



THE SECRETARY OF TRANSPORTATION
WASHINGTON, DC 20590

July 27, 2015

The Honorable Thad Cochran
Chairman
Committee on Appropriations
United States Senate
Washington, DC 20510

Dear Mr. Chairman:

In response to the request contained in House Report 113-464 for an assessment of pipeline emergency training as part of the Consolidated and Further Continuing Appropriations Act, 2015, I am submitting the enclosed summary report that describes the related activities of the Department's Pipeline and Hazardous Materials Safety Administration.

The report is organized into three main sections: (1) institutionalizing training, (2) engaging with key stakeholders, and (3) creating sustainable solutions. We hope you find these materials useful and informative.

I have sent a similar letter to the Vice Chairwoman of the Senate Committee on Appropriations, and the Chairman and Ranking Member of the House Committee on Appropriations. If I can provide further information or assistance, please feel free to call me.

Sincerely,

A handwritten signature in black ink, appearing to read 'Anthony R. Foxx', is written over a horizontal line. The signature is stylized and cursive.

Anthony R. Foxx



THE SECRETARY OF TRANSPORTATION
WASHINGTON, DC 20590

July 27, 2015

The Honorable Barbara A. Mikulski
Vice Chairwoman
Committee on Appropriations
United States Senate
Washington, DC 20510

Dear Madam Vice Chairwoman:

In response to the request contained in House Report 113-464 for an assessment of pipeline emergency training as part of the Consolidated and Further Continuing Appropriations Act, 2015, I am submitting the enclosed summary report that describes the related activities of the Department's Pipeline and Hazardous Materials Safety Administration.

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THE SECRETARY OF TRANSPORTATION
WASHINGTON, DC 20590

July 27, 2015

The Honorable Harold Rogers
Chairman
Committee on Appropriations
U.S. House of Representatives
Washington, DC 20515

Dear Mr. Chairman:

In response to the request contained in House Report 113-464 for an assessment of pipeline emergency training as part of the Consolidated and Further Continuing Appropriations Act, 2015, I am submitting the enclosed summary report that describes the related activities of the Department's Pipeline and Hazardous Materials Safety Administration.

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Anthony R. Foxx



THE SECRETARY OF TRANSPORTATION
WASHINGTON, DC 20590

July 27, 2015

The Honorable Nita M. Lowey
Ranking Member
Committee on Appropriations
U.S. House of Representatives
Washington, DC 20515

Dear Congresswoman Lowey:

In response to the request contained in House Report 113-464 for an assessment of pipeline emergency training as part of the Consolidated and Further Continuing Appropriations Act, 2015, I am submitting the enclosed summary report that describes the related activities of the Department's Pipeline and Hazardous Materials Safety Administration.

The report is organized into three main sections: (1) institutionalizing training, (2) engaging with key stakeholders, and (3) creating sustainable solutions. We hope you find these materials useful and informative.

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Anthony R. Foxx

Summary of the Pipeline and Hazardous Materials Safety Administration's Pipeline Emergencies Training Engagements

Regulations overseen by the Department's Pipeline and Hazardous Materials Safety Administration (PHMSA) require that operators prepare for emergencies. By themselves, though, their preparations may not be enough. The Department, primarily through PHMSA, along with state and local governments and emergency responders have their own roles to fulfill. Constantly engaging emergency response stakeholders at every level lies at the heart of the Department's responsibilities. In our assessment, successful and effective emergency responder training involves much more than simply funding the delivery of training. It requires constant engagement.

Since 2002, PHMSA has maintained a cooperative agreement with the National Association of State Fire Marshals (NASFM). Our partnership produced two editions of the award-winning *Pipeline Emergencies* training curriculum, which can be found online at <http://www.pipelineemergencies.com>. Among other groups, PHMSA actively engages with the North American Fire Training Directors, the International Association of Fire Chiefs, the National Volunteer Fire Council, the U.S. Fire Administration and the National Fire Academy, the National Emergency Numbers Association (NENA), and other influential organizations in the public safety community.

PHMSA advocates for improved pipeline emergency response awareness and training with these organizations. These organizations, in turn, advise PHMSA on how to best incorporate pipeline awareness into the emergency response and public safety communities.

In addition, PHMSA continually identifies areas of opportunity in pipeline emergency response preparedness through a variety of activities and partnerships, including:

- Convening a Pipeline Emergency Response Forum in 2011 (a summary of the Forum is available at http://opsweb.phmsa.dot.gov/pipelineforum/pipeline_emergency_response_forum/index.html);
- Establishing a Pipeline Emergency Response Working Group to identify issues of concern and share ideas to address those issues;
- Establishing a Public Awareness Program Working Group to improve how pipeline safety information is delivered to emergency responders and other affected stakeholders; and
- Ongoing participation in the development of national consensus standards to require pipeline emergency response training for emergency response personnel.

These kinds of activities and partnerships have helped the Department and its lead pipeline agency, PHMSA, assess and identify ways to continuously improve pipeline emergency response.

Assessment of Pipeline Emergency Response Training

This report is meant to provide an assessment of pipeline emergency training as requested in House Report 113-464, accompanying the Consolidated and Further Continuing Appropriations Act, 2015, and will be attached to letters signed by Secretary Foxx to congressional committee leaders.

This report focuses on efforts by PHMSA to actively address gaps in pipeline emergencies training by focusing on three aspects: improving institutionalized training, further engaging key stakeholders, and creating sustainable solutions to reduce incidents.

Institutionalizing Training

One of the most important local PHMSA partners are the more than one million fire fighters across the U.S. Approximately 70% of these men and women are volunteers, and PHMSA is presented with a tremendous challenge of providing training for pipeline emergencies. Hazardous liquid and natural gas pipeline incidents are low-frequency, high-consequence events; firefighters and other emergency responders have many public safety challenges in addition to preparing for pipeline emergencies. Training time and resources for public safety agencies are focused on the highest risks in their jurisdictions.

General pipeline awareness should be a topic in foundational emergency responder training and ongoing education by institutionalizing pipeline training in the emergency response community. This is being done by leveraging existing training resources and channels at state and local levels.

Each state institutes its own firefighter training curriculum. State curricula are often based on national standards, such as National Fire Protection Association (NFPA) standards. To that end, PHMSA is working to ensure pipeline emergency topics are included in relevant standards. Incorporating pipeline emergency topics in these standards will ensure that firefighters across the nation receive training in the fundamentals of pipeline safety.

Since 2002, PHMSA has maintained a cooperative agreement with the National Association of State Fire Marshals (NASFM). PHMSA has provided over \$8 million to NASFM and in partnership produced two editions of the award-winning *Pipeline Emergencies* training curriculum.

PHMSA also funded train-the-trainer sessions for NASFM using the Pipeline Emergencies training curriculum while also providing the information to local communities through the National Training and Education Division of the Federal Emergency Management Agency (FEMA) (www.firstrespondertraining.gov). As a means for making the future training for NASFM sustainable, PHMSA encouraged NASFM to seek new funding partners so they would not have to rely solely upon PHMSA funds. NASFM was successful in partnering with Shell Pipeline, the American Petroleum Institute, and others to develop robust online training resources.

PHMSA continues to fund the hosting of the online electronic version of the curriculum at www.pipelineemergencies.com. The website is viewed by approximately 4,000 people per year, and approximately 400 people register to use the training curriculum each year.

PHMSA has continued explore new approaches to delivering pipeline training, and in 2012, came together to create the Georgia Pipeline Emergency Responders Initiative (GPERI). PHMSA partnered with a diverse group of stakeholders consisting of pipeline operators, firefighters, and state and federal regulators to enhance communications and strengthen relationships among emergency responders, pipeline operators, and regulators in Georgia.

This partnership has led to the implementation of a new pipeline emergency response training and has increased the understanding of pipeline hazards in the emergency responder community to help prevent and respond to pipeline incidents. It also fostered a better understanding of stakeholders' shared responsibilities. PHMSA is now encouraging other states to follow Georgia's lead by adopting similar practices.

Engaging with Key Stakeholders

One key way to successfully prepare emergency responders for pipeline emergencies is to engage with key stakeholders in existing organizations that represent emergency responders. PHMSA engages with the North American Fire Training Directors, the International Association of Fire Chiefs, the National Volunteer Fire Council, the U.S. Fire Administration and the National Fire Academy, the National Emergency Numbers Association (NENA), and other influential organizations in the public safety community. PHMSA advocates for improved pipeline emergency response awareness and training with these organizations.

These organizations, in turn, advise PHMSA on how to best incorporate pipeline awareness into the emergency response and public safety communities.

Engagement with stakeholders has revealed the need to develop or improve pipeline emergency response resources. PHMSA is answering this call by developing and enhancing these emergency response resources:

- PHMSA is updating the *Pipeline Emergencies* training curriculum, available at www.pipelineemergencies.com.
- PHMSA is also improving the National Pipeline Mapping System (NPMS, www.npms.phmsa.dot.gov), which is an online pipeline mapping system that includes basic information about pipelines that is useful to emergency responders. PHMSA is improving the NPMS by including new information in the system, such as pipeline operator emergency contact information and the locations of pipeline accessories that are important to emergency responders.
- PHMSA has developed of *A Guide for Communicating Emergency Response Information for Natural Gas and Hazardous Liquids Pipelines* through the Hazardous Materials Cooperative Research Program.
- PHMSA is working to implement the Pipeline and Informed Planning Alliance Recommended Practices. The recommended practices provide information about what, where, and how to build safely near existing transmission pipelines and avoid risks.

Implementation of the recommended practices has the potential to greatly reduce the potential consequences of catastrophic pipeline failures in developing areas of the country.

- PHMSA has developed a primer entitled *Pipelines and Hazard Mitigation for Emergency Management*, co-published with FEMA, to assist communities with the process of including pipelines in local and regional Threat and Hazard Identification and Risk Assessment (THIRA) plans. Inclusion of pipelines in THIRA plans will ensure that communities actively mitigate the hazards inherent in pipeline transportation.
- PHMSA is funding Technical Assistance Grants (TAG) to local communities and non-profit organizations. TAG program awards enable communities and groups of individuals to obtain funding for technical assistance in the form of engineering or other scientific analysis of pipeline safety issues and help promote public participation in official proceedings. Several communities have used TAG awards to improve their pipeline emergency response capabilities.
- PHMSA is engaging in multiple emergency response conferences, meetings, and forums around the country. PHMSA makes presentations about pipeline emergency response, hosts informational booths, and distributes pipeline safety educational materials at these conferences and meetings.
- PHMSA has issued multiple advisory bulletins to pipeline operators regarding improving pipeline emergency response. PHMSA also issues corrective action orders to operators that experience incidents. These corrective action orders require pipeline operators to review their response activities for lessons learned.
- PHMSA has published several pipeline-related articles in emergency responder trade publications.
- PHMSA has developed several useful outreach materials, including a pipeline emergency response brochure and various links on our websites.

These resources complement many other resources made available by pipeline operators, the emergency response community, and other stakeholders.

Creating Sustainable Solutions

Successfully improving pipeline emergency response training and resources relies on creating sustainable solutions. Sustainable solutions leverage existing resources, integrate into existing emergency response disciplines, and result in permanent and lasting change. Examples of these solutions include:

- Incorporating pipeline emergency response into standards such as NFPA 472: Standard for Competence of Responders to Hazardous Materials/Weapons of Mass Destruction Incidents.
- Contributing to the development of NENA Standard 56-007: Pipeline Emergency Operations.
- Contributing to the development of American Petroleum Institute recommended practices pertaining to emergency response, including Recommended Practice 1174: Emergency Preparedness and Response for Hazardous Liquid Pipeline Operations
- Critically examining existing public awareness regulations and requirements, including how the regulations are implemented and how pipeline operators and the government can better engage with emergency responders.

- Partnering with TRANSCAER® (Transportation Community Awareness and Emergency Response), an industry-sponsored national outreach program that focuses on assisting communities prepare for and respond to possible hazardous materials transportation incidents. TRANSCAER® members consist of a cross-section of hazardous materials stakeholders, including representatives from the chemical industry, carriers, distributors, and emergency response contractors, as well as partner government entities.
- Fostering ongoing initiatives like the GPERI.

While these ongoing efforts are producing sustainable solutions, challenges and opportunities exist. These opportunities include engaging with the emergency management community, advancing the GPERI model to other states, incorporating pipeline messages into existing emergency response training curricula, and engaging with additional Federal agencies with a stake in pipeline emergency response.