

PIPA Communications Team
November 30, 2011 – Teleconference Meeting Notes

Participants (see participants list below)

Meeting Topic

Based on Team member feedback, this meeting is to review material covered the last few meetings, review/modify the proposed path forward, and gain concurrence from stakeholder organizations with plan:

1. Pilot test RP ND23 by reviewing emergency response capabilities of existing pipeline ROW. Work with local governments to map pipelines in their jurisdiction – the driver being to review the pipeline ROW of existing pipelines per RP ND23.
2. Proposal to enter into a cooperative agreement with APA to develop a PAS Report
3. Review state hazard mitigation plans for pipeline hazards and pipeline infrastructure.

Discussion documents include a Power Point presentation (Update and Path Forward) and a draft proposal for the pilot of PIPA RP ND 23 provided by Julie Halliday.

As noted by Julie, in concept the presentation addresses:

1. Challenges which redirected the team away from the consultation zone concept.
2. Lessons from looking at hazard mitigation planning evolution
3. Criteria and objectives for revised implementation plan
4. Proposed plan (map pipelines – BL01, review existing ROW for emergency response (modified ND23), review state hazard mitigation plans for inclusion of pipelines as a hazard and/or as critical infrastructure, consider if FEMA should add pipelines as a hazard – to be covered at a later date)
5. APA PAS report – to meet objectives of implementation plan (sustainable, language of audience, use existing channels)

Discussion

- Update since last meeting.
 - PIPA presentation was given at the PST Conference on Nov. 18.
 - PHMSA received an inquiry from an interested party to establish a “regional PIPA” initiative/group. Any input from Communication Team on how to respond is welcome. Currently PHMSA is providing stewardship for PIPA but “ownership” has not been determined. Any regional PIPA groups would likely need to be vetted by the steering committee and follow bylaws, etc. created by the ownership organization.
 - PHMSA is hosting Pipeline Emergency Response Forum on December 9, 2011 at DOT headquarters. Susan Waller will be presenting. Communication Team invited to attend in-person or webcast. Julie will provide PIPA brochure at the meeting.
- Discussion
 - Review of presentation. Julie noted review of Northern VA Hazard Mitigation Plans do not include pipelines as critical infrastructure or as a hazard.
 - FEMA promotes its emergency planning guidance through a “All hazards, All Phases, All Impacts, All Stakeholders” approach.

- Rebecca Craven noted FEMA plans are done at state level (military in Washington) and local emergency planning is done at county level. She is not sure that state level hazard mitigation plans will integrate with local planners. For example, the emergency management staff in Washtenaw county were unaware of any of the township level land use plans that implemented any of the land use measures (including setbacks) that the emergency management plan included as possible mitigation for pipeline hazard emergencies.
- The Northern VA hazard mitigation planning team included planners and emergency management personnel from various counties and cities. Their mitigation strategies included land use planning tools.
- Discussed proposal for ND23 pilot projects (see Attachment). Please provide feedback about any issues or volunteers regarding pilot proposal?
- ACTION: Spectra would likely be willing to pursue. Would need more internal discussion and discussion with PHMSA and Comm Team. Cynthia Munyon felt state regulator would also want to be involved if an intrastate pipeline was involved. If it is an interstate pipeline, Julie would like to attend.
- Susan Waller noted that TSA and DHS have suggested that certain pipeline information should not be made available to the general public.
- Carl Weimer noted that the information from emergency plans that operators share with local emergency responders is not always clear or consistent. Regulations require plans be shared but local emergency responders don't always find them useful. He asked if there are prescriptive requirements to share the plans or specific information with local emergency responders. Experience shows local emergency responders (75 – 80% volunteer fire departments) don't respond to operator initiatives. (Ref: 49 CFR 192.615(c) and 49 CFR 195.402 and public awareness requirements.)
- There is a [TRB study](#) in progress whose objective is: to develop a guide for natural gas and hazardous liquid pipeline operators and emergency responders that (1) includes the appropriate emergency response content that should be provided to emergency responders; (2) recommends effective means of disseminating this guidance by pipeline operators to recipient emergency response organizations and by those emergency response organizations to sub-units; and (3) recommends strategies for implementing and exercising the emergency response plan.
- Several Washington State counties piloted the consultation zone approach. A pilot of ND23 proposal seems like a prudent approach. It was noted that the connection between emergency management personnel and land use planning activities may not be strong. They are not always conducted by interacting/coordinating groups within a government (e.g., in Washington counties). We should determine if this is generally the case across the country or specific to Washington.
- A goal of the pilot should be to influence governments to adopt other PIPA RPs. How will pilot provide this pathway, i.e., keep PIPA RPs from becoming shelf art.
- Any consideration of involving previous TAG recipients?

ACTION: Julie will look into this. There was a past TAG grant regarding emergency response planning.

ACTION: Carl Weimer will talk with Jim Doherty about bridging gap between land use planners and emergency response planners.

- Is there support, assuming funding is available, from Communication Team about going forward to work with APA to develop a Planning Advisory Service (PAS) report regarding PIPA? General agreement with some issues was noted. APA requires full editorial control of final report. The PIPA RPs were extensively discussed for three years and received consensus agreement among stakeholders in their current language. Can the recommended practices be included in their existing language? A second potential issue is that planners tend to use setbacks as planning tools. They may be unfamiliar with and resistant to the use of consultation zone/planning area concepts in the PIPA recommended practices. The last issue raised was that PIPA addresses land development adjacent to existing pipelines. New pipelines are not in scope. Julie will contact APA to discuss these issues.

Future meetings

- Team members previously agreed to bi-weekly meetings for the near term. Julie has scheduled these for Wednesdays at 11:00 AM Eastern. The next meeting is Dec. 14.

Meeting concluded.

Participants

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Gray font indicates PIPA Communication Team Members not participating in meeting



Proposal for Pilot Implementation of PIPA Recommended Practice ND23 Consider Site Emergency Response Plans in Land Use Development

PIPA Recommended Practice ND23 encourages the local government and the property developer/owner to consider emergency response needs when planning land use development in proximity to a transmission pipeline right-of-way, to ensure that emergency response is not impeded during a pipeline incident.

This document proposes pilot projects in which local government emergency management personnel and affected pipeline operator(s) would jointly review emergency response needs in the event of a postulated incident involving an existing transmission pipeline against the emergency response requirements listed in the recommended practice.

From this review, implementation of PIPA Recommended Practice ND23 could be evaluated and guidance could be developed to assist other local governments and operators on how to effectively and efficiently perform an emergency response land use review. Examples of land use plans and development configurations near transmission pipelines that could impede emergency response could be noted in order to assist local governments to avoid such impediments in future land developments.

A secondary goal of this exercise would be to gain feedback about the National Pipeline Mapping System (NPMS). Can the local government readily gain access to and utilize NPMS data? Does the NPMS contain adequate information needed to support the local government's emergency response review? Is the base map in NPMS sufficient? What are the limitations to performing this review solely by the use of NPMS maps in lieu of walking the transmission pipeline right-of-way?

A third goal would be to enhance the relationship and communication between the local government and the operator.

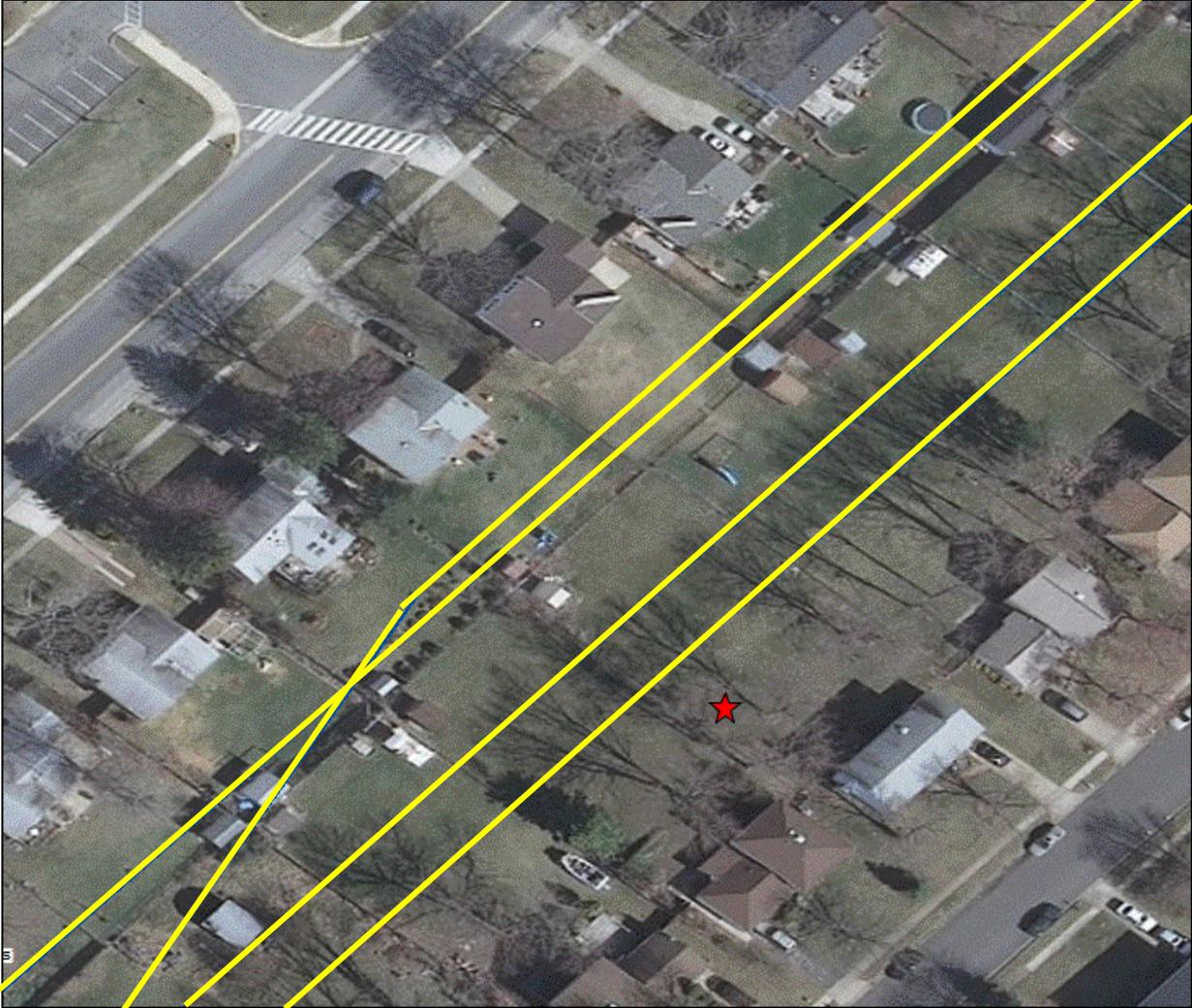
Proposed Exercise:

Review existing pipeline rights-of-way for effective emergency response in the event of a release.

Proposed tasks:

1. Exchange detailed contact information for emergency preparedness and response.
2. Map transmission pipelines or use NPMS. Possible maps to use for the review include:
 - a. Use NPMS PIMMA view
 - b. Map pipelines using NPMS extracted data imported into government's GIS
 - c. Use operator's GIS
3. Compare the specific local government requirements for emergency response planning with the emergency response requirements noted in the recommended practice. Discuss how different land use and development plans may alter or affect the necessary emergency response given actual pipeline attributes such as system operating pressure, pipe diameter, products transported, valve spacing, and valve control access, as well as other impediments to responding to and controlling the emergency. Other response considerations may include public egress and evacuation routes, access by emergency vehicles, command and control locations, interactions with other utility services, etc. Information discussed in [Pipeline Emergencies](#) should be considered, including:
 - a. Access to shutoff valves
 - b. Access for emergency response personnel/equipment
 - c. Location/capacity of fire hydrants

- d. Potential ICS, triage, and staging areas
 - e. Any other considerations as needed.
4. Perform reviews of existing pipeline rights-of-way to prepare for emergency response in the event of a postulated release. Identify information that should be captured during the review to assist in the response to an actual emergency such as:
 - a. Locations where access for emergency equipment is restricted or not available.
 - b. Locations where access to pipeline shutoff valves is restricted or not possible.
 - i. Identify the restrictions (locked gate, physical/natural barrier)
 - ii. Consider if the effects of the incident itself could impede access
5. Perform field surveillance of the pipeline right-of-way to compare the reviews performed using maps to actual conditions and issues noted in the field.
6. From this exercise, determine and document what the participants learned. For example:
 - a. Mapping system. Were the base maps adequate for this review? (e.g. are fences visible?)
 - b. The additional types of information needed to perform these reviews
 - c. Guidance on future land use and development practices near pipelines
 - d. Process improvements for future reviews
 - e. Time required to perform the review.
 - f. Other resources that were needed for the review
 - g. Were the reviews useful?



ND23 Consider Site Emergency Response Plans in Land Use Development

Practice Statement Emergency response plan requirements should be considered in new land use development within a planning area (see PIPA Recommended [Practice BLO6](#)) to reduce the risks of a transmission pipeline incident.

Audience Local Government, Property Developer/Owner

Practice Description

Effective emergency response planning can reduce the risk of a potential transmission pipeline incident by providing for timely response and situational control. Site emergency response plans should include coordination with the transmission pipeline operator. The property developer/owner should consider emergency response needs when planning land use development in proximity to a transmission pipeline right-of-way to ensure that emergency response is not impeded during a pipeline incident. Emergency response requirements include but may not be limited to the following:

Access to shutoff valves

Transmission pipeline operator access to shutoff valve(s) ensures that the transmission pipeline can be shutoff to mitigate the impact (duration and volume of release) from a pipeline incident. Development plans should clearly indicate the access to transmission pipeline shutoff valves. Valve access routes should be coordinated with the transmission pipeline operators and should consider access to areas that may be locked or gated for security and privacy purposes (i.e. private or gated communities, secured facilities, etc.).

Access for emergency response personnel/equipment

Development plans should include emergency access and turnabouts, as needed. The emergency response access route should be of appropriate width to accommodate emergency response equipment. Street turnabouts should be of adequate turning radius to facilitate forward or reverse hose lays and/or exit of any emergency response equipment. Access routes should consider access to areas that may be locked or gated for security and privacy purposes (i.e. private or gated communities, secured facilities, etc.). Standards NFPA 1, “Fire Code”, and International Fire Code provide minimum standards for the plans, construction, specifications, and maintenance of access routes for emergency responders.

Location/capacity of fire hydrants (as appropriate)

Although water is not typically used to extinguish flammable liquid or gas fires, it may be used to cool exposed structures to prevent a fire from spreading. If the possible use of fire hydrants is anticipated, their location and capacity should be evaluated to ensure that there are an adequate number of hydrants available, that they are located adequately, that they are of adequate capacity, and that they are maintained to be accessible and reliable. NFPA 1 and IFC provide minimum standards for the location and supply of fire hydrants.

Potential ICS, triage, and staging areas (as appropriate)

It may be beneficial to ensure that there is ample amount of room in the vicinity for incident command systems, triage, and staging areas. These may be included in the local government’s master plans. (Some local governments develop master plans - long-range plans used to guide where and in what form physical development occurs in the community.)

It should be noted that transmission pipeline operators are required to provide emergency liaison and consultations by existing pipeline safety regulations. Gas and liquid transmission pipeline operators must maintain, modify as appropriate, and follow the plans, procedures and programs they are required to establish under Title 49 Code of Federal Regulations, Parts 192 and 195.

In addition, the Pipeline and Hazardous Materials Safety Administration has formed partnerships, funded research and programs, and has published supplementary documents to assist transmission pipeline operators, emergency response personnel, and others in developing an emergency response plan.

References:

- [NFPA 1: Fire Code](#)
- [NFPA 1141: Standard for Fire Protection Infrastructure for Land Development in Suburban and Rural Areas](#)
- [NFPA 1142: Standard on Water Supplies for Suburban and Rural Fire Fighting](#)
- [International Code Council: International Fire Code](#)
- [49 CFR 192.615 and 49 CFR 195.402](#)
- [Hazardous Materials Emergency Response Guide Book \[www.safepipelines.org\]\(http://www.safepipelines.org\)](#)
- www.pipelineemergencies.com