
- Reinforce that while RP 1162 practices used as comparison, OPS expects alignment with RP 1162 will take some time after 12/17/04.
- Informal self-assessments:
  - Provide opportunity for questions to support a more informed response
  - Provide assurance that industry is committed to improved public awareness programs

# **Introduction**

Public Awareness Program Workshop

**Denise Hamsher**

Enbridge

# Trade Association Representatives

- **AGA** - Phil Bennett  
- Daphne Magnuson
- **APGA** - Bob Cave
- **API** - Marty Matheson  
- Louise Scott
- **AOPL** - Ben Cooper  
- Raymond Paul
- **INGAA** - Terry Boss

# OPS and NAPSR Representatives

- **OPS**

- Jeff Wiese – OPS
- Janice Morgan – OPS
- Herb Wilhite – Cycla contract
- Phil Schaenman – Tridata contract

- **NAPSR**

- Eddie B. Smith, Kentucky Public Service Commission

# RP 1162 Task Force Members

**\*Lori Komatar**

**\*Tony Franchina**

**\*Gary Panebianco**

**\*Denise Hamsher**

**Jack Adams**

**Richard Allen**

**Molly Atkins**

*(replacing Susan Waller, Leticia Bailey, Delbert Fore)*

**Michael Bellman**

**Ron Embry**

**Jerry Engelhardt**

**Kathleen Hearn**

**Dwayne Teschendorf**

*Williams (replaced John Pepper/Duke)*

*Shell*

*Niagara Mohawk, a National Grid Co.*

*Enbridge*

*Gulf South Pipelines*

*Explorer Pipeline*

*El Paso Pipeline Group*

*Yankee Gas*

*Exxon-Mobil*

*Kinder Morgan*

*Keyspan Energy*

*Duke (replaced John Pepper)*

**\*Taskforce Co-Leaders**



# Observers & Resources

- **OPS**
  - Jeff Wiese and Herb Wilhite (Cycla)
- **NAPSR**
  - Eddie B. Smith – Kentucky PSC
  - Alternate: Mary McDaniel – Texas Railroad Commission
- **API Staff**
  - Louise Scott, Andrea Johnson, and Susan Waller (contract Energy Outreach)
- **Many others who monitored**

# Objectives of Workshop

- Understand RP 1162
  - Background and drivers
  - Components
  - Examples from other companies
  - Next Steps
- Respond to NTSB recommendations
- Guide industry in complying with Pipeline Safety Improvement Act of 2002

# Meeting Guidelines

- Safety moment
- Remember to turn cell phones off and pagers to 'off' or 'vibrate'
- Meeting is web-cast
- Agenda distributed at registration
- Presentations posted on OPS website following meeting
- Questions
  - **Use microphones**
  - **Web-cast viewers**
- Lunch on your own
- Request workshop evaluations

# Why pay attention to RP 1162

- OPS Commitment To Improve Operators' Public Education Programs
- Pipeline Safety Improvement Act (PSIA) Of 2002
- OPS's Intent To Incorporate RP 1162 Guidance By Reference Into Pipeline Safety Regulations
- Bottom Line Is To Ensure Operators Can Develop Effective Public Awareness Programs In A Deliberate And Business-like Manner.

# Why was RP 1162 Developed?

- OPS and industry recognized need for guidelines and importance of raising awareness
- Replaces RP 1123 published in 1990 by API for liquid petroleum pipelines
- Pipeline Safety Improvement Act of 2002 contains public communication provisions
- NTSB recommended public education improvements
- Integrity Management Rules prompt need for supplemental public awareness effort

# The Process

- Pipeline Leadership Support:
  - AGA, APGA, AOPL, API and INGAA
  - API publishing organization
- Established taskforce
  - Co-chaired and representatives of each sector
  - OPS and NAPSR Observers
- ANSI consensus standard process
- Determined scope and guiding principles
- Addressed comments in two reviews
  - Preliminary draft
  - Ballot draft

# Actively Sought Input

- Posted on API website
- Interested Persons Input
  - Email updates
  - Meeting with key stakeholders
- Presented at numerous conferences
- Conducted 3 focus group surveys of public and emergency officials
- Applied findings from survey of public

# Structure of RP

- Sections
  - Introduction, scope, objectives, glossary
  - Quick reference tables
  - Defining audience
  - Messages
  - Delivery Frequency
  - Means of Delivery
  - Baseline and Supplementary Elements
  - Documentation
  - Evaluation
- Appendices are optional more detailed guidance and examples



# **Overview of RP1162**

Public Awareness Program Workshop

**Tony Franchina**

Shell Pipeline Company

# Overview of RP1162

## Applicability:

- Hazardous Liquid Pipelines  
(Intrastate and Interstate)
- Natural Gas Transmission Pipelines  
(Intrastate and Interstate)
- Local Distribution (LDC) Pipelines
- Gathering Pipelines

# Overview of RP1162

## Principles:

- Pipeline Operator Public Awareness Responsibility
- Promote stronger, more consistent, and more effective public awareness programs
- Written in language allowing enforcement to a core set of requirements

# Overview of RP1162

## RP Objectives:

- Provide a framework (management system) for public awareness program development, implementation, and administration.
- Provide recommended baseline program and guidance and considerations for determining supplemental activities
- Provide guidance for program performance evaluation and continuous improvement

# Overview of RP1162

## Public Awareness Program Objectives:

1. Public Awareness of Pipelines
2. Prevention and Response

### Communication of Relevant Information:

- Pipeline Safety
- Damage Prevention
- Emergency Response Liaison
- Emergency Contacts
- General Pipeline Awareness

# Overview of RP1162

## Benefits to the Operator:

- Enhanced public safety
- Decreased third party damage
- Improved performance
- Enhanced emergency response coordination
- Improved relationships with affected public
- Less resistance to pipeline activities
- Preservation of ROW from encroachments
- Improved pipeline operator's reputation

# Overview of RP1162

## Scope:

### RP1162 Focuses On:

- Public awareness along existing pipeline routes
- Transmission, local distribution and gathering pipelines
- Framework for integrity management overview communications

# Overview of RP1162

## Scope:

### RP1162 Does Not Focus On:

- Communication of operator specific data
- Public consultation for new pipeline construction
- Data reporting to or operator history with OPS and data availability by OPS
- Communication following incident response



# Overview of RP1162

## Key Stakeholder Audiences:

- Affected Public
- Emergency Response Officials
- Local Public Officials
- Excavators

# Public Awareness Program Process Guide

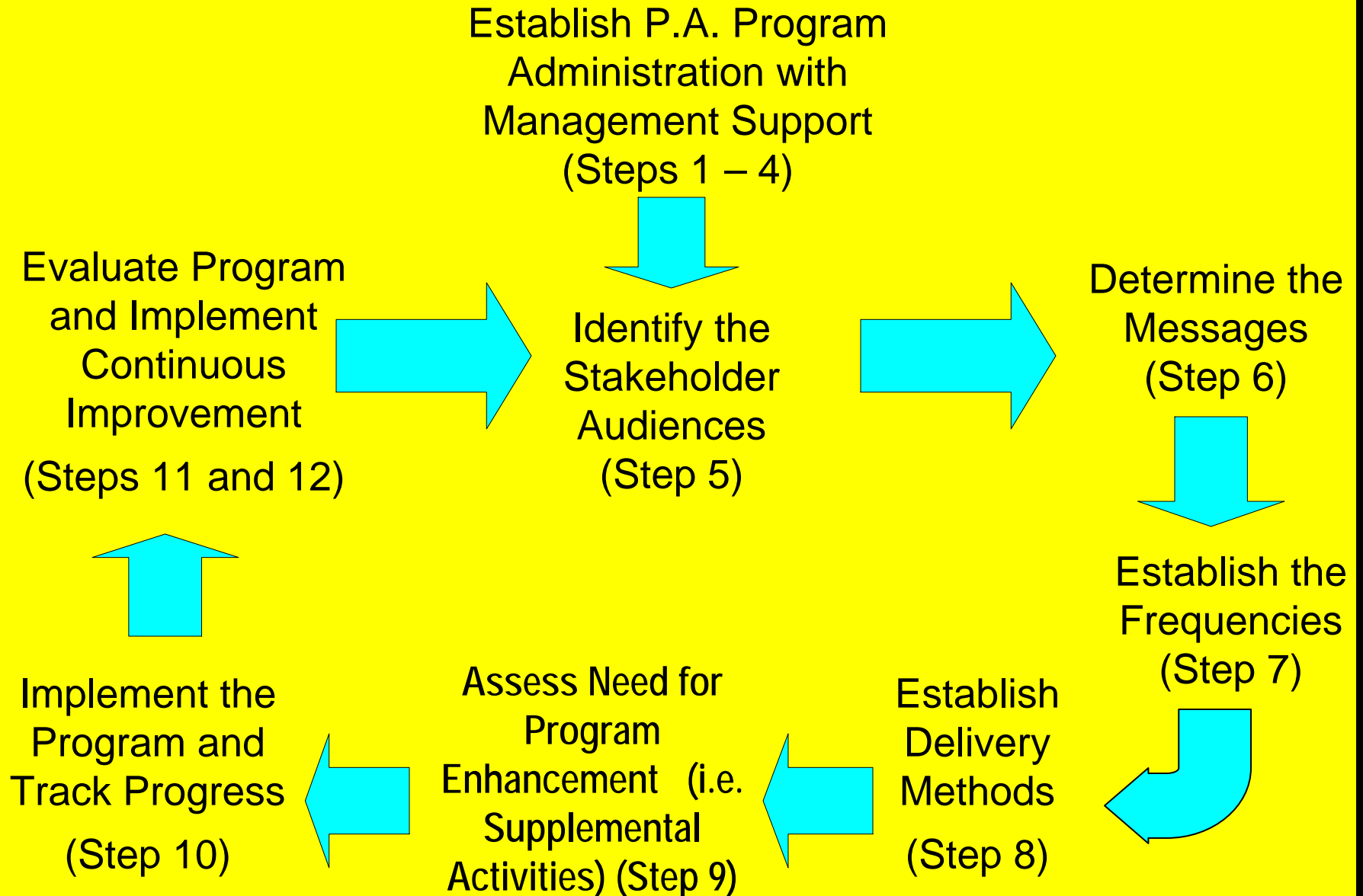


Figure 2-1

# **Public Awareness Program Administration**

**Steps 1 – 4**

Public Awareness Program Workshop

**Gary Panebianco**

Niagara Mohawk –

A National Grid Company

# Public Awareness Program Administration

First step of developing and implementing formal and effective Pipeline Public Awareness Program is defining program objectives.

- Give all key stakeholders essential pipeline awareness information.

Stakeholders include:

- Affected public
- Local public officials
- Emergency officials
- Excavators

# Public Awareness Program Administration

Pipeline awareness basic information includes:

- Pipelines in the stakeholders' surrounding environment and obtaining more detailed information
- Pipeline's past safe role transporting energy
- Operators prudent measures to prevent accidents
- Operator's plan for management of accidents if they occur
- Stakeholders can play an important role preventing and responding to accidents

# Public Awareness Program Administration

- Educate stakeholders on prevention and response actions to pipeline accidents.
  - Call operators on possible leaks or unauthorized excavations
  - Educating response agencies on operator's emergency response plans
  - Request facility locations before digging
  - One-Call requirements in their area
  - How community land uses may affect pipeline safety
  - Individuals creating encroachments
  - Hazards associated with unintended releases
  - An overview of the operator's prevention and response plan
  - How to contact the operator for additional information or to provide further comments

# Public Awareness Program Administration

- Meet compliance requirements:
  - Public Education (49 CFR Parts 192.616 and 195.440)
  - Emergency Responder Liaison Activities (49 CFR Parts 192.615 and 195.402)
  - Damage Prevention (49 CFR Parts 192.614 and 195.442)
  - Pipeline Safety Improvement Act of 2002

# **Public Awareness Program Administration**

## **Step 2: Obtaining Management Commitment and Support:**

For a public awareness program to effectively achieve its stated objectives, management must be committed and continually supportive.



# Public Awareness Program Administration

The public awareness program should include:

1. A written statement (preferably from senior management) demonstrating commitment to achieving effective public awareness included in the plans or procedures.
2. Leadership and participation by management
  - Making public awareness program as important as other safety programs.
  - Demonstrating the organization's desire to succeed.

# Public Awareness Program Administration

## 3. Commitment by management to provide resources and funding.

- Program resources to achieve all of the stated objectives will likely be incremental to most operators already affected by CFR Parts 192 and 195.
- Consideration by management that most companies are doing more with less people and funding.
- Funding requirements will be commensurate to program objectives and scope as applied to the operators facilities.

# Public Awareness Program Administration

## Step 3 – Identify Program Administration:

- The written pipeline public awareness program should include:
  - The names and titles of the individuals responsible to develop, implement and periodically evaluate the program
  - The senior level of management with ultimate responsibility for the program's development and implementation
- The roles and responsibilities of each individual should be recorded against their name or job title.

# Public Awareness Program Administration

While the complete written awareness program will likely be too extensive to include in the operator's O&MP Manual, it should include at a minimum:

- The statement of management commitment (Step #2)
- Roles and responsibilities (by group or title)
- The documented requirement for a written program and evaluation process
- Program summary

# Public Awareness Program Administration

## Step 4 – Identify Pipeline Assets within the Program:

- An operator may choose to segment their program in several ways:
  - One program for all assets (typical for small companies or LDCs)
  - One program for like assets (e.g., transmission, distribution)
  - One program per geographical area
  - One program per pipeline system
  - One program per pipeline segment
  
- Each program should have an administrator(s):
  - The administrators can be the same for multiple programs

# Public Awareness Program Administration

- Each individual program's administrator should be documented as specified in Step #3.
  - Names and titles of responsible individuals
  - Senior management ultimately responsible
  - Roles and responsibilities of each
  
- Document each program administrator in the O&MP manual.

# Identify the Stakeholder Audiences

## **Step 5**

Public Awareness Program Workshop

**Lori Komatar**

Williams

# IDENTIFYING THE STAKEHOLDER AUDIENCES

- AFFECTED PUBLIC
- EMERGENCY OFFICIALS
- LOCAL PUBLIC OFFICIALS
- EXCAVATORS



# AFFECTED PUBLIC

- Residents who live on or adjacent to ROW
  - Tenants/Occupants
  - Landowners (who occupy the site)
  - Farmers
  - Homeowners/Neighborhood associations
  - Businesses/Industrial Facilities
  - LDC Customers and non-customers

# EMERGENCY OFFICIALS

- Fire Departments
- Police/Sheriff Departments
- Local Emergency Planning Comm (LEPC)
- County/State Emergency Mgt Agencies
- Other Emergency Response organizations
- Other Public Safety organizations

# LOCAL PUBLIC OFFICIALS

- Planning/Zoning Boards
- Licensing/Permitting Departments
- Building/Code Departments
- City/County Managers
- Mayors and other Elected Officials
- Public Utility Boards
- Local “governing councils”

# EXCAVATORS/LAND DEVELOPERS/ONE-CALL CENTERS

- Public Agencies and Private Companies who are involved in any form of earthen excavation and one-call centers responsible for locate notifications
  - Contractors/Construction companies
  - Public Works officials
  - Road maintenance departments
  - Timber/Landscape companies
  - Fence companies/Drain Tilers/Wells

# EXCAVATORS/LAND DEVELOPERS/ONE-CALL CENTERS

- Fence companies/Drain Tilers/Wells
- Major homebuilders/land developers
- Regional one-call centers

# WHAT YOU NEED TO DO?

- Establish methods to identify audiences
- Establish list for each audience type
- Establish program coverage area
- Document methods used and output

# Stakeholders

## Case Study

Techniques in identifying & effectively reaching the four primary audiences

# Panel Members

- Jerry Engelhardt, KinderMorgan
  - *Reaching audiences with direct mail*
- Mike Bellman, Yankee Gas
  - *Stakeholder Audience Identification*
- Bev Chipman, Williams
  - *Reaching city/county planners & county supervisors / commissioners*



# Reaching audiences with direct mail

---

**Jerry Engelhardt**  
Kinder Morgan

# Direct Mail as One Technique

- Efficient and cost effective method to communicate appropriate messages to large number of recipients along pipeline right-of-way
- Conserves internal resources
- Ready supply of competent vendors
- Technology already good and continuing to improve

# Define Recipients

- Residents in buffer zone
- Businesses in buffer zone
- Excavators doing business in county
- Elected officials in cities intersecting buffer zone and county/area officials

# Define Recipients

- Emergency responders having the potential to respond to an event on your pipeline
- Schools/churches near the PL route

# How to ID Recipients

- Residents in buffer zone
  - GIS map of PL married to population data base
    - Address data base
    - May want to purchase telephone numbers for use in emergencies or local testing
- Businesses in buffer zone
  - PL GIS married to business location data base

# How to ID Recipients

- Excavators
  - SIC Codes selected for “digging”
    - Construction, heavy equipment operators, public works, well boring, etc.
  - County wide coverage to communicate with entities that may dig near the PL

# How to ID Recipients

- Elected officials
  - SIC codes
- Emergency responders
  - SIC codes
  - May need to verify with local info
- Schools/churches
  - SIC codes

# Design Brochure(s)

- Define messages for effective communication and compliance
- Begin with one brochure --- improve by tweaking brochure for each audience
- Attract the recipient to read the brochure



# Design Brochure (continued)

- Consider design vendor to maximize reader interest
- Size brochure to qualify for minimum postal rate
- Design for automated addressing from recipient computer data base

# Brochure Content

- Pipeline purpose and reliability
- How to identify a pipeline route
- Damage prevention/One Call
- Leak recognition and response
- Pipeline location- “artistic” map
- How to get additional information
  - PL operator
  - NPMS

# Execution

- Identify at least five key players
  - Overall coordinator of mailer campaign
  - Mapping provider
  - Brochure(s) designer
  - Printer
  - Mailing vendor
- Could be combined into one “turn key” provider
- Use competitive bidding for cost efficiency

# Verification

- Verification of direct mail distribution
  - Certification statement
  - Zip code summary
    - Where sent and how many
  - Listing of SIC Codes and counties
  - Form 3602 receipts
- Secure mailing receipts from mail vendor

# Continuous Improvement

- Evaluate campaign periodically for:
  - Effectiveness in communicating
  - New/improving technologies to lower cost or improve effectiveness
  - Supplemental or improved messages for specific areas
  - Links to other communications programs

# Stakeholder Audience Identification

Public Awareness Program Workshop

**Mike Bellman**

Yankee Gas

# Stakeholder Audience Identification

- Yankee Gas Services Company
  - One of three Local Distribution Companies (LDC) serving Connecticut
  - Medium size LDC - part of a combination electric/gas utility (Northeast Utilities)
  - 191,000 natural gas customers
  - 71 cities and towns served
- CT town structure vs. county administration



# Stakeholder Audience Identification

- Inventoried current communications
- Reviewed:
  - Web site
  - Print materials – Corporate Communications
  - Video materials
  - Operations notices
    - Fire Department training
    - Blasting precautions
    - Buried fuel lines
    - 4<sup>th</sup> grade school safety program





# Stakeholder Audience Identification

- Categorized existing messages according to stakeholder audience
- Compared to Pipeline Safety Improvement Act (PSIA) and RP 1162 recommendations
  - Did we reach each audience category? (Section 3)
  - Did we reach appropriate members of the audience category? (Section 3)
  - Gap Analysis



# Stakeholder Audience Identification

## The "Gaps": School Districts

- PSIA mentions coverage of "School Districts".  
What constitutes a school district?
  - We reach elementary school principals to offer natural gas safety training to 4<sup>th</sup> graders
  - We maintain lists of local School Superintendents in our emergency plans
  - But no outreach or communication to:
    - Middle and High Schools
    - Private Schools
    - Vocational / Technical Schools
    - Colleges



# Stakeholder Audience Identification

## The "Gaps": School Districts

- Connecticut State Department of Education Website
  - Connecticut Education Directory  
<http://www.csde.state.ct.us/public/der/directory/index.htm>
  - Lists public and private schools
    - Lists School Superintendents and Principals by town
    - Includes title, name, address, telephone, fax number



# Stakeholder Audience Identification

## The "Gaps": School Districts

- National Association of Independent Schools
  - Website includes a search function
  - <http://www.nais.org/>



# Stakeholder Audience Identification

## The "Gaps": Public Officials

- Good identification in our Emergency Plans, updated at least annually
  - Town Managers, Mayors, Public Works officials
    - Information found on Town Web sites or through phone contact
  - Ongoing relationship and contact with permitting officials
- But, past communications not formalized, documented or consistent



# Stakeholder Audience Identification

## The "Gaps": Emergency Officials

- Long-term relationships with Fire Chiefs and Fire Marshals
- But, no formal contact or documented communications with:
  - State Office of Emergency Management
  - Local Police (other than security issues arising from 9/11)
  - State Police



# Stakeholder Audience Identification

- Summary
  - Inventory your current communications
  - Involve the entire organization
    - Communications
    - Operations
    - Marketing
  - Check with other gas companies individually or through industry groups (American Gas Association, Northeast Gas Association)
  - Identify your “Gaps”
  - Develop a strategy to fill those “Gaps”



Williams Northwest Case Study:  
*Targeting County Planners &  
County Commissioners*

---

**Bev Chipman**  
*Williams*



# Why County Planners?

- New Development
  - Infill and growth closing in on existing rights-of-way
  - Difficult to reach developers early
- Promote Partnership
  - Create awareness of local operations
  - Avoid potential problems and public debate
  - Document concerns early

# Process for Reaching Planners

- Identify county planning boards
  - Time intensive start up
  - Requires annual updates
- Mass mailing to planner list
  - Introductory letter and then frequency as per RP 1162
- Developer handbook/brochure
- Local district operations assume responsibility on-going and annual communication

- **Documentation**

- Mailing, letters, etc.
- Attendance at planning meetings (as appropriate)
- Annual reporting from district documenting activities

# Reaching County Commissioners

- Goal
  - Awareness of local operations
    - Facilities, operations, safety, local taxes
  - Promote value of service (*Wirthlin study*)
  - Strengthen local relationships

# Process for Reaching County Commissioners

- Identify county commissioners
  - Time intensive start up – Internet & phone
  - Requires annual updates
- Send initial introductory letter and ongoing letters as new members join commission
- Prepare folders on local officials, assets, property taxes, payroll, employees and distribute to districts, governmental affairs, etc. for background

- **Documentation**

- Mailing, letters, etc.
- Attendance at planning meetings (as appropriate)
- Annual reporting from district documenting activities

# Conclusions

- Staffing required to develop program, maintain and document
- Must have local district/operations support and involvement
  - Time
  - Resources
- Effective **IF** maintained and incorporated into operations