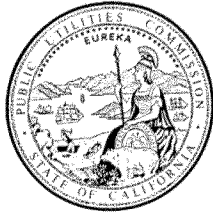


Docket: : I.11-02-016  
Exhibit Number : 2  
Commissioner : M Florio  
Admin. Law Judge : Yip-Kikugawa  
CPSD Project Mgr. : Robert Cagen



**Consumer Protection and Safety Division  
California Public Utilities Commission**

**Records Management within the  
Gas Transmission Division of  
Pacific Gas and Electric Company  
prior to the Natural Gas Transmission  
Pipeline Rupture and Fire,  
San Bruno, California September 9, 2010**

San Francisco, California  
March 5, 2012

*Testimony of Paul Duller and Alison North*

SB\_GT&S\_0376914

## TABLE OF CONTENTS

1			
2			
3	1.	EXECUTIVE SUMMARY .....	1-7
4	2.	SCOPE AND METHODS OF REVIEW .....	2-12
5	2.1.	SCOPE OF REVIEW.....	2-12
6	2.2.	METHOD OF REVIEW.....	2-12
7	3.	RECORDKEEPING STANDARDS USED IN THIS STUDY.....	3-14
8	3.1.	INTRODUCTION .....	3-14
9	3.2.	CRITERIA USED TO MEASURE PG&E’S RECORDS MANAGEMENT .....	3-15
10	4.	WHY RECORDS MANAGEMENT IS IMPORTANT .....	4-19
11	4.1.	OVERVIEW .....	4-19
12	4.2.	RECORD KEEPING REQUIREMENTS SINCE 1912.....	4-20
13	5.	THE SAN BRUNO PIPELINE RUPTURE AND FIRE .....	5-21
14	5.1.	INTRODUCTION .....	5-21
15	5.2.	FINDINGS OF THE NATIONAL TRANSPORTATION SAFETY BOARD .....	5-21
16	5.3.	PG&E’S RESPONSE TO THE NTSB REPORT .....	5-23
17	6.	REVIEW FINDINGS AND ANALYSIS .....	6-25
18	6.1.	INTRODUCTION .....	6-25
19	6.2.	RECORDS MANAGEMENT STRATEGY.....	6-26
20	6.3.	POLICIES, STANDARDS AND PROCEDURES .....	6-32
21	6.4.	RECORDS MANAGEMENT PROCESSES .....	6-40
22	6.5.	STORAGE .....	6-69
23	6.6.	TECHNOLOGY PROBLEMS .....	6-83
24	6.7.	POOR RECORDS MANAGEMENT HAS INCREASED THE RISK OF EARTHQUAKE	
25		DAMAGE TO PG&E’S GAS TRANSMISSION PIPELINES .....	6-91
26	7.	RECORDS MANAGEMENT ASSESSMENT .....	7-93
27	7.1.	INTRODUCTION .....	7-93
28	7.2.	GENERALLY ACCEPTED RECORD-KEEPING PRINCIPLES ® (GARP ®).....	7-95
29	7.3.	IMPACT .....	7-101
30	7.4.	CONCLUSIONS.....	7-105
31	8.	APPENDICES.....	8-108
32	8.1.	APPENDIX 1: AN INTRODUCTION TO RECORDS MANAGEMENT .....	8-108
33	8.2.	APPENDIX 2: RECORDS-RELATED ISSUES IN PG&E’S MAPPING DIVISION .....	8-115
34	8.3.	APPENDIX 3: EXTRACT FROM PG&E STANDARD PRACTICES DOCUMENTS	
35		1951-2010.....	8-119

1 8.4. APPENDIX 4: GARP® PRINCIPLES ..... 8-123  
2 8.5. APPENDIX 5: PG&E’S MAOP PROJECT..... 8-140  
3 8.6. APPENDIX 6: GLOSSARY AND DEFINITIONS ..... 8-142  
4 8.7. APPENDIX 7: THE EVOLUTION OF PG&E’S RECORDS RETENTION  
5 STANDARD PRACTICE AND A COMPARISON WITH INDUSTRY STANDARDS  
6 AND REGULATIONS ..... 8-144  
7 8.8. APPENDIX 8: THE CONSULTANTS ..... 8-151  
8 8.9. APPENDIX 9: REQUIRED RECORD RETENTION SCHEDULES AND  
9 STATUTORY PENALTIES ..... 8-153

10

11 **CPSD will provide the footnote exhibits in electronic format on an external hard drive.**

12

13 **Soon reference documents associated with the recordkeeping OII will be available on the**  
14 **Commission website.**

15 **To access these documents, please visit**

16 **[http://www.cpuc.ca.gov/PUC/events/110224\\_sanbruno.htm](http://www.cpuc.ca.gov/PUC/events/110224_sanbruno.htm),**

17 **and search for the subject area called "Reference Documents for CPSD Reports in**  
18 **Recordkeeping Penalty Consideration Case".**

1 LIST OF TABLES

2 Table 1-1: PG&E Gas Transmission Division’s Information Governance Maturity prior to the San Bruno Pipeline Rupture  
3 and Fire.....1-9

4 Table 6-1: Impact Statement: Strategy .....6-27

5 Table 6-2: Impact Statement: Strategy (Responsibilities).....6-28

6 Table 6-3: Impact Statement: Strategy (Training) .....6-31

7 Table 6-4: Impact Statement: Policies, Standards and Procedures.....6-34

8 Table 6-5: Impact Statement: Policies, Standards and Procedures (Records Retention).....6-38

9 Table 6-6: Impact Statement: Policies, Standards and Procedures (Business Continuity & Vital Records).....6-40

10 Table 6-7: Impact Statement: RM Processes (Disposal of Historical Pipeline Files).....6-49

11 Table 6-8: Impact Statement: Lack of Complete Pipeline Records and Job folders .....6-51

12 Table 6-9: PG&E Job Statistics (as of December 9, 2011).....6-54

13 Table 6-10: PG&E Job Folder Statistics (as of December 9, 2011).....6-54

14 Table 6-11: Impact Statement: RM Processes (Cataloguing, Tracking and Retrieval).....6-55

15 Table 6-12: Impact Statement: Records Management (RM) Processes (Job File Tracking Systems).....6-57

16 Table 6-13: PG&E’s Job Numbering Systems and their Data Quality Errors.....6-59

17 Table 6-14: The number of gaps in PG&E’s Job Number Sequences.....6-59

18 Table 6-15: Impact Statement: RM Processes (The Job Numbering Process).....6-60

19 Table 6-16: Job Numbers and Job Folders (not held at Walnut Creek; and not held at Walnut Creek or Bayshore) as  
20 recorded in the Emeryville Database, February 2012 .....6-63

21 Table 6-17: All Job Numbers and Job Folders in (as recorded in the Emeryville Database, February 2012).....6-65

22 Table 6-18: Impact Statement: RM Processes (Duplicate Job Files and Folders).....6-68

23 Table 6-19: Storage locations holding records necessary for PG&E MAOP Records Validation Project.....6-70

24 Table 6-20: Folders Transferred to Emeryville as part of the MAOP Records Validation Project .....6-73

25 Table 6-21: job folders Scanned Onsite in PG&E Offices, but not transferred to Emeryville.....6-74

26 Table 6-22: Extract from the Emeryville Catalog for Job 4797C .....6-77

27 Table 6-23: PG&E’s Top 20 Jobs in terms of Job folders (based upon PG&E’s Emeryville Catalog (February 2012) ....6-78

28 Table 6-24: Impact Statement: Physical Storage .....6-78

29 Table 6-25: The number of analytical reports missing from the ATS Report Library .....6-80

30 Table 6-26: Access pathways to the ATS Reports Library.....6-81

31 Table 6-27: Impact Statement: Storage (Document Libraries) .....6-82

32 Table 6-28: Impact Statement: Technology (Electronic Document Storage).....6-85

33 Table 6-29: Impact Statement: Technology (Geographic Information Systems).....6-87

34 Table 6-30: Impact Statement: Technology (Job Tracking Systems).....6-88

35 Table 6-31: Impact Statement: Technology (Gas Leak Records) .....6-90

36 Table 7-1: PG&E Gas Transmission Division’s Information Maturity prior to the San Bruno Pipeline rupture and fire, based  
37 upon GARP® Principles.....7-94

38 Table 7-2: Impact Summary: Strategy .....7-102

39 Table 7-3: Impact Summary: Policies, Standards and Procedures .....7-103

40 Table 7-4: Impact Summary: Records Management Processes, Storage and Technology .....7-104

41

## LIST OF FIGURES

1		
2	Figure 1-1: PG&E's position on the GARP® Information Maturity Model _____	1-9
3	Figure 6-1: The Age Range of Jobs stored outside of Walnut Creek and Bayshore _____	6-42
4	Figure 6-2: An illustration of the expected relationship with Pipeline-related Jobs, Job Folders and related documentation _____	6-44
5	Figure 6-3: An illustration of the actual relationship with Pipeline-related Jobs, Job Folders and related documentation _____	6-46
6	Figure 6-4: An illustration of the number of job folders held in each of the three main storage locations (Walnut Creek, Bayshore,	
7	and all other Offices) Based upon the ECTS Data Catalog. _____	6-62
8	Figure 6-5: An illustration of the number of job folders held in each of the three main storage locations (Walnut Creek, Bayshore,	
9	and all other Offices) Based upon the Emeryville Data Catalog (February 2012) _____	6-62
10	Figure 6-6: An illustration of Number of Unique Job Numbers defined in PG&E's Emeryville Data Catalog and their original	
11	source location prior to the MAOP Records Validation Project _____	6-63
12	Figure 6-7: PG&E Job Folder Age Variance (within any given job) _____	6-66
13	Figure 6-8: The evolution of a PG&E job and its accompanying job folders _____	6-67
14	Figure 6-9: Frequency distribution of the number of PG&E Jobs Folders per Job _____	6-67
15	Figure 7-1: PG&E's position on the GARP® Information Maturity Model _____	7-94
16		

1 MEMORANDUM

2

3 This report was prepared by the Consumer Protection and Safety Division (CPSD) of the  
4 California Public Utilities Commission (CPUC). In this report the CPSD presents its analysis of  
5 the state of records management within the Gas Transmission Division of Pacific Gas and  
6 Electric Company prior to the Natural Gas Transmission Pipeline Rupture and Fire, San Bruno,  
7 California September 9, 2010.

8

9 Robert Cagen served as the CPSD project coordinator in this review. Darryl Gruen, CPSD  
10 counsel, was responsible for the overall coordination of the preparation of this report. The  
11 CPSD's witnesses' prepared qualifications and testimony are contained in Chapters 1-8 of this  
12 report.

13

## 1. Executive Summary

In its September 2011 final report<sup>1</sup> on the San Bruno pipe rupture and fire, the National Transportation and Safety Board (NTSB) concluded that “The multiple and recurring deficiencies in PG&E operational practices indicate a systemic problem” and that “PG&E’s pipeline integrity management program, which should have ensured the safety of the system, was deficient and ineffective because it was based on incomplete and inaccurate pipeline information”.

After the San Bruno rupture, the California Public Utilities Commission contracted various experts for an analysis and report on the reasons why the San Bruno pipe rupture had occurred. In June 2011 a panel of consultants, named the “Blue Ribbon” panel, released their report. The panel implicated recordkeeping deficiencies as one of the factors that led to the rupture.

This report details the findings of a more detailed strategic review of records management<sup>2</sup> activities within PG&E’s Gas Transmission Division prior to the San Bruno pipeline rupture and fire on September 9, 2010. The report was commissioned by the California Public Utilities Commission (CPUC) and was undertaken by independent records management consultants, Dr Paul Duller and Alison North from the UK.

This report forms part of an investigation that was initiated on February 24<sup>th</sup>, 2011 by CPUC. This investigation set out to “determine whether the Pacific Gas and Energy Company (PG&E) violated any provision or provisions of the California Public Utilities code, Commission general orders or decisions, or other applicable rules or requirements pertaining to safety record-keeping for its gas services and facilities”.<sup>3</sup>

This report contains a review and assessment of PG&E’s policies, procedures, practices and records, as provided via data requests; technical reports, provided by the NTSB, CPUC and other third parties; interviews with PG&E staff; and, a series of site visits to PG&E’s facilities. While this review focuses on organization, access, storage, preservation, and retention of Gas Transmission records and related documentation, the findings are also referenced against PG&E’s corporate approach to records management.

This report finds that PG&E’s pipeline records were widely distributed and poorly controlled across the Gas Transmission Division. On the basis of PG&E’s own records catalog, we estimate that prior to the MAOP document consolidation project and before San Bruno, PG&E had stored its pipeline records for any given job in up to 10 different locations, without the necessary document control processes in place to track their location, existence or contents. To

---

<sup>1</sup> National Transportation Safety Board. 2011. Pacific Gas and Electric Company Natural Gas Transmission Pipeline Rupture and Fire, San Bruno, California, September 9, 2010. Pipeline Accident Report NTSB/PAR-11/01. Washington, DC, .pp. xi and 118

<sup>2</sup> For the purpose of this review, records management is defined as per Section 3.16 Part 1 of the ISO 15489 standard as the “field of management responsible for the efficient and systematic control of the creation, receipt, maintenance, use and disposition of records, including processes for capturing and maintaining evidence of and information about business activities and transactions in the form of records”.

<sup>3</sup> CPUC Order Instituting Investigation number I.11-02-016.

1 illustrate just how dispersed their record keeping was, in respect of its pipeline-related  
2 information, we calculate that PG&E had:

- 3
- 4 • 12446 jobs with their job folders stored across 2 locations;
- 5 • 1711 jobs with their job folders stored across 3 locations;
- 6 • 293 jobs with their job folders stored across 4 locations;
- 7 • 45 jobs with their job folders stored across 5 locations;
- 8 • 8 jobs with their job folders stored across 6 locations;
- 9 • 4 jobs with their job folders stored across 7 locations;
- 10 • 1 job with their job folders stored across 10 locations.

11  
12 This review has used the "Generally Accepted Record-keeping Principles®" (GARP®)<sup>4</sup> and the  
13 Information Maturity Model<sup>5</sup> defined by ARMA International<sup>6</sup> as the basis of an assessment and  
14 evaluation of PG&E's records management activities.

15  
16 On the basis of the GARP® criteria we find that records management within PG&E's Gas  
17 Transmission Division prior to the San Bruno pipeline rupture and fire were '**Sub-Standard**'<sup>7</sup>  
18 (Average Maturity Score = 1.2).

19  
20 While some elements of PG&E's records management activities, such as the creation of records  
21 retention policies received a slightly higher '**In-Development**'<sup>8</sup> rating (Maturity Score = 2.5), no  
22 elements were sufficiently developed to meet the '**Essential**'<sup>9</sup> minimum requirements (Maturity  
23 Score = 3) necessary to meet PG&E's legal and regulatory requirements.

---

<sup>4</sup> www.arma.org/garp

<sup>5</sup> www.arma.org/garp/metrics.cfm

<sup>6</sup> ARMA International was previously known as Association of Records Managers and Administrators, and is the authority on managing records and information in the USA (www.arma.org).

<sup>7</sup> **Level 1 (Sub-standard):** An environment where record-keeping concerns are either not addressed at all, or are addressed in a very ad hoc manner. Organizations that identify with these descriptions should be concerned that their programs will not meet legal or regulatory scrutiny.

<sup>8</sup> **Level 2 (In Development):** An environment where there is a developing recognition that record-keeping has an impact on the organization, and that the organization may benefit from a more defined information governance program. In Level 2, the organization is still vulnerable to legal or regulatory scrutiny since practices are ill-defined and still largely ad hoc in nature.

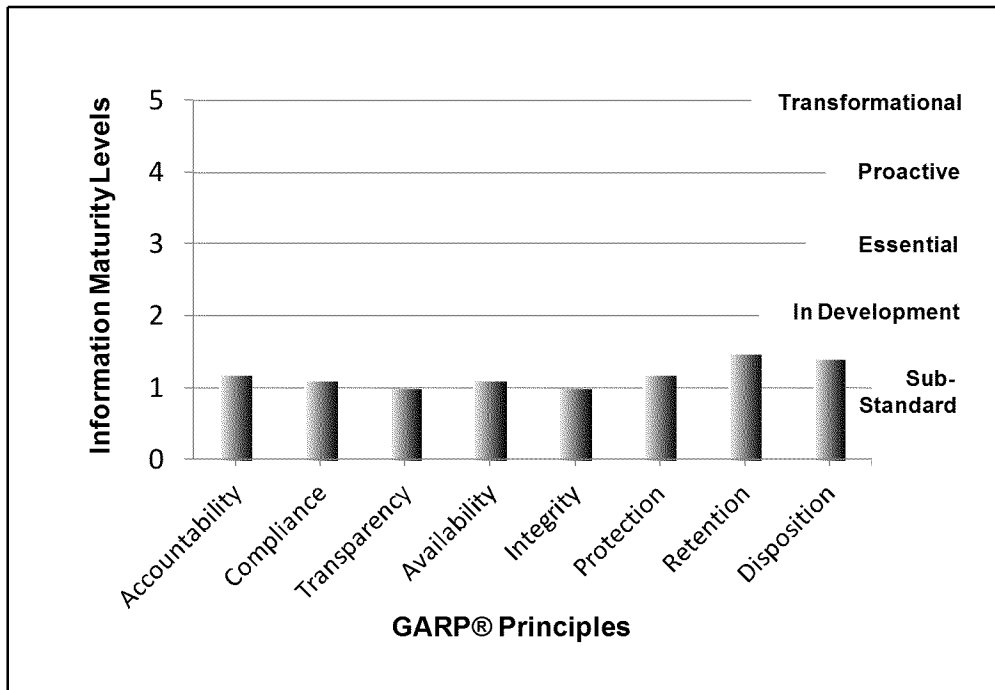
<sup>9</sup> **Level 3 (Essential):** The essential or minimum requirements that must be addressed in order to meet the organization's legal and regulatory requirements. Level 3 is characterized by defined policies and procedures, and more specific decisions taken to improve record-keeping.



1 **Table 1-1: PG&E Gas Transmission Division’s Information Governance Maturity prior to**  
 2 **the San Bruno Pipeline Rupture and Fire**  
 3

GARP® Assessment Criteria	Accountability	Compliance	Transparency	Availability	Integrity	Protection	Retention	Disposition
Records Management Theme								
Strategy	1.5	1.5	-	-	-	-	-	-
Responsibilities	1.5	1.5	1	1	1	1	1	1
Training	-	1	-	1	-	1	1	1
Policies, Standards, Procedures	1	-	-	2	-	-	-	-
Records Retention Policy	1.5	1	1	1	1	1	2.5	2
Business Continuity & Vital Records	-	1	-	-	1	2.5	-	-
Records Management Processes	1	1	1	1	1	1	1.5	1.5
Records Management Storage	1	1	1	1	1	1	1.5	1.5
Technology	1	1	1	1	1	1	1.5	1.5
Average Maturity Score (1-5)	1.2	1.1	1.0	1.1	1.0	1.2	1.5	1.4

4 **Figure 1-1: PG&E’s position on the GARP® Information Maturity Model**  
 5  
 6



1 This review has identified a number of fundamental long-term issues which directly impacted the  
2 quality of records management within PG&E prior to the San Bruno pipeline rupture and fire.  
3 These include the lack of:

- 4
- 5 • A strategy for record management;
- 6 • Records management practices and processes that were verifiable, documented,  
7 communicated and available to all;
- 8 • Complete and accurate records of the organization;
- 9 • A level of protection that had appropriate access controls;
- 10 • A record-keeping program compliant with applicable laws and business requirements;
- 11 • The ability to accurately and efficiently retrieve their records in a timely manner;
- 12 • Education and training in records management available and compulsory for all staff;
- 13 • A secure and monitored disposal process with appropriate facility for 'legal holds'.
- 14

15 In lay terms, PG&E's recordkeeping was in a mess and had been for years. Gas transmission  
16 records and safety-related documents were scattered, disorganized, duplicated, and were difficult  
17 if not impossible to access in a prompt and efficient manner. The accuracy, completeness and  
18 quality of any of PG&E's digital datasets derived from its hardcopy pipeline records were at risk  
19 as PG&E did not have a complete and comprehensive master set of all job folders and files in  
20 one place that they could consult as they compiled their data. From the 1950's to date, PG&E  
21 has been aware of their legal records retention requirements. While they documented their legal  
22 requirements, their implementation of their retention standards was rather more subjective. In  
23 some instances, key record series, such as their pipeline history files were 'lost' or inadvertently  
24 destroyed.

25

26 The recordkeeping issues identified in this report could have been addressed if PG&E had put  
27 the right people, process and systems in place over time, and had provided clear records  
28 management guidance, direction with senior management support to improve the way that its  
29 different offices and teams manage their records and share information. The creation of a formal  
30 records management program with supporting records management policies, procedures, systems  
31 and training would have ensured that appropriate attention and protection was given to PG&E  
32 documents, so that the evidence and information they contain could have been retrieved more  
33 efficiently and effectively.

34

35 PG&E is already aware that significant changes are required in its records management and  
36 administrative practice in order to address operational requirements highlighted by previous  
37 NTSB and CPUC reports. PG&E has already admitted to this Commission that its pipeline  
38 recordkeeping was insufficient and has established a Pipeline Records Integration Program  
39 (PRIP) to address this matter. PG&E states that the objective of its PRIP is to "address the  
40 changing records management needs of PG&E's gas transmission business".<sup>10</sup> PG&E states

---

<sup>10</sup> R.11-02-019; PG&E's Direct Testimony on PG&E's Pipeline Safety Enhancement Plan (Implementation Plan), P. 5-7.

1 further that its "gas transmission business will need improved access to detailed information  
2 about the components making up the 6,761 miles of gas transmission pipe that have been  
3 installed over many decades".<sup>11</sup> PG&E has requested that \$222.8 million of its Pipeline Records  
4 Integration Program (PRIP) costs be funded by ratepayers from 2012 to 2014. This request is  
5 composed of a Maximum Allowable Operating Pressure (MAOP) Records Validation Project  
6 and a Gas Transmission Asset Management (GTAM) Project.<sup>12</sup>

7  
8 As consultants, we suggest that these costs are excessive, and we cannot support PG&E's request  
9 for them regardless of their total. The scope and degree of PG&E's proposals do, however,  
10 inform the Commission of the nature of the recordkeeping transformation and improvement that  
11 PG&E must undertake.

12  
13 In summary, this report, and its findings and conclusions are consistent with the findings and  
14 conclusions of the NTSB, the Blue Ribbon Panel, and PG&E itself. Each may have reached its  
15 findings and conclusions based on different considerations and perspective. But each has  
16 concluded that PG&E's recordkeeping practices have been deficient and have diminished  
17 pipeline safety.

---

<sup>11</sup> Ibid.

<sup>12</sup> Ibid. P. 5-1.

## 2. Scope and Methods of Review

### 2.1. Scope of Review

The primary objective of this study was to provide a strategic review, analysis and assessment of the records management practices within the Gas Transmission Division of PG&E prior to the natural gas transmission pipeline rupture and fire in San Bruno, California September 9, 2010. In particular, this study set out to understand how PG&E's actual records and its records management systems, practices, standards and procedures related to the PG&E gas pipeline system had evolved since the installation of the pipeline; if they were consistent with applicable industry standards; and if an improved standard of care for record maintenance could have prevented the pipeline rupture and fire of September 9, 2010.

CPUC Commissioner Florio's Scoping Memo of November 21, 2011<sup>13</sup> designates that the first phase of this proceeding was to address past record-keeping practices. In order to ascertain exactly where documents were stored at the time of the incident, and understand the PG&E record-keeping practices and systems that were in place at that time, it was necessary for CPSD to also understand what document consolidation work had been undertaken since the San Bruno pipeline rupture and fire. Therefore, to that end we also examined PG&E's forward-looking MAOP validation efforts. In order to achieve the objective of the study, a review, analysis and assessment were undertaken of PG&E's records-related people, processes, technology and historical records (physical and electronic) from 1955 to the present day.

### 2.2. Method of Review

To address Commissioner Florio's scoping memo, and the OII itself, this study examines several things. First, the study compares PG&E records management activities with generally accepted record keeping principles, industry-specific and international standards, laws, regulations and resolutions and records management theory and practice in order to provide an overall picture of records management practices within PG&E prior to the Natural Gas Transmission Pipeline rupture and fire, San Bruno, California September 9, 2010.

In order to understand PG&E's historical records management processes and comment upon them, this report also examines the PG&E policies and standard practices that were in place from the 1950s to 2010, and the historical records and metadata that still existed within PG&E's files.

---

<sup>13</sup> I.11-02-016, "Order Instituting Investigation on the Commission's Own Motion into the Operations and Practices of Pacific Gas and Electric Company with Respect to Facilities Records for its Natural Gas Transmission System Pipelines", Assigned Commissioner's Scoping Memo and Ruling, November 21, 2011.

1 The report details the findings and observations based on:  
2

- 3 • Published investigations and official reports of the San Bruno Pipeline rupture and fire;
- 4 • Interviews and observations with a cross-section and sample of PG&E leadership,  
5 management and staff, contractors and third-party service providers;
- 6 • A visual inspection of physical PG&E records storage conditions in PG&E offices, record  
7 stores and other facilities;
- 8 • A review of relevant records management infrastructure, programs, standards, policies and  
9 procedures (as provided via data requests);
- 10 • Site visits to PG&E storage facilities and offices, complemented by follow-up data requests  
11 to establish further details and identify areas contributing to the strategic direction of  
12 document and records management prior to the San Bruno incident;
- 13 • Technical reports, provided by the NTSB<sup>14</sup>, CPUC and other third parties;
- 14 • A review of legislation, regulations and relevant CPUC Resolutions from 1913 to 2010;
- 15 • PG&E data responses to data requests;

16  
17 The approach adopted was designed to identify ‘gaps’ in the document and records management  
18 service provision; to understand how records management had evolved over time; and to  
19 comment upon any impact that poor document and records management has had upon the  
20 organization and pipeline safety.

21  
22 The scientific principle of parsimony (or Occam's razor) was followed in which we have tried to  
23 understand and explain the past by causes now in operation without inventing additional  
24 unknown causes, however plausible in logic, if the available processes would suffice to explain  
25 the result.

26  
27 This report provides a strategic assessment of PG&E’s Records Management activities and both  
28 compliments and supports the parallel investigation undertaken by Margaret Felts, a fellow  
29 member of the CPUC investigation team. In her testimony, Margaret Felts reports upon the  
30 engineering impact and implications of PG&E’s record keeping practices at a tactical and  
31 operational level and explains how particular PG&E’s record-keeping problems have caused  
32 engineering safety problems with gas transmission. This report focuses on more strategic and  
33 company-wide aspects of PG&E’s record-keeping practices. The two CPSD reports overlap, at  
34 least in part, because the two subjects are closely related.

---

<sup>14</sup> National Transportation Safety Board. 2011. Pacific Gas and Electric Company Natural Gas Transmission Pipeline Rupture and Fire, San Bruno, California, September 9, 2010. Pipeline Accident Report NTSB/PAR-11/01. Washington, DC.

### 3. Recordkeeping Standards Used In This Study

#### 3.1. Introduction

This section introduces the assessment criteria we have used to benchmark PG&E’s record-keeping practices from 1955 to 2010. We have included the international standards organization ISO15489-1:2001, the recognized standard for all record-keeping practices, developed and used by records management professionals in the USA and worldwide; ARMA International’s<sup>15</sup> Generally Accepted Record-keeping Principles®<sup>16</sup> (GARP®) and Information Governance Maturity Model,<sup>17</sup> widely adopted by records managers in the USA; and, engineering and pipeline standards and guidelines that include record-keeping practices that are directly relevant to PG&E gas safety. These standards are explained in this chapter.

We also included in our assessment the comments from the NTSB report<sup>18</sup> that refer to the records not being traceable, verifiable or complete as an indication of the standard of record-keeping within PG&E at the time of the San Bruno pipeline rupture and fire. This records management review also included standards that while not directly categorized as general records keeping standards, are directly relevant to PG&E gas safety and gas safety record-keeping. We screened various standards and regulations from 1950s to 2010 including ASA B31.1–Power Piping, Title 49 CFR part 192 Transportation; Title 18 CFR part 125 Conservation of Power and Water Resources and CPUC Resolutions FA570 and A4691. These standards are referenced periodically throughout the text. Our assessment charts and comments are included in section 6, within the findings, and summarized in section 7.

##### 3.1.1. ISO 15489-1:2001

ISO15489 is the International Standard for Records (information and documentation) management. It establishes the basis of ‘One best Way’ to undertake records management and it explains what any organization needs to know about records and records keeping; designing records systems; the key records management processes and controls; and the training and monitoring required. This standard states the principles that “records are a corporate asset” and acknowledges that companies exist in a highly regulated environment, and by inference, they have to keep records which are traceable, verifiable and complete. The standard is very practical in that it suggests ways of developing policies, procedures and practices to meet business needs and how they can be used to support other initiatives. It demonstrates how records management can be used to support the organization’s aims and objectives; shows how Records Management underpins information asset management; and defines the benefits to be gained from such a program. This standard provides a useful point of reference for this study as it underpins and

---

<sup>15</sup> [www.arma.org](http://www.arma.org)

<sup>16</sup> [www.arma.org/garp](http://www.arma.org/garp)

<sup>17</sup> *ibid.*

<sup>18</sup> National Transportation Safety Board. 2011. Pacific Gas and Electric Company Natural Gas Transmission Pipeline Rupture and Fire, San Bruno, California, September 9, 2010. Pipeline Accident Report NTSB/PAR-11/01. Washington, DC.

1 supports most, if not all of the GARP principles. However, the ISO standard itself was not used  
2 directly in the measurement of PG&E's records management activities.

### 3 4 **3.2. Criteria Used to Measure PG&E's Records Management<sup>19</sup>**

5  
6 A definitive set of eight Generally Accepted Record-keeping Principles® (GARP®) identify the  
7 critical hallmarks of information governance - an accountability framework that "includes the  
8 processes, roles, standards, and metrics that ensure the effective and efficient use of information  
9 in enabling an organization to achieve its goals."<sup>20</sup> The GARP® principles are used in this study  
10 as the benchmarking tool to assess the maturity of PG&E records management. Each of the  
11 GARP® Principles<sup>21</sup> is summarized below.

12  
13 **Principle of Accountability:**<sup>22</sup> An organization assigns a senior executive who will oversee a  
14 record-keeping program and delegate program responsibility to appropriate individuals. The  
15 organization adopts policies and procedures to guide personnel, and ensure the program can be  
16 audited.

17  
18 **Principle of Transparency:**<sup>23</sup> The processes and activities of an organization's record-keeping  
19 program are documented in a manner that is open and verifiable and is available to all personnel  
20 and appropriate interested parties.

21  
22 **Principle of Integrity:**<sup>24</sup> A record-keeping program shall be constructed so the records and  
23 information generated by or for the organization have a reasonable and suitable guarantee of  
24 authenticity and reliability.

25  
26 **Principle of Protection:**<sup>25</sup> A record-keeping program shall be constructed to ensure a reasonable  
27 level of protection to records and information that are private, confidential, privileged, secret, or  
28 essential to business continuity.

29  
30 **Principle of Compliance:**<sup>26</sup> The record-keeping program shall be constructed to comply with  
31 applicable laws and other binding authorities, as well as the organization's policies.

---

<sup>19</sup> These criteria are called the Generally Accepted Record-keeping Principles®

<sup>20</sup> The GARP® standards have been published by ARMA International, previously known as Association of Records Managers and Administrators, the authority on managing records and information. Formed in 1955, ARMA International is the oldest and largest association for the information management profession with a current international membership of more than 10,000. It provides education, publications, and information on the efficient maintenance, retrieval, and preservation of vital information created in public and private organizations in all sectors of the economy. The eight GARP® principles represent the collective knowledge and experience of many years of accepted best records management practices. As such, they apply to all sizes of organizations, in all types of industries, and in both the private and public sectors. The guidelines can be used by records management professionals to establish consistent practices across a variety of business units, or design comprehensive and effective records management programs; and by legislators in crafting legislation meant to hold organizations accountable.

<sup>21</sup> <http://www.arma.org/garp>

<sup>22</sup> <http://www.arma.org/garp/metrics-accountability.cfm>

<sup>23</sup> <http://www.arma.org/garp/metrics-transparency.cfm>

<sup>24</sup> <http://www.arma.org/garp/metrics-integrity.cfm>

<sup>25</sup> <http://www.arma.org/garp/metrics-protection.cfm>

1 **Principle of Availability:**<sup>27</sup> An organization shall maintain records in a manner that ensures  
2 timely, efficient, and accurate retrieval of needed information.

3  
4 **Principle of Retention:**<sup>28</sup> An organization shall maintain its records and information for an  
5 appropriate time, taking into account legal, regulatory, fiscal, operational, and historical  
6 requirements.

7  
8 **Principle of Disposition:**<sup>29</sup> An organization shall provide secure and appropriate disposition for  
9 records that are no longer required to be maintained by applicable laws and the organization's  
10 policies.

11  
12 There is a link between the specific GARP® principles defined above and other quality metrics  
13 used by other bodies to assess PG&E activities. The GARP® principles of Compliance,  
14 Availability and Integrity are directly related to the three National Transportation Safety Board  
15 (NTSB)<sup>30</sup> documentation quality criteria cited in their reports and urgent safety  
16 recommendations (i.e. Traceable, Verifiable, and Complete), in that an increase/decrease in one  
17 or more of the NTSB parameters would result in a corresponding increase/decrease in the  
18 GARP® Integrity value. The remaining GARP® principles of Accountability, Transparency,  
19 Retention, Protection, Security, and Disposition, while still important to the records management  
20 process, have a more indirect and convoluted link with these parameters. The relationship  
21 between GARP criteria and NTSB documentation quality criteria is illustrated in Table 2.1  
22 overleaf.

23  
24  

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(continued from previous page)

<sup>26</sup> <http://www.arma.org/garp/metrics-compliance.cfm>

<sup>27</sup> <http://www.arma.org/garp/metrics-availability.cfm>

<sup>28</sup> <http://www.arma.org/garp/metrics-retention.cfm>

<sup>29</sup> <http://www.arma.org/garp/metrics-disposition.cfm>

<sup>30</sup> National Transportation Safety Board. 2011. Pacific Gas and Electric Company Natural Gas Transmission Pipeline Rupture and Fire, San Bruno, California, September 9, 2010. Pipeline Accident Report NTSB/PAR-11/01. Washington, DC.



1 **Table 2.1: The Relationship between GARP® and the NTSB Quality Criteria**

2

GARP Criteria	NTSB Criteria		
	Traceable	Verifiable	Complete
Accountability	In-Direct	In-Direct	In-Direct
Compliance	Direct	Direct	Direct
Transparency	In-Direct	In-Direct	In-Direct
Availability	Direct	Direct	Direct
Integrity	Direct	Direct	Direct
Retention	In-Direct	In-Direct	In-Direct
Protection	In-Direct	In-Direct	In-Direct
Security	In-Direct	In-Direct	In-Direct
Disposition	In-Direct	In-Direct	In-Direct

3

4

5 **3.2.1. Explanation of the Range of Scores That Apply to Records Management<sup>31</sup>**

6

7 ARMA International has established a Maturity Model for Information Governance based upon  
 8 the eight GARP® Principles and a solid foundation of standards, best practices, and  
 9 legal/regulatory requirements. The ARMA Maturity Model defines 5 levels of record-keeping  
 10 activity as:

11

12 **Level 1 (Sub-standard):** This level describes an environment where record-keeping concerns  
 13 are either not addressed at all, or are addressed in a very ad hoc manner. Organizations that  
 14 identify primarily with these descriptions should be concerned that their programs will not meet  
 15 legal or regulatory scrutiny.

16

17 **Level 2 (In Development):** This level describes an environment where there is a developing  
 18 recognition that record-keeping has an impact on the organization, and that the organization may  
 19 benefit from a more defined information governance program. However, in Level 2, the  
 20 organization is still vulnerable to legal or regulatory scrutiny since practices are ill-defined and  
 21 still largely ad hoc in nature.

22

23 **Level 3 (Essential):** This level describes the essential or minimum requirements that must be  
 24 addressed in order to meet the organization's legal and regulatory requirements. Level 3 is  
 25 characterized by defined policies and procedures, and more specific decisions taken to improve

---

<sup>31</sup> These scores are also referred to as Information Governance Maturity details of which can be found at <http://www.arma.org/garp>.

1 record-keeping. However, organizations that identify primarily with Level 3 descriptions may  
2 still be missing significant opportunities for streamlining business and controlling costs.  
3

4 **Level 4 (Proactive):** This level describes an organization that is initiating information  
5 governance program improvements throughout its business operations. Information governance  
6 issues and considerations are integrated into business decisions on a routine basis, and the  
7 organization easily meets its legal and regulatory requirements. Organizations that identify  
8 primarily with these descriptions should begin to consider the business benefits of information  
9 availability in transforming their organizations globally.  
10

11 **Level 5 (Transformational):** This level describes an organization that has integrated  
12 information governance into its overall corporate infrastructure and business processes to such an  
13 extent that compliance with the program requirements is routine. These organizations have  
14 recognized that effective information governance plays a critical role in cost containment,  
15 competitive advantage, and client service.<sup>32</sup>  
16

17 The ARMA Information Governance Maturity Model is used within the context of this study to  
18 provide a framework for the evaluation of PG&E's record-keeping programs and practices prior  
19 to the San Bruno pipeline rupture and fire. It has enabled us to quantify the information  
20 governance maturity of PG&E's Gas Transmission Division by comparing the Generally  
21 Accepted Record-keeping Principles® with the evidence compiled during the review. This  
22 approach also allows us to explain the detailed findings using the most common and widely  
23 accepted terminology for records management in the USA. Detailed level-by-level  
24 characteristics of each of the eight GARP® principles are presented in Appendix 2.  
25  
26

---

<sup>32</sup> <http://www.arma.org/garp/metrics.cfm>

## 4. Why Records Management Is Important

### 4.1. Overview

This section provides a brief introduction to the principles of Records management in order to establish a baseline for this review. While records have been kept for many thousands of years, the discipline of Records management originated in the early days of the British Empire when sailing ships were the only way to carry written communication between British colonies and London. Managing correspondence trails that could span years required a systemic approach to ensure that communication was recorded, managed in context with the subject at hand, and retained.<sup>33</sup> Today, records management continues to deliver value far beyond the visibility that it has in many organizations. It is inextricably tied to the governance of a business, its ability to operate legally, efficiently, and effectively, and provide traceable, verifiable and complete records. In the case of a utility transporting potentially flammable and explosive gas in pipes, good records management is vital to help achieve maximum safety.

Records management is a “professional management discipline that provides for well-structured record keeping system(s) to ensure quick and efficient access to complete, reliable, authentic and usable information when it is needed”.<sup>34</sup> Records management is a specific corporate function that goes beyond the day-to-day administration and filing of records.<sup>35</sup> It manages complex processes created to control “the creation, receipt, maintenance, use and disposition of records, including processes for capturing and maintaining evidence of and information about business activities and transactions”.

The guiding principle of records management is that “information must be readily available at the prerequisite time and in the form they are required”.<sup>36</sup> Records management (RM) puts into place controls to manage the ‘information lifecycle’.<sup>37</sup> These controls should form part of each and every process in the organization, they should assist staff to maintain accuracy and completeness, use effectively, share appropriately and then retain or dispose of records for which they are responsible. However, not all staff have a responsibility for the final outcome of every record they use, so the records management controls should show where the various responsibilities lie. Records management should provide guidance on techniques for filing, searching, retrieving and storing. The records management controls must also provide detailed and accurate information on records retention and disposition in terms of both business and legal requirements.

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<sup>33</sup> Progressing through the stages of records management competency, Business White Paper, Hewlett Packard (2009)

<sup>34</sup> M.F. Robek, G.F. Brown, D.O. Stephens, Information and records management: document based information systems, New York: Glencoe/McGraw Hill, 1995, p. 4.

<sup>35</sup> K. Smith, Planning and implementing electronic records management – a practical guide, London: Facet Publishing, 2007, p. 4.

<sup>36</sup> British Standards Institution, ISO 15489-1:2001, Information and documentation: records management: part 1: general, London: BSI, 2001, p. 3.

<sup>37</sup> Managing the Information Lifecycle. <http://www.jiscinfonet.ac.uk/infokits/information-lifecycle/Information-Lifecycle.pdf>

1 Records management may not be the sole responsibility of an individual or a separate department  
2 therefore every member of staff should understand the principles, policies and controls that  
3 govern the maintenance, retention and disposition of their information, and be responsible for  
4 managing their information in accordance with the regulations and business requirements. The  
5 records management policy, the controls and the auditing to ensure that the controls are working  
6 and being used should be developed in line with other information-related policies such as  
7 information security, data protection and continuity. This should be part of an overall  
8 organizational information management strategy. A senior manager must be accountable for the  
9 development of the records management policies and controls and they must appoint someone to  
10 manage the process for retention and disposition of the records to ensure that through time those  
11 records that must be kept are complete, accurate, accessible, and secure. A more comprehensive  
12 overview of records management principles and practices is presented in Appendix 1.

#### 14 **4.2. Record Keeping Requirements Since 1912**

15

16 PG&E should have been accustomed to record keeping requirements and compliance with  
17 standards since about the turn of the last century. Since October 10, 1912, the CPUC's General  
18 Order 28, required every public utility and common carrier under CPUC jurisdiction to "preserve  
19 all records, memoranda and papers supporting each and every entry (for) (a)ll records pertaining  
20 to depreciation and replacement of equipment and plant."<sup>38</sup> To emphasize the breadth of this  
21 requirement, the General Order further required that, "In the event that different titles, or  
22 designations, from those named above are used, the records or memoranda similar in character  
23 and purpose to those mentioned above, shall be preserved."<sup>39</sup> The Commission also set forth a  
24 requirement that each public utility keep its records well-organized and easily accessible, noting  
25 "the manner in which these records, memoranda and papers shall be preserved must be such that  
26 this Commission may readily examine the same at its convenience."<sup>40</sup>

27

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<sup>38</sup> General Order 28, Approved September 10, 1912. Effective October 10, 1912, Reissued December 22, 1947.

<sup>39</sup> General Order 28, Approved September 10, 1912. Effective October 10, 1912, Reissued December 22, 1947.

<sup>40</sup> General Order 28, Approved September 10, 1912. Effective October 10, 1912, Reissued December 22, 1947.

## 5. The San Bruno Pipeline Rupture and Fire

### 5.1. Introduction

The National Transportation Safety Board produced a concise summary of the San Bruno Pipeline Rupture and Fire:

“On September 9, 2010, about 6:11 p.m. Pacific daylight time, a 30-inch-diameter segment of an intrastate natural gas transmission pipeline known as Line 132, owned and operated by the Pacific Gas and Electric Company (PG&E), ruptured in a residential area in San Bruno, California. The rupture occurred at mile point 39.28 of Line 132, at the intersection of Earl Avenue and Glenview Drive. The rupture produced a crater about 72 feet long by 26 feet wide. The section of pipe that ruptured, which was about 28 feet long and weighed about 3,000 pounds, was found 100 feet south of the crater. PG&E estimated that 47.6 million standard cubic feet of natural gas was released. The released natural gas ignited, resulting in a fire that destroyed 38 homes and damaged 70. Eight people were killed, many were injured, and many more were evacuated from the area.”<sup>41</sup>

### 5.2. Findings of the National Transportation Safety Board

The National Transportation Safety Board’s investigation found that the rupture of Line 132 was caused by:

“...a fracture that originated in the partially welded longitudinal seam of one of six short pipe sections, which are known in the industry as “pups.” The fabrication of five of the pups in 1956 would not have met generally accepted industry quality control and welding standards then in effect, indicating that those standards were either overlooked or ignored. The weld defect in the failed pup would have been visible when it was installed.”<sup>42</sup>

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<sup>41</sup> National Transportation Safety Board. 2011. Pacific Gas and Electric Company Natural Gas Transmission Pipeline Rupture and Fire, San Bruno, California, September 9, 2010. Pipeline Accident Report NTSB/PAR-11/01. Washington, DC. p. x.

<sup>42</sup> Ibid. P. x.

1 Following their investigation the National Transportation Safety Board concluded that PG&E's  
2 pipeline integrity management program, which should have ensured the safety of the system, was  
3 deficient and ineffective because it:

- 4
- 5 • Was based on incomplete and inaccurate pipeline information;
- 6 • Did not consider the design and materials contribution to the risk of a pipeline failure;
- 7 • Failed to consider the presence of previously identified welded seam cracks as part of its risk  
8 assessment;
- 9 • Resulted in the selection of an examination method that could not detect welded seam defects;
- 10 • Led to internal assessments of the program that were superficial and resulted in no  
11 improvements.<sup>43</sup>
- 12

13 Several deficiencies revealed by the National Transportation Safety Board investigation, such as  
14 PG&E's poor quality control during the pipe installation and inadequate emergency response,  
15 were also reported as factors in the 2008 explosion of a PG&E gas pipeline in Rancho Cordova,  
16 California,<sup>44</sup> and the 1981 PG&E gas pipeline leak in San Francisco,<sup>45</sup> which involved inaccurate  
17 record-keeping. The National Transportation Safety Board concluded that PG&E's multiple,  
18 recurring deficiencies were evidence of a systemic problem.<sup>46</sup> The National Transportation  
19 Safety Board investigation also determined that the California Public Utilities Commission  
20 (CPUC), the pipeline safety regulator within the state of California, failed to detect the  
21 inadequacies in PG&E's integrity management program and that the Pipeline and Hazardous  
22 Materials Safety Administration (PHMSA) integrity management inspection protocols need  
23 improvement.<sup>47</sup>

24

25 The National Transportation Safety Board determined that the probable cause of the accident  
26 was PG&E's inadequate quality assurance and quality control in 1956 during its Line 132  
27 relocation project, which allowed the installation of a substandard and poorly welded pipe  
28 section with a visible seam weld flaw that, over time grew to a critical size, causing the pipeline  
29 to rupture during a pressure increase stemming from poorly planned electrical work at the  
30 Milpitas Terminal; and an inadequate pipeline integrity management program, which failed to  
31 detect and repair or remove the defective pipe section.<sup>48</sup> The National Transportation Safety  
32 Board also reported that contributing to the accident were the California Public Utilities  
33 Commission's (CPUC) and the U.S. Department of Transportation's exemptions of existing

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<sup>43</sup> Ibid at page xi.

<sup>44</sup> *Explosion, Release, and Ignition of Natural Gas, Rancho Cordova, California, December 24, 2008*, Pipeline Accident Brief NTSB/PAB-10/01 [Washington, DC: National Transportation Safety Board, 2010].)

<sup>45</sup> *Pacific Gas & Electric Company Natural Gas Pipeline Puncture, San Francisco, California, August 25, 1981*, Pipeline Accident Report NTSB/PAR-82/01 [Washington, DC: National Transportation Safety Board, 1982].)

<sup>46</sup> Ibid.

<sup>47</sup> Ibid. P. xi.

<sup>48</sup> Ibid. P. xii.

1 pipelines from the regulatory requirement for pressure testing, which should have detected the  
2 installation defects.<sup>49</sup> In response to the NTSB report, the CPUC initiated a number of actions,  
3 including the commissioning of this investigation (I.11-02-016).

### 4 5 **5.3. PG&E’s Response to the NTSB Report**

#### 6 7 **5.3.1. The MAOP Verification and Validation Project**

8  
9 Following receipt of the NTSB report PG&E was ordered by the CPUC to conduct a project to  
10 validate its gas transmission pipeline maximum allowable operating pressure, known as the  
11 MAOP Verification and Validation Project. As no definitive catalog of its pipeline records was  
12 available to support the MAOP validation effort, PG&E’s Gas Transmission Division initiated a  
13 major project to seek out, identify, consolidate and scan its pipeline-related job folder. To  
14 achieve this task PG&E employed teams of staff to hunt for job folders (the “T-Walk” team and  
15 the “D-Walk” team) across all of its 46+ offices. In addition, PG&E also undertook an extensive  
16 review of its hardcopy files that had previously been held at the Bayshore Records Center. In this  
17 instance, 1500 staff volunteers worked in shifts at the Cow Palace for five days to review over  
18 100,000 boxes transferred from the Bayshore Records Center. While the 2011 Cow Palace  
19 project is outside of the primary time scale under review, it was necessary to reference in this  
20 exercise, as most of PG&E’s local-office based record stores that existed prior to San Bruno  
21 were dismantled and their contents moved first to Cow Palace and then to Emeryville, as part of  
22 its MAOP project. The effort required PG&E to sift through these boxes and seek out pipeline-  
23 related information (approximately 7500 days or 30 staff years’ worth of work) illustrates both  
24 the size and scale of the information access problem facing PG&E, even from within its own  
25 records store, and the historical lack of control place upon its own safety-critical pipeline records  
26 prior to San Bruno.

27  
28 More comprehensive details of the three phases of the MAOP Verification and Validation  
29 Project phases are presented in Appendix 5. As part of the MAOP Verification and Validation  
30 Project and in furtherance of a company-wide conversion from paper to electronic record-  
31 keeping, PG&E is in the process of scanning all job file documents that can be used to verify and  
32 validate the MAOP for its transmission system. In the process, PG&E is creating in its electronic  
33 document management system (ECTS – see Chapter 6) as complete a list as possible of the jobs  
34 associated with the routes/lines. PG&E plans to migrate all of the scanned pipeline-related  
35 documents from ECTS to a permanent corporate repository. As part of its Pipeline Safety  
36 Enhancement Plan, PG&E also plans to implement a linear event-based GIS data model that  
37 leverages information from the existing geographical information system (GIS) and financial  
38 systems (SAP). The new GIS system should allow PG&E to view and analyze pipeline features,  
39 characteristics and event history relative to specific reference points along the entire length of  
40 gas transmission pipelines and host a comprehensive list of job files associated with PG&E’s gas  
41 transmission system.

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42  
<sup>49</sup> Ibid. P. xii.

### 1 5.3.2. PG&E's Internal Review of Records Management

2  
3 In 2011 PG&E commissioned the management consultancy group PwC, previously known as  
4 Pricewaterhouse Coopers to undertake an internal review of information management<sup>50</sup> within  
5 its Gas Transmission Division. As this study was not due to be completed until early March  
6 2012, shortly after the submission of the CPSD's own report, a preliminary draft of the PwC  
7 findings was provided to CPSD as part of Data Request 25.<sup>51</sup> While a few of the issues  
8 identified in the PwC report have arisen in the aftermath of the San Bruno pipeline rupture and  
9 fire, many of the issues identified are as relevant to PG&E before San Bruno as they are today.  
10 A summary of PwC's key records management findings relating to the Gas Transmission  
11 Division from their draft report dated January 18, 2012, are presented in 8.2 Appendix 2. The  
12 PwC report, intended for internal PG&E use only, not only substantiates many of the findings of  
13 the CPSD investigation, as discussed in the following section, but also provides a damning  
14 indictment of the current state of information and records management within the PG&E Gas  
15 Transmission Division. CPSD understands that PG&E plans to make necessary changes to its  
16 records management processes based on the findings from the PwC assessment. These changes  
17 are likely to encompass new policies, procedures, practices, systems and improved training. The  
18 technology and systems that PG&E proposed to support their new record-management efforts are  
19 discussed in relation to the Gas Transmission Asset Management project ("GTAM") that forms  
20 part of the PG&E 2011 Pipeline Safety Enhancement Plan. This plan has requested over \$222.8  
21 million from ratepayers in order to address the pipeline-related data quality and records  
22 management issues identified by the NTSB in the original report.<sup>52</sup>

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<sup>50</sup> Information in the context of this study encompasses all elements of records management, document management and data management.

<sup>51</sup> GasTransmissionSystemRecordsOII\_DR\_025-Q02(i) Supplement Summary of Information Management Key Themes: PG&E Gas Mapping Organization, Internal PG&E report produced by PwC. [Preliminary Draft as of January 18, 2012].

<sup>52</sup> Further information on GTAM is provided in Chapter 5 of the Pipeline Safety Enhancement Plan, submitted on August 26, 2011, in Order Instituting Rulemaking 11-02-019.



## 6. Review Findings and Analysis

### 6.1. Introduction

As a result of our extensive efforts during the course of the recordkeeping investigation, we have come to believe that PG&E failed to maintain the records management practices necessary to promote the safety of its patrons, employees and the public. Examples of these failures include the lack of a company-wide strategy for record keeping; poor implementation of records management standard practices; inappropriate disposal of pipeline history files; inadequate management and control of job folders; poor metadata quality control; and the uncontrolled distribution, duplication and storage of pipeline-related job folders.

As a result of these failures: PG&E's historical pipeline records would not have been readily available, traceable, verifiable or complete; there was no single source of trusted pipeline-related documents records management was not optimized to support operations, decision making, planning or safety; and inconsistent, incomplete and out of date information would have been present in a significant number of its pipeline related job folders, as well as those systems, such as the GIS, which relied upon them.

This review has focused on PG&E's document and records management practices that directly impact the information necessary to keep PG&E's gas transmission pipelines safe. The findings section is subdivided into five major records management themes:

- Section 6.2 - Records Management Strategy
- Section 6.3 - Policies, Standards and Procedures
- Section 6.4 - Records Management Processes
- Section 6.5 –Records Storage
- Section 6.6 - Technology

The review findings are discussed in relation to PG&E's record management practices and supported by both impact statements and Generally Accepted Record-keeping Principles (GARP<sup>®</sup>)<sup>53</sup> Information Maturity scores.

---

<sup>53</sup> <http://www.arm.org/garp>

1 **6.2. Records Management Strategy**  
2

3 **6.2.1. PG&E did not have a company-wide strategy for managing its records**  
4

5 Within PG&E there was no apparent company-wide strategy for managing records. There were  
6 Record Retention Standard Practices documents issued from the 1950s<sup>54</sup> up to the present day  
7 but there is no evidence of commitment to implement these standards; monitor or audit  
8 compliance with them; or train people to undertake the duties related to them. There was no  
9 structure, and few policies or procedures to allow records to be managed in a systematic and  
10 consistent manner across all of the business units/offices. PG&E appears to have evolved with a  
11 decentralized records management structure, with the responsibility for managing records  
12 residing firmly within each Division and undertaken locally by engineers and a number of  
13 document control clerks or their equivalent. The lack of control regarding how records were  
14 managed was a major source of risk for PG&E.  
15

16 Since the San Bruno pipeline rupture and fire an Information Strategy is being developed by a  
17 new chief information officer (CIO) who has been brought in to help PG&E define and  
18 implement a new strategic vision for Information Management. Additional information  
19 management staff are being recruited and PG&E has commissioned Pricewaterhouse Coopers  
20 (PwC) to undertake a strategic review<sup>55</sup> of Information and Records management practices  
21 within the Gas Transmission Division. This review has already highlighted the: “lack of formal  
22 governance structure (roles and responsibilities), policies, and procedures relating to the  
23 management of records and information”; the existence of “informal or implied governance-  
24 centric practices”; and reports that there is “no true ownership and accountability of the lifecycle  
25 management of the records and information”.  
26

27 The impact of the above findings is presented in the impact statement in table 6-1 below,  
28 together with the respective GARP<sup>®56</sup> score for this section.  
29  
30

---

<sup>54</sup> Section 6.3 Policies, Standards and Procedures, of this report

<sup>55</sup> GasTransmissionSystemRecordsOII\_DR\_025-Q02(i) Supplement Summary of Information Management Key Themes: PG&E Gas Mapping Organization, Internal PG&E report produced by PwC. [Preliminary Draft as of January 18, 2012].

<sup>56</sup> <http://www.arma.org/garp>

1 **Table 6-1: Impact Statement: Strategy** <sup>57</sup>

2

IMPACT – STRATEGY							
Lack of a strategy to assign a senior officer to develop and deliver a records management program with policy, auditable process and guidance that support the objectives of the company, leaves PG&E exposed to:							
<ul style="list-style-type: none"> <li>• Lack of corporate governance and a failure to comply with legal and business requirements;</li> <li>• actual working practices failing to implement corporate policies;</li> <li>• Unaudited, subjective processes and procedures for managing records;</li> <li>• Staff untrained in records management principles and corporate governance requirements; and, Penalties and / or costs.</li> </ul>							
GARP® Assessment Criteria – Strategy							
Accountability	Compliance	Transparency	Availability	Integrity	Protection	Retention	Disposition
1.5	1.5	-	-	-	-	-	-

3

4

5 **6.2.2. PG&E had no formal responsibility for Records Management activities in Gas**  
 6 **Transmission Division**

7

8 At the time of the San Bruno pipeline rupture and fire PG&E did not have a centralized records  
 9 management function. However, there were a number of employees who were tasked with the  
 10 management of specific gas records located in different areas of PG&E. This included: the  
 11 Corporate Secretary's office; the Gas Transmission and Distribution Divisions; and the  
 12 Engineering Records Unit. The Corporate Secretary's office was responsible for the management  
 13 of PG&E's Records Center located in Bayshore, California. Until recently, the records center  
 14 housed records from numerous PG&E Department's including some records belonging to the  
 15 Gas Transmission Division.

16

17 PG&E reported that “certain individuals in the Gas Transmission Division have as their principal  
 18 responsibility managing records, including gas transmission records<sup>58</sup>. Additionally, personnel  
 19 in the Engineering Records Unit (ERU) scan, index and store engineering drawings from  
 20 different lines of business, including gas. The ERU primarily supports the substation and Hydro  
 21 generation groups.

22

23 Records Management responsibilities within PG&E’s Gas Transmission Division appear diluted  
 24 and confused. From the PG&E standard practices’ documents provided in response to Data  
 25 Request CPUC 25, no-one in the Gas Transmission Division had any formal responsibility for  
 26 coordinating records management across all of that Division’s different business units/offices.  
 27 This is borne out by the statistics provided in Section 6.4.10. As such, different approaches were

<sup>57</sup> Based upon an assessment of compliance with the GARP® Principles, the GARP® Information Maturity Model and the authors’ own professional experience.

<sup>58</sup> GasTransmissionSystemRecordsOII\_DR\_CPUC\_025-Q02(f)

1 adopted by different parts of the business and local offices,<sup>59</sup> with varying degrees of success.  
 2 PG&E’s Records Center was, in the first instance established to retain inactive records from the  
 3 General Office Departments. The Divisions’,<sup>60</sup> instruction to transfer inactive records to the  
 4 Records Center did not appear in the standard practices documents provided by PG&E until  
 5 1993.<sup>61</sup> It is possible then that all the records for the divisions remained with the divisions  
 6 throughout their life with an ad-hoc approach to storing inactive files in the Records Center.  
 7 PG&E’s Internal Report<sup>62</sup> states that “processes do not necessarily address where information is  
 8 collected, created, updated, shared between groups, stored in electronic systems, or disposed”.  
 9 This approach to central storage in the Records Center most likely driven by those staff who had  
 10 specific responsibility for records within their job such as job clerks; document controllers;  
 11 records management advisors; information sponsors. The last two on this list were identified in a  
 12 number of the 210.4 standard practice series on record retention.<sup>63</sup>

13  
 14  
 15

**Table 6-2: Impact Statement: Strategy (Responsibilities)**

IMPACT – STRATEGY – Responsibilities							
<p>Lack of consistent and clear instruction to senior officers to ensure that they understand and deliver their actions within the records retention standard practices. This leaves PG&amp;E exposed to:</p> <ul style="list-style-type: none"> <li>• Incomplete and inconsistent process for disposition of records;</li> <li>• Inconsistent and un-followed methods for indexing, accessing, filing and storing records;</li> <li>• Time wasted re-inventing record-keeping processes;</li> <li>• Increased likelihood of more than one incomplete set of records being retained in different locations;</li> <li>• Inability to monitor compliance with the corporate standard practices and policies; and,</li> <li>• No knowledge as to who is responsible for record-keeping practices within the Division to comply with the PG&amp;E company-wide Records Retention Standard Practices’ requirements</li> </ul>							
GARP® Assessment Criteria – Strategy – Responsibilities							
Accountability	Compliance	Transparency	Availability	Integrity	Protection	Retention	Disposition
1.5	1.5	1	1	1	1	1	1

16  
 17

<sup>59</sup> See section 6.4 Records Management Processes section of this report

<sup>60</sup> Divisions that were also called Operating Regions in the later standard practices documents

<sup>61</sup> P2-210 (Chapter 2 and 2A) PG&E SP210.4-4 Retaining and Destroying Records – Operating Regions(01/02/1993)

<sup>62</sup> Gas Transmission System Records OII\_DR\_CPUC\_025-Q02(j) Supplement - Summary of Information Management Key Themes: PG&E Gas Mapping Organization, Internal PG&E report produced by PwC. [Preliminary Draft as of January 18, 2012].

<sup>63</sup> See section 8.3 Appendix 3

1 **6.2.3. PG&E Had Several Deficiencies in Its Records Retention Responsibilities from**  
2 **1948-2010**  
3

4 In response to Data Request 25 question 2, PG&E was not able to provide full details of the staff  
5 responsible for its record-keeping across the organization between 1948-1967 and only provided  
6 a list of 30 relatively junior staff who had some responsibility for the management of records  
7 between 1968 and 2010. Nonetheless, we compiled an extensive collection of excerpts from  
8 PG&E’s record retention Standards Practices from 1951 to 2010, which show the responsible  
9 PG&E employees for internal record keeping, and their required actions, for example in 1951  
10 General Office Department Heads and Division Managers were responsible for “supervision of  
11 the preservation and indexing of records”<sup>64</sup>, and in 1986 Regional Managers were to “determine  
12 retention periods under requirements shown in the standard practice”.<sup>65</sup>  
13

14 With the passage of time and by 1998, PG&E’s various internal documents seem to have  
15 downgraded responsibility levels and weakened action statements. In 1998, the responsibilities  
16 for ensuring that records were “retained as required by law”,<sup>66</sup> belonged to a group of people  
17 called “Information Sponsors”, with the Supervisor of Records administering the “Record  
18 Retention Program”.<sup>67</sup> By October 2010 PG&E’s latest standard, GOV7001S<sup>68</sup> scattered actions  
19 and processes across the various sections of the policy, and omitted any mention of auditing or  
20 monitoring  
21

22 PG&E’s more recent Standard Practice and policies were disorganized for several reasons. First,  
23 despite stating it is to be issued annually in September, the version presented to us in October  
24 2011, was dated October 2010. Arguably, the most important document – the “PG&E Guide to  
25 Record Retention” listed as a supplemental reference; does not show a version number or date of  
26 issue; and seems not to be indexed under the Policy; Standard; Procedure or Bulletin regime  
27 explained in PG&E’s guidance for documents known as GOV-2001S<sup>69</sup>. Referencing it in this  
28 manner would make it difficult to identify and find. Furthermore, attached to the back of the  
29 copy of GOV-7001S is an internet copy of Title 18: Conservation of Power and Water  
30 Resources. This attachment gives examples of records retention periods that are not directly  
31 related to those in the gas transmission division, but are pertinent to corporate records, tax and  
32 accounting. Therefore, this attachment should be in “USP4 Records Retention and Disposal

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<sup>64</sup> P2-191 (Chapter 2 and 2A Attachments) PG&E Circular letter EX642 Federal Power Regulations to Govern the Preservation of Records(05/17/1951)

<sup>65</sup> P2-205 (Chapter 2 and 2A Attachments) PG&E SP210.4-4 Retaining and Destroying Records – Operating Regions (06/01/1986)

<sup>66</sup> P2-216 (Chapter 2 and 2A Attachments) PG&E USP4 Utility Standard Practice – Record Retention and Disposal (10/22/1998)

<sup>67</sup> Ibid P2-216

<sup>68</sup> P2-4 and P2-233 (Chapter 2 and 2A Attachments) PG&E GOV7001S Record Retention and Disposal Standard (10/01/2010)

<sup>69</sup> P2-6 (Chapter 2 and 2A Attachments)- Extract explaining purpose of GOV2001S “This standard establishes an enterprise-wide framework for writing reviewing approving cancelling and communicating all guidance documents (unless documents are specifically exempted from this framework) issued by PGE Corporation and its affiliates and subsidiaries including Pacific Gas and Electric Company. This framework replaces all organization -specific document types templates and associated documentation establishing four common guidance document types (policies standards procedures and bulletins) that PGE organizations are to use”

1 Guidance for Transmission and Distribution (04/16/2010)". This appears to be the document  
2 that is referred to in GOV7001S as "Guide to Record Retention", but is not consistently named.<sup>70</sup>

3  
4 In short, there appears to be a disconnect between the intent of these standards and the action  
5 required in the Gas Transmission Division to deliver a compliant records management program.  
6 Moreover, PG&E's Internal Report<sup>71</sup> states that "Document Retention Strategies (are) not  
7 aligned with GOV-7001S"<sup>72</sup>; "Education related to retention periods and retention schedules is  
8 not consistent and not well communicated"; and, "no formal process for record/document  
9 disposition is in place". The report highlights the fact that "records retention and policy related  
10 information is difficult to locate". In fact when the PG&E Intranet site and the Technical  
11 Information Library (TIL) search facilities were tested using the key PG&E Records  
12 Management Standard number "GOV7001S" no search results were returned even when various  
13 combinations of "GOV7001S" or "GOV7001" were run.

14  
15 The collection of standard practices and guides, with extracts, referenced in section 6.2.3, is  
16 shown in Section 8.3, Appendix 3.

#### 17 18 **6.2.4. PG&E does not have an infrastructure that supports Knowledge, Training and** 19 **Education in records management principles and practices**

20  
21 There is no infrastructure to provide staff with education and training in records management  
22 principles and practices. No mentoring, skills transfer, or support for staff that have record-  
23 keeping responsibilities within PG&E. While compliance and ethics training has been  
24 undertaken across all of PG&E, records management and retention and disposal training has not  
25 been provided to PG&E staff.

26  
27 PG&E's Internal Report<sup>73</sup> on its Mapping staff, who have a major role in record creation and a  
28 need to understand how to manage records, states that "employees lack sufficient training on  
29 records retention requirements and processes"; "some employees are not aware of how long to  
30 keep specific records, where to find this information, or even if a records retention schedule  
31 exists"; and "most employees were unaware of the specific record retention guidelines as defined  
32 by GOV-7001S". The report highlighted the fact that "little to no effective training on widely  
33 used systems (SAP, GEMS, SharePoint, IGIS, ECTS)" was provided for the larger mapping  
34 group, and that "the existing mapping training program "MAP" contains modules that  
35 demonstrate outdated and obsolete techniques (ink and vellum) which are no longer as applicable  
36 to the day-to-day responsibilities of mapping and how they execute their work". The report also

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<sup>70</sup> P2-3(andP2-230) ( Chapter 2 and 2A Attachments )USP4 Records Retention and Disposal Guidance for Transmission and Distribution Systems (04/16/2010)

<sup>71</sup> GasTransmissionSystemRecordsOII\_DR\_025-Q02(i) Supplement-Summary of Information Management Key Themes: PG&E Gas Mapping Organization, Internal PG&E report produced by PwC. [Preliminary Draft as of January 18, 2012].

<sup>72</sup> P2-4 and P2-233 (Chapter 2 and 2A Attachments) PG&E GOV7001S Record Retention and Disposal Standard (10/01/2010)

<sup>73</sup> GasTransmissionSystemRecordsOII\_DR\_025-Q02(i) Supplement Summary of Information Management Key Themes: PG&E Gas Mapping Organization, Internal PG&E report produced by PwC. [Preliminary Draft as of January 18, 2012].

1 highlights the “lack of consistency in how processes are designed and communicated, and how  
 2 different groups across offices understand and are accountable for their roles as inputs into the  
 3 eventual mapping of a job”; the “lack of standards in terminology and the use of forms across  
 4 locations”. This “lack of consistency” is illustrated in one office, where regulation drawings are  
 5 done manually and updated by pencil rather than in CAD.

6  
 7  
 8

**Table 6-3: Impact Statement: Strategy (Training)**

IMPACT – STRATEGY – Training							
Lack of any RM training, mentoring or support for staff with record-keeping responsibilities as well as all other staff leaves PG&E exposed to: <ul style="list-style-type: none"> <li>• Legal and Fiscal Penalties when staff dispose of records that are required to be retained;</li> <li>• Staff with no knowledge of RM Program and compliance requirements of the standard practices;</li> <li>• Vital Records being removed from office to home without controls;</li> <li>• Pockets of un-indexed legacy filing when staff leave; and,</li> <li>• Time wasting when staff don’t know where and how to retrieve up-to date information.</li> </ul>							
GARP® Assessment Criteria – Strategy - Training							
Accountability	Compliance	Transparency	Availability	Integrity	Protection	Retention	Disposition
-	1	-	1	-	1	1	1

9

1 **6.3. Policies, Standards and Procedures**  
2

3 **6.3.1. PG&E did not have a consistent framework for Policies, Standards and Procedures**  
4

5 PG&E did not have a consistent framework of policies, standards and procedures by which  
6 records should be managed across the organization.  
7

8 The Corporate Retention Standard Practices documents, dated from 1951-2010, were provided  
9 by PG&E via their Chapter 2 response dated July 2011 and Data Request 25. PG&E provides an  
10 historical timeline and details about the way in which they managed records retention during the  
11 60 year period. While the records retention standard practices were published via a corporate  
12 wide system, in an apparent attempt to deliver a records retention program, there is little  
13 evidence to support that the actions required in the standard practices' documents, were carried  
14 out in the divisions.  
15

16 Reference to local record-keeping may be found in various other standards, specifications and  
17 local procedures provided by PG&E within the PG&E Chapters 2 and 2A response.<sup>74</sup> The  
18 legacy systems have been difficult to piece together because many documents moved to Cow  
19 Palace and then to Emeryville during a major document consolidation and transfer exercise as  
20 part of the MAOP Verification and Validation Project, after the San Bruno Pipeline Rupture and  
21 Fire. Further detailed findings on the legacy systems are contained in Section 6.4 of this report.  
22

23 **6.3.2. PG&E did not consistently follow Corporate and Operating Regions Procedures**  
24 **and Standards**  
25

26 The PG&E Records Management Program from the 1950s onwards, revolved around Standard  
27 Practice Document 210-4 series and was divided into sections 1 to 5. 210.4-4 related to  
28 Divisions, later referred to as Operating Regions, and ran in parallel with 210.4-3 General Office  
29 Departments which was updated at approximately the same time. The General Office  
30 Departments were mandated to use the Records Center from the early 1960s whereas the  
31 reference to use of the records center storage for Divisions did not seem to feature until 1993.  
32

33 As a result of the movement of the documents to Cow Palace there is little evidence to support  
34 that the corporate standard 210.4-4 on retention in the Divisions was known about or being  
35 followed.<sup>75</sup> The depositions of previous PG&E staff (Larry Medina)<sup>76</sup> demonstrate that PG&E  
36 failed to maintain a consistent records management service during periods of organization  
37 change and that this was a contributing factor in the loss of PG&E's entire collection of historical  
38 pipeline information files.

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<sup>74</sup> PG&E Response Chapter 2 response July 12, 2011 –Index of Attachments- Relevant Standard Practices are footnoted throughout the report

<sup>75</sup> Gas Transmission System Records OII\_DR\_025-Q02(i) Supplement - Summary of Information Management Key Themes: PG&E Gas Mapping Organization, Internal PG&E report produced by PwC. [Preliminary Draft as of January 18, 2012].

<sup>76</sup> "Telephonic Interview of Larry Medina"; Investigation of: Pacific Gas & Electric Company September 9, 2010 Accident San Bruno, California; Docket No.: DCA-10-MP-008; National Transportation Safety Board; June 27, 2011.



1 The 210.4 series of standards showed several things. First guidance on records management was  
2 focused on storage, archiving and document destruction. Second, in order to ‘save money’  
3 guidance on records management was limited to removal of ‘inactive’ records with legal or  
4 business retention requirements to the Record Center. This was initially at the discretion of the  
5 General Office Departments’ and later on Divisions’ Heads.

6  
7 PG&E’s Internal Report<sup>77</sup> highlights the: “perceived lack of standards around processes and  
8 procedures results in inconsistencies around what information is included in job folders”; “lack  
9 of formal governance structure (roles and responsibilities), policies, and procedures relating to  
10 the management of records and information”; the existence of “informal or implied governance-  
11 centric practices”; and reports that there is “no true ownership and accountability of the lifecycle  
12 management of the records and information”.

13  
14 PG&E’s Internal Report<sup>78</sup> states that there is a “lack of consistency in how processes are  
15 designed and communicated, and how different groups across offices understand and are  
16 accountable for their roles as inputs into the eventual mapping of a job”. For example, “the  
17 mapping manual is outdated and does not include current standards. It has not been updated since  
18 the late 80s/ early 90s and does not incorporate the update bulletins that are now issued. Many  
19 mappers still retain old physical copies of the manual. While some Mappers have taken personal  
20 initiative to update their own manuals with new standards, most have not”.

21  
22 PG&E’s Internal Report<sup>79</sup> notes also that “the standard process for scanning jobs into SAP is not  
23 consistently followed. Job folders scanned into SAP by RMC clerks may not be complete, do  
24 not always contain the final versions of documents, and may be unreadable or unusable, or not  
25 scanned at all”. In addition it points out that “the process for closing out jobs is inconsistent at  
26 the Resource Management Center (RMC) and in the field locations”; “Each office has different  
27 ideas about whether the most accurate tracking for outstanding jobs comes from SAP, a  
28 spreadsheet maintained by the lead, or perhaps what arrives in an inbox”.

29  
30 PG&E’s Internal Report<sup>80</sup> goes on to state that even today “related paper and electronic records  
31 can be difficult to locate from office to office because of “the unique process each office has  
32 created to ensure the Mappers have access to the information they need”; the “location and  
33 organization of physical records varies by location and is often only known to a few individuals  
34 performing the filing”; and additionally, that “maps are inconsistent between Gas Transmission  
35 and Gas Distribution, as well as between divisions”. The lack of process and controls for field  
36 personnel submitting map corrections is cited, as a further cause for concern as “the map  
37 correction process varies by location”, while the lack of controls over contractors, is cited for  
38 “completeness, consistency, and quality of work” issues.

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<sup>77</sup> GasTransmissionSystemRecordsOII\_DR\_025-Q02(j) Supplement- Summary of Information Management Key Themes: PG&E Gas Mapping Organization , Internal PG&E report produced by PwC. [Preliminary Draft as of January 18, 2012].

<sup>78</sup> Ibid.

<sup>79</sup> Ibid.

<sup>80</sup> Ibid.

1 **Table 6-4: Impact Statement: Policies, Standards and Procedures**

2

IMPACT – STRATEGY - POLICIES, STANDARDS AND PROCEDURES							
Lack of a consistent framework for RM Policies, Standards and Procedures and the inconsistent implementation of those that did exist, expose PG&E to:							
<ul style="list-style-type: none"> <li>• Lack of a company-wide, consistent approach to records management;</li> <li>• Inefficient access and retrieval of records;</li> <li>• Out of date laws, regulations, standards and resolutions being applied against the records;</li> <li>• Ignorance of the business needs to retain certain records;</li> <li>• Inconsistent methods for managing compliance with the retention standard practices;</li> <li>• Poor corporate governance</li> </ul>							
GARP® Assessment Criteria – Strategy – Policies, Standards and Procedures							
Accountability	Compliance	Transparency	Availability	Integrity	Protection	Retention	Disposition
1	-	-	2	-	-	-	-

3  
4  
5 **6.3.3. Several of PG&E’s Internal Record Retention Requirements Do Not Require PG&E**  
6 **to Keep Certain Records As Long As Certain Regulatory Retention Requirements**

7  
8 Some of PG&E’s internal retention schedules require keeping certain types of records for shorter  
9 periods of time than certain other applicable regulatory requirements. In cases where PG&E’s  
10 retention schedules do not require retention of records as long as other requirements, PG&E’s  
11 minimal compliance with its own policies would constitute a violation of such requirements.  
12 Moreover, where different sources of authority require different minimum retention periods for  
13 the same type of record, it is standard practice across all organizations to keep these records long  
14 enough to meet the longest required retention period.

15  
16 Five examples of this problem are apparent, that apply to leak survey maps; line patrol reports;  
17 line inspection reports; gas high pressure test records; and transmission line inspections,  
18 including patrol maintenance reports, trouble reports and line logs. Each of these examples is  
19 detailed within our analysis in Appendix 9 and discussed in order immediately below.

20  
21 **PG&E’s Minimal Compliance with Some of Its Own Retention Policies Regarding Leak**  
22 **Survey Maps Violated Other Requirements:** As of April 16, 2010, PG&E’s mandated  
23 retention period for leak survey maps was only nine years. However, the ASME standard  
24 required keeping records such as leak survey maps for the life of the facility. Therefore, PG&E’s  
25 disposal of leak survey maps in minimal compliance of its own policies did not comply with  
26 ASME standards as of April 16, 2010. Also, as of June 6, 1996, the CFR has consistently  
27 required operators to keep leak survey records for either five years or until the next leak survey  
28 record is made, whichever is greater. In all cases, the CFR policy means that a leak survey  
29 record must be retained until it is replaced with the next one.

1 In summary, by requiring only a minimum retention period of 9 years, PG&E's policy fails to  
2 establish that an existing leak survey map will be replaced with a new one. Practices that have  
3 followed this policy from April 16, 2010 to the present also violate the CFR.<sup>81</sup>  
4

5 **PG&E's Minimal Compliance with Some of Its Own Line Patrol Report Retention Policies**  
6 **Violated Other Requirements:** PG&E's mandated retention period for line patrol reports, on  
7 September 1, 1964 was 1 year in the office and three years total. However, the relevant ASME  
8 standard from 1963,<sup>82</sup> section 851.5 required keeping records including line patrol reports for the  
9 life of the facility. Moreover, in 1994, 2005, and 2008, PG&E retention schedules required  
10 keeping line patrol reports for lines other than numbered gas transmission lines for only three  
11 years. However, the ASME standards required keeping all line patrol reports for the life of the  
12 facility continuously through 2010.<sup>83</sup> Therefore, PG&E's disposal of line patrol reports for any  
13 gas transmission lines, in minimal compliance with its own standard practices from 1994, 2005,  
14 or 2008, would have constituted violations of the ASME standards. Additionally, from 1970 to  
15 1996, the CFR required keeping records such as line patrol reports for the life of the facility.  
16 Therefore, any disposal of a line patrol report by PG&E after only three years, in compliance  
17 with its 1964,<sup>84</sup> or 1994,<sup>85</sup> standard practices would have violated the CFR during this time.  
18 Moreover, beginning in 1996 and until today, the CFR required a record to be kept for five years  
19 or until a new line disposal report was made, whichever was greater. Therefore, any disposal of  
20 a line patrol report by PG&E after only three years, in minimal compliance with its May 2008  
21 retention schedule, violated the CFR at this time.  
22

23 In summary, PG&E's minimal compliance with its retention policies for line patrol reports other  
24 than numbered transmission lines violated ASME, the CFR, or both from September 1, 1964 to  
25 April 16, 2010.  
26

27 **PG&E's Minimal Compliance with Some of Its Own Line Inspection Report Retention**  
28 **Requirements Violated Other Requirements:** PG&E's retention guidance documents from  
29 April 6, 1994, March 14, 2005 and May 22, 2008 each required that PG&E retain line inspection  
30 reports for gas transmission lines only three years. In contrast, ASME standards from 1955 to  
31 2010 required keeping inspection records for the life of the facility. Also, by June 6, 1996, the  
32 CFR required keeping inspection records for five years or until the next line inspection report or  
33 records is made, whichever is greater.  
34

35 In summary, from April 6, 1994 until the present, PG&E's minimal compliance with its internal  
36 policies would be violation of ASME and the CFR.  
37

---

<sup>81</sup> Throughout this section, and in the analysis spreadsheet in Appendix 9, CFR refers specifically to 49 CFR Section 192.

<sup>82</sup> This refers specifically to ASME Standards from Section B31.8.

<sup>83</sup> The full analysis spreadsheet is located in Appendix 9 of this report and testimony

<sup>84</sup> P2-195 (Chapter 2 and 2A) Retention Schedule for Records in the Divisions (09/01/1964)

<sup>85</sup> P2-212. (Chapter 2 and 2A) Guide to Retention of Company Documents (04/06/1994)

1 **PG&E's Minimal Compliance with Some of Its Gas High Pressure Test Record Retention**  
2 **Policies Violated Other Requirements:** PG&E's retention policies from April 6, 1994, March  
3 14, 2005, and May 22, 2008 each required that PG&E retain gas high pressure test records for  
4 three years. However, from 1955 to 2010, ASME standards required keeping test pressure  
5 records showing procedures used and data developed in establishing MAOP for the life of the  
6 facility. Therefore, from April 6, 1994 until the present, PG&E's minimal compliance with its  
7 policies to keep any gas high pressure test pressure records that showed procedures used or data  
8 developed in establishing MAOP violated ASME requirements. In August 19, 1970, the CFR  
9 required that all pipelines operating at hoop stresses of 30% or more of SMYS, PG&E had to  
10 keep for the life of the facility records showing the operator's name, name of employee making  
11 the test, test medium used, test pressure, test duration, pressure recording charts or other record  
12 of pressure readings, leaks and failures noted and their disposition.

13  
14 In summary, from April 6, 1994 until the present, PG&E's minimal compliance with its policies  
15 to keep any gas high pressure test records that showed any of these aforementioned things  
16 violated the CFR.

17  
18 **PG&E's Minimal Compliance with Some of Its Record Retention Policies of Transmission**  
19 **Line Inspections, Including Patrol Maintenance reports, Trouble Reports and Line Logs**  
20 **Violated Other Requirements:** PG&E's retention policies from September 1, 1964, April 6,  
21 1994, March 14, 2005 and May 22, 2008 each required that PG&E retain transmission line  
22 inspections, including patrol maintenance reports, trouble reports, and line logs. However, from  
23 1955 to present, ASME standards required keeping such inspection records for the life of the  
24 facility. Moreover, from August 19, 1970 to June 5, 1996, the CFR required keeping such  
25 records for the life of the facility.

26  
27 In summary, from September 1, 1964 until April 15, 2010, PG&E's minimal compliance with its  
28 own policies, and also its failure to keep these records for anything less than life of the facility  
29 violated ASME requirements, and also violated the CFR requirements from 1970 to 1996. In  
30 addition, from June 6, 1996 until the present, the CFR required these types of records to be kept  
31 for either five years or until the next line inspection report or record is made, whichever is  
32 greater. In all cases, this meant keeping such inspection records until a new one was made.  
33 Therefore, compliance with PG&E's policy would fail to produce a replacement transmission  
34 line inspection record, and violate this element of the CFR from June 6, 1996 until the present.

1 **6.3.4. At all times between 1950 and 2010, PG&E was aware of the requirement to retain**  
2 **and maintain certain documents for various lengths of time but failed to implement**  
3 **their practices fully**  
4

5 At all times throughout the period 1950 to 2010 PG&E was aware of the requirement to retain  
6 and maintain specific types of documents for various lengths of time. With few exceptions,  
7 senior management was designated with the responsibility to comply. The PG&E retention  
8 practices from the 1950s to the mid-1990s revolved around a series of standard practices<sup>86</sup>  
9 containing references to Federal Power Commission, and later FERC Regulations, as well as  
10 CPUC Resolutions. While they documented their legal requirements within various guides to  
11 retention appended to the standard practices, the implementation of their retention standards was  
12 rather more subjective. In some instances, key record series, such as their pipeline history files  
13 were ‘lost’ or inadvertently destroyed during office moves.  
14

15 Despite the need for compliance, few PG&E staff in the gas transmission division were aware of  
16 the detailed legal, regulatory, and fiscal records retention requirements, or PG&E standard which  
17 set out their roles and responsibilities in this respect. Recent evidence for this is presented in  
18 PG&E’s Internal Report<sup>87</sup>. Despite the existence of PG&E’s own retention standard, GOV-  
19 7001S, the report highlights the fact that PG&E’s Gas Transmission Division lack(s) “formal  
20 governance structure, policies, and procedures relating to the management of records and  
21 information”; “education related to retention periods and retention schedules is not consistent  
22 and not well communicated”. It also has “no formal process for record/document disposition is  
23 in place”; a “records retention and policy related information is difficult to locate”; and existing  
24 “Document Retention Strategies (are) not aligned with GOV-7001S”.  
25

26 In relation to its historical pipeline files PG&E did not comply with its own specific retention  
27 guidelines. For example, As of December, 1969, PG&E had an extensive standard practice that  
28 explicitly set forth requirements for establishing and maintaining pipeline history files. In  
29 particular, the standard practice required, "History records for numbered transmission lines shall  
30 be filed by line number, with all pertinent inclusions of data shown. . . indexed for ready  
31 reference, and cross-referenced to other permanent files, such as GM or Work Order files." It  
32 also required that "The complete pipeline and main history files shall be maintained up to date by  
33 the Division or department for the life of the operating facility."<sup>88</sup> In spite of having this  
34 standard practice, PG&E is now unable to account for its pipeline history files. PG&E now  
35 believes its entire collection of pipeline history files were destroyed in the Mid 1990’s, despite  
36 being alerted to their importance by Larry Medina.<sup>89</sup>

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<sup>86</sup> Table 8.4 section 8 of this report includes extracts from the PG&E Standard Practices series 210.4 on record retention

<sup>87</sup> GasTransmissionSystemRecordsOII\_DR\_025-Q02(i) Supplement-Summary of Information Management Key Themes: PG&E Gas Mapping Organization, Internal PG&E report produced by PwC. [Preliminary Draft as of January 18, 2012].

<sup>88</sup> See Standard Practice 463.7, Effective 12/1/1969, Page 3. This was submitted as PG&E Supplement 1, Attachment 1, in response to Data Request 25, Question 2(g).

<sup>89</sup> "Telephonic Interview of Larry Medina"; Investigation of: Pacific Gas & Electric Company September 9, 2010 Accident San Bruno, California; Docket No.: DCA-10-MP-008; National Transportation Safety Board; June 27, 2011.

1 We believe that the rules and regulations that should define retention were not systematically  
 2 applied in the Gas Transmission Division. The implementation of the corporate records retention  
 3 guidelines was haphazard at best. In the absence of clear retention schedules, employees either  
 4 kept everything or disposed of records based on their own local office practices and business  
 5 needs, rather than those of the organization. While a retention schedule was available, it did not  
 6 encompass all record types present within the gas transmission business and was not well known  
 7 around the division.

8  
 9 According to the National Transportation Safety Board report on San Bruno, “PG&E did not  
 10 provide any design/material or construction specifications, inspection records, as-built drawings,  
 11 or radiography reports.”<sup>20</sup> The lack of controls detailed above and the impact statement below  
 12 may help explain why.

13  
 14 **Table 6-5: Impact Statement: Policies, Standards and Procedures (Records Retention)**  
 15

IMPACT – POLICIES, STANDARDS AND PROCEDURES – RECORDS RETENTION							
<p>PG&amp;E had retention standards from the 1950s to the present day, however it appears they were not well known around the organization and required that Divisions created their own retention schedules. This approach may well result in:</p> <ul style="list-style-type: none"> <li>• An incomplete set of record types being identified;</li> <li>• Lack of a regular review and update to the schedules;</li> <li>• Out of date laws, regulations, standards and resolutions being applied against the records;</li> <li>• Untimely disposal of records; and / or, keeping personal data longer than regulations require;</li> <li>• Ignorance of the business needs to retain certain records;</li> <li>• Inconsistent methods for managing compliance with the retention standard practices;</li> <li>• Subjective, and / or, incorrect interpretation of laws and regulations resulting in:               <ul style="list-style-type: none"> <li>○ Ignorance regarding ‘legal holds’;</li> <li>○ Destruction of records that must be retained for the ‘life of the facility’;</li> <li>○ Out of date versions of drawings, specifications and other records being retained as ‘masters’; and this could lead to:                   <ul style="list-style-type: none"> <li>□ Unsafe working practices</li> <li>□ Inaccurate pipeline data</li> </ul> </li> </ul> </li> </ul>							
GARP® Assessment Criteria – Standards, Policies and Procedures – Records Retention							
Accountability	Compliance	Transparency	Availability	Integrity	Protection	Retention	Disposition
1.5	1	1	1	1	1	2.5	2

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 17  
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<sup>20</sup> Pacific Gas and Electric Company Natural Gas Transmission Pipeline Rupture and Fire San Bruno, California September 9, 2010 Pp. 25-26.

1 **6.3.5. Business Continuity Planning and Vital Records**  
2

3 Vital records are those records essential to the functioning of an organization. They are records  
4 that protect the interests and rights of PG&E, its staff and major stakeholders. They include legal  
5 and contractual documentation, technical data and key operational records. Within PG&E some  
6 record types had been identified as vital and scanned or microfilmed. However, very few of the  
7 historical pipeline job files held had been treated in this manner, as evidenced by the size and  
8 scale of the post-San Bruno MAOP cataloguing and scanning project (see 8.5 Appendix 5).  
9

10 The first standard practice identifying the need to secure and protect vital records was Standard  
11 Practice 210.4-5<sup>91</sup>. A letter dated 30 October 1969 refers to the standard practice and states that  
12 “This program is separate and distinct from the regular records retention and destruction program  
13 operated in compliance with FPC and CPUC regulations”. The letter was sent out from the  
14 Corporate Secretary.  
15

16 PG&E provided details of their Business Continuity Plan (BCP) process in data response 25.<sup>92</sup>  
17 Their response illustrated a good understanding of the mission critical business processes relating  
18 to gas supply. PG&E stated that each business unit that has mission-critical or essential  
19 processes has to update and submit an annual business continuity plan to PG&E's Risk and Audit  
20 Association by August 31<sup>st</sup> each year. Each of the relevant business units has to identify its “vital  
21 records" in its BCP. These are the records considered essential to daily operations, which would  
22 be immediately needed to resume business in the case of disaster or business interruption.  
23 PG&E reported that their BCP for the gas system operations was last tested on September 20–23,  
24 2011. PG&E also reported that separate company-wide disaster recovery plans (DRP) exist that  
25 address electronic data and systems disaster recovery. These DRP's define the process for  
26 recovery and resumption of normal computer systems operations following a disaster. We were  
27 not informed of any comparable DRP for hardcopy records. PG&E's Gas Control Center has  
28 been based in downtown San Francisco for the last 30 years. Its current location is at 77 Beale  
29 Street with a secondary backup facility available in Brentwood.  
30

31 The BCP's within PG&E's Gas Transmission Division pertain to the mission critical or essential  
32 business activities of the units within the Department. The BCP is different than, and unrelated  
33 to the Gas Transmission Division emergency plans, which define how to handle gas emergencies  
34 and how to restore services following an emergency. PG&E's Internal Report<sup>93</sup> highlights  
35 concern over the varying records management practices for the management of information  
36 relating to emergency zones and associated shutoff valves. For example, “some offices maintain  
37 this information in SharePoint while others are maintaining hard copies. In some offices

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<sup>91</sup> P2-197 (Chapter 2 and 2A Attachments) Memorandum Re: General Office, Vital Records Protection and Storage of, 10/30/1969

<sup>92</sup> Data Request 025-02 (a) (January 3, 2012)

<sup>93</sup> GasTransmissionSystemRecordsOII\_DR\_025-Q02(i) Supplement - Summary of Information Management Key Themes: PG&E Gas Mapping Organization , Internal PG&E report produced by PwC. [Preliminary Draft as of January 18, 2012].

1 mapping houses physical emergency zone shutoff binders. In one office a large map was  
 2 displayed that engineering was responsible for updating”.

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**Table 6-6: Impact Statement: Policies, Standards and Procedures (Business Continuity & Vital Records<sup>94</sup>)**

IMPACT – POLICIES, STANDARDS AND PROCEDURES – BUSINESS CONTINUITY AND VITAL RECORDS <sup>95</sup>							
<p>PG&amp;E recognized the need for a Vital Records Standard in 1969 as being “separate and distinct from the records retention program” and cited “key operational records” as being in the ‘vital’ category. It is important that this set of records is identified and included in all RM Program standards and guidance. Lack of understanding the difference between vital records and those required for retention, legal and business needs, may result in PG&amp;E</p> <ul style="list-style-type: none"> <li>Identifying and protecting an incomplete set of records for business continuity purposes;</li> <li>Confusing records that may be duplicated and retained in a secure and separate area with those that are required to be retained unchanged for legal and fiscal reasons; and,</li> <li>Disposing of records that are dual purpose but where there is only one copy.</li> </ul>							
GARP® Assessment Criteria – Business Continuity and Vital Records							
Accountability	Compliance	Transparency	Availability	Integrity	Protection	Retention	Disposition
-	1	-	-	1	2.5	-	-

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**6.4. Records Management Processes**

10 PG&E did not have all of the necessary processes in place to ensure that traceable, verifiable,  
 11 complete and accurate gas transmission pipeline information was available in a timely manner.  
 12 Given the safety critical nature of PG&E’s business, and the 100 year plus life expectancy of its  
 13 pipeline infrastructure and its records<sup>96</sup> PG&E should have had in place records management  
 14 processes that put greater emphasis upon managing its pipeline-records, completely and  
 15 accurately, for the “life of the asset”; and focused on long term access, storage, retention,  
 16 preservation and protection of its physical and digital records.

17

18 While PG&E is required to service its operations and maintain records that may be necessary for  
 19 evidential purposes, it did not have the processes in place to maintain the integrity of its pipeline-  
 20 related records, and even deleted its own pipeline history records. The lack of basic records  
 21 management controls within the Gas Transmission Division led to a situation in which PG&E  
 22 had:

- Multiple job numbers for the same job;
- Multiple versions of the same job folder, stored in one or more locations;
- Multiple storage locations for job folders relating to the same job;
- Multiple storage locations for the same document;

<sup>94</sup> The ARMA definition of a vital record can be found in section 8.6 Appendix 6 Glossary and definitions  
<sup>95</sup> According to the National Transportation Safety Board, “PG&E did not provide any design/material or construction specifications, inspection records, as-built drawings, or radiography reports.” Pacific Gas and Electric Company Natural Gas Transmission Pipeline Rupture and Fire San Bruno, California September 9, 2010, Pp. 25-26. This impact statement may help explain why.  
<sup>96</sup> PG&E’s earliest job folder dates back 106 years to 1906.



- Multiple storage locations for different versions of the same document;
- Duplicate documents, and duplicate versions of different documents;

PG&E end users often have to refer to many different systems, indexes, maps and offices in order to obtain all the relevant information they need about a given pipeline. Many staff spend at least half of their day searching for information (rather than actually performing their core functions), as the systems in use are not well integrated, contain duplicate information, and have significant data integrity (accuracy and completeness) issues.<sup>27</sup>

#### **6.4.1. PG&E’s Devolved Records Management processes led to unsafe pipeline practices**

The way in which pipeline related documents, reports, files, folders, drawings and other key records have been created, named and numbered within PG&E has evolved over the last 100 years. One of the issues highlighted in the NTSB report was the lack of a complete and readily accessible archive of historical pipeline operations, identifying exactly what work had been undertaken on any given pipeline.<sup>28</sup>

In the present proceeding, PG&E has identified the term “master job file” or “master job folder”, and used those terms “to differentiate a job file or folder that contains original documents, e.g., a red-lined as built drawing or an original STPR pinwheel, from other job files or folders that may contain duplicate copies of these and other documents.”<sup>29</sup> PG&E considered the completed set job files stored in its Walnut Creek engineering library to be the “master job files”, which it also calls “official files”.<sup>100</sup> The findings of this study clearly demonstrate that the Walnut Creek engineering library did not maintain a complete, consistent and comprehensive set of pipeline related job folders at Walnut Creek. This is also true even when the combined holdings of Walnut Creek and the Bayshore Record Center are combined. In addition, PG&E was not aware of the location, distribution or local evolution of its job folders in its regional offices, some of which date back to the early 1920’s. Figure 6-1 illustrates the number and vintage of jobs stored outside of the Walnut Creek office and Bayshore records center.

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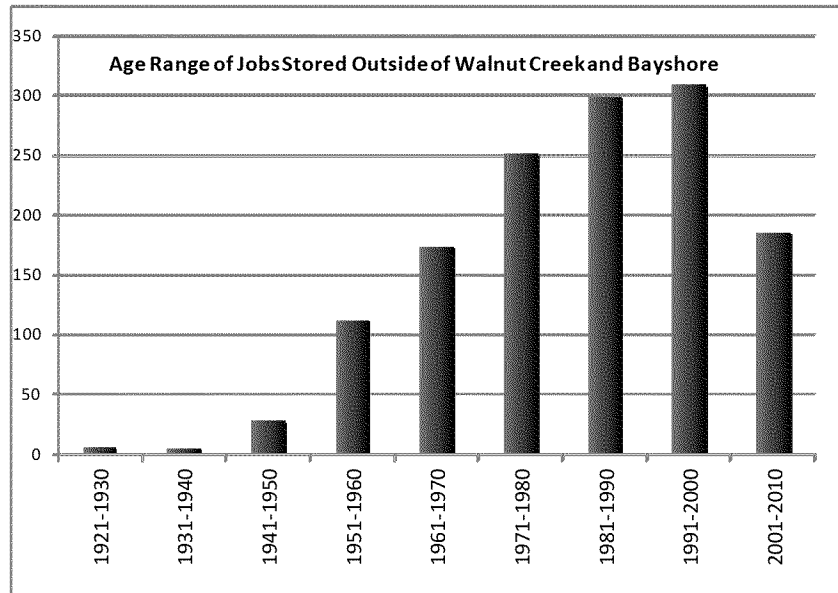
<sup>27</sup> GasTransmissionSystemRecordsOII\_DR\_025-Q02(i) Supplement - Summary of Information Management Key Themes: PG&E Gas Mapping Organization, Internal PG&E report produced by PwC. [Preliminary Draft as of January 18, 2012].

<sup>28</sup> National Transportation Safety Board. 2011. Pacific Gas and Electric Company Natural Gas Transmission Pipeline Rupture and Fire, San Bruno, California, September 9, 2010. Pipeline Accident Report NTSB/PAR-11/01. Washington, DC.

<sup>29</sup> See PG&E response to Data Request 17, Question 5 (Supp.) within PG&E response to Data Request 51, Question 4a.

<sup>100</sup> See PG&E response to Data Request 51, Question 5.

1 **Figure 6-1: The Age Range of Jobs stored outside of Walnut Creek and Bayshore**



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As PG&E had not created a definitive master document store of all pipeline-related job files, or even a definitive index to them, and had disposed of its historical pipeline history files, there was no single place to go to find all of the relevant documentation for a pipeline, or pipeline segment. The following section reviews the control processes in place relating to the naming, numbering and the cataloguing systems used to index, track and control PG&E’s pipeline records.

10 **6.4.2. Pipeline Records and the Importance of Job Files**

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While pipelines are the result of complex engineering activities, the lifecycle of a pipeline can be explained in far more simple terms. Pipelines are designed, built, installed, maintained and at the end of their safe working life, either abandoned, removed or replaced. Sometimes during their lifecycle, significant modifications are necessary to accommodate unforeseen events or changes in local conditions, such as the 1956 modifications to Line 132 in San Bruno.

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The original designs, drawings, construction details, test certificates and any other supporting documentation created during the initial design-build-install activities form an important set of pipeline-related records that are as important during the lifetime of the pipeline, as they were during its initial design and construction. These records may be updated and added to over time, as the pipeline is both maintained and/or modified, and will be used to facilitate its safe removal, replacement or abandonment at some point in the future.

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In order to provide traceable, verifiable and complete information on each pipeline, these records need to be managed in a consistent and controlled manner and retained for the life of the asset, in a readily accessible form. Within PG&E’s Gas Transmission Division the primary construction project, maintenance and other activities performed on any pipeline are grouped into discrete work packages, referred to as “Jobs”. Each work package or “Job” is allocated a unique “job number”, and each “job” stores its records in one or more “job folders”. Historically, these “job

1 folders” were paper or cardboard wallets designed to hold the physical evidence of the “job”.  
2 While these “job folders” hold information critical to the development of any integrated pipeline  
3 information management system, they were not organized or stored by pipeline or in any other  
4 way that would have facilitated ready access to pipeline-related information. This is evidenced  
5 by the scale of work required to review the files during the MAOP Records Validation Project  
6 (See 8.5 Appendix 5). For many years, the “Job Number” was simply a sequential number  
7 allocated to provide a unique reference to the work package. There were no embedded codes  
8 within the job number and no ways to work out which pipeline or pipeline segment it related to  
9 without consulting the file itself, or a separate series of index maps, plat sheets, and pipeline  
10 summary sheets.

11  
12 Prior to 2010 there was little formal structure to the internal contents of the historical job folders.  
13 While there were common document types present, information was placed in the job folders in a  
14 rather haphazard fashion. There was no clear separation of individual sections, nor was there a  
15 definitive pipeline features list (PFL) which could be used as a checklist for the presence or  
16 absence of key document types within the job folder. Since that time, as part of the MAOP  
17 project, PG&E has identified 44 different document types and has created a 420 page document  
18 type manual, and a book of examples of the various vintages of documentation present.

19  
20 It must be stressed that the relationships among “jobs”, “job numbers” and “job folders” is  
21 critical to the discussions that follow in this report. These relationships are illustrated in figure  
22 6-2 overleaf. In addition, the role of the PG&E “job number” needs to be highlighted.

23  
24 It is easy for the layperson to confuse the terms jobs, job folders and job files. Within PG&E the  
25 term “job files” is used to describe both a collection of job folders relating to a single job file; a  
26 set of job folders relating to multiple jobs; or a single job folder related to a single job number.  
27 Normally, a job is allocated a unique job number, which then permanently identifies every  
28 document, record and piece of information relating to that job.

29  
30 The PG&E “job number” is a one to fourteen digit alphanumeric reference that forms the unique  
31 primary key and link between the pipeline and the documentation detailing the work undertaken  
32 on it. However, PG&E stated that it “treats any variation in a job number as a unique job  
33 number and catalogs it as a separate job file (e.g. 445230 and 0445230 count as (two) unique job  
34 numbers). As a result the count of job file numbers reported here exceeds the total number of  
35 job files associated with particular projects.”<sup>101</sup> For PG&E, this causes inadequate front-end data  
36 validation, creates data quality problems that cascade throughout PG&E information systems and  
37 could have unexpected consequences. This is a fundamental impairment to PG&E’s gas pipeline  
38 integrity management efforts.

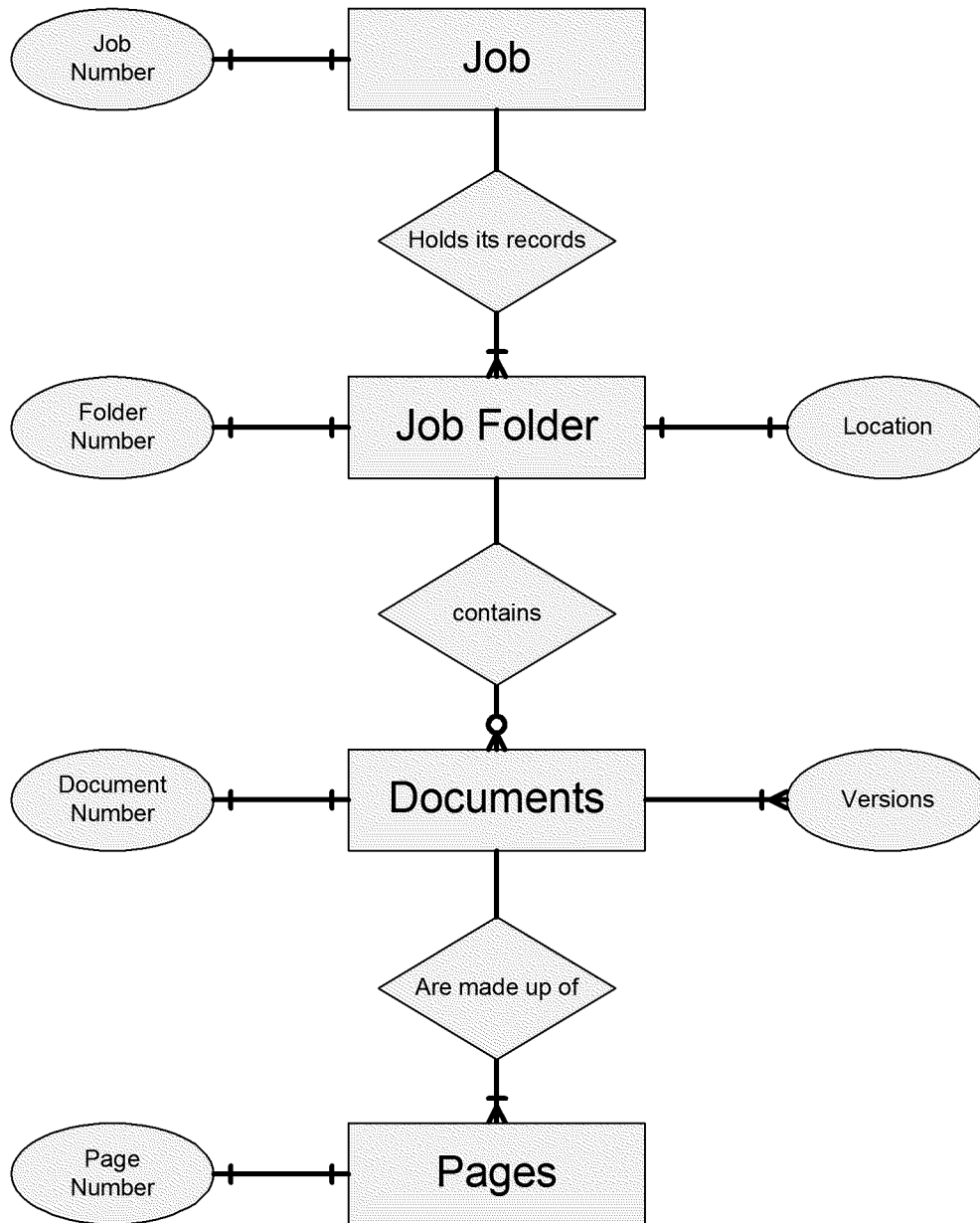
39  
40  

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<sup>101</sup> PG&E Data Response Supplement to Data Request 25, Question 1, submitted January 31, 2012, Page 2.

1 **Figure 6-2: An illustration of the expected relationship with Pipeline-related Jobs, Job**  
 2 **Folders and related documentation**

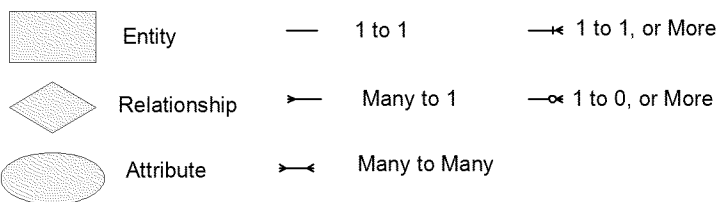
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Key



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### 6.4.3. Pipeline Records and ‘Duplicate’ Job Files

As PG&E holds pipeline assets dating back over 106 years, it cannot rely upon the tacit knowledge of its staff to remember exactly who, what, where, when, why and how work was undertaken on its pipelines. It has to rely upon its records and ensure that any information derived from them is traceable, verifiable and complete. As such, the control, management and availability of the PG&E job folders should have been seen as an essential and safety critical task. For example, any corruptions of the “job number” due to transposition errors, or mislabeling, misnaming or misfiling of the “job folders” would render the pipeline information contained within them inaccessible and place the safety of the relevant pipeline at risk. The relationships of PG&E’s pipeline-related jobs, job folders and related documentation in reality are far more complex and problematic than shown in Figure 6-2 and first described. This is due to the uncontrolled duplication and local evolution of PG&E’s job “folders” over many years prior to the San Bruno pipeline rupture and fire. A more realistic model of the current situation and relationships is presented in figure 6-3 overleaf.

The lack of records management control over the production, duplication, maintenance and control of job folders meant that there was no complete and definitive master set of pipeline-related records that could be readily identified and located relating to any given capital project. There was no single set of folders that held a complete and comprehensive set of information for that job. This is true despite PG&E assertions<sup>102</sup> that a master set of pipeline related job files was held at Walnut Creek prior to the MAOP Validation and Verification Project, as discussed in detail in section 8.5, Appendix 5.

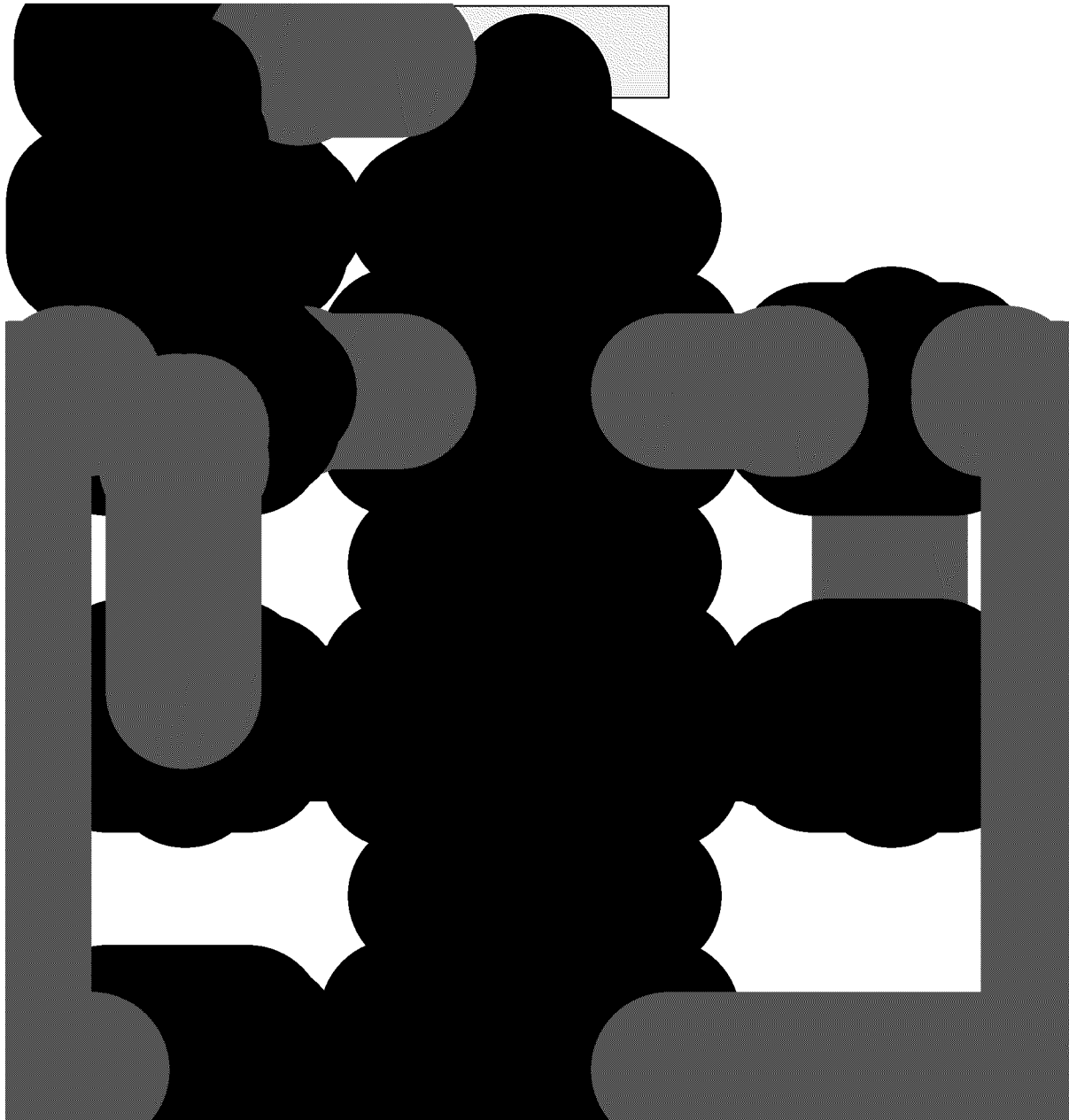
PGE’s assertions regarding master files appear to be at odds with its own internal findings. PG&E’s own data response<sup>103</sup> highlights the fact that in 2012: “Each office's practices for management and storage of job folders vary”. “Many of the different areas that touch a particular job maintain their own folder of information as the job is passed along from function to function”; and as such “Duplicate job folders and thus duplicate information can potentially exist between Gas Transmission Records, Division Offices, Engineering, Construction, and Billing”; and that “the “location of certain records is often based on institutional knowledge of the local staff that varies from location to location”; This issue is compounded by the fact that each of the different copies of the job folder evolves in situ as local staff deposit additional documents into them without updating other copies held elsewhere. As such, the actual contents for the same “job folder” may vary quite considerably from office to office. Given the importance and safety critical nature of the pipeline-related information held in its job files, we believe that PG&E failed in its duty of care to ensure that this information was correctly managed and controlled throughout its life-cycle, as part of its ongoing operations.

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<sup>102</sup> See PG&E response to Data Request 17, Question 5 (Supp.); See also PG&E response to Data Request 51, Question 4a; See also PG&E response to Data Request 51, Question 5.

<sup>103</sup> GasTransmissionSystemRecordsOII\_DR\_025-Q02(i) Supplement- Summary of Information Management Key Themes: PG&E Gas Mapping Organization, Internal PG&E report produced by PwC. [Preliminary Draft as of January 18, 2012].

1 **Figure 6-3: An illustration of the actual relationship with Pipeline-related Jobs, Job**  
2 **Folders and related documentation**  
3



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#### 6.4.4. PG&E Destroyed its Entire Collection of Pipeline History Files

We understand from the deposition of Larry Medina<sup>104</sup> and PG&E's own policy records<sup>105</sup> that in addition to the "job folders" described in the previous section, PG&E's Gas Transmission Division also maintained a complete set of pipeline history records, up to at least 1993. These records contained information about each and all pipelines in the transmission system and formed a primary focal point for pipeline related enquiries. They referenced all of the construction and maintenance jobs that were carried out on each pipeline, and were based upon information obtained from the respective job files and drawings, maps and other job-related information.<sup>106</sup>

While the pipeline history records were really a secondary source of information, derived from a variety of primary sources such as the job folders, they were an invaluable source of information for engineering staff as they provided a readily accessible and comprehensive, pipeline-centric view of all the activities undertaken on, and the information available for, any given pipeline, or pipeline segment.<sup>107</sup> The pipeline by pipeline analysis afforded by pipeline history records provided a handy and accurate means to review safety critical pipelines attributes and to prioritize risk with respect to other pipelines. It is worth noting that the size and scale of the MAOP records validation project, see 8.5 Appendix 5, highlighted how unsuitable the PG&E job files were for pipeline safety work and how inaccessible they were for routine access to pipeline information on a daily basis.

As of December, 1969, PG&E had an extensive standard practice that explicitly set forth requirements for establishing and maintaining these pipeline history files. In particular, the standard practice required, "History records for numbered transmission lines shall be filed by line number, with all pertinent inclusions of data shown. . . indexed for ready reference, and cross-referenced to other permanent files, such as GM or Work Order files." It also required that "The complete pipeline and main history files shall be maintained up to date by the Division or department for the life of the operating facility."<sup>108</sup> While the importance of the Pipeline History Files was recognized by records management staff at the time, a decision was made in 1986,<sup>109</sup> to no longer maintain these history records and only record key information on the pipeline summary sheets, which was contrary to the 1969 policy listed in PG&E's Pipeline Maintenance

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<sup>104</sup> "Telephonic Interview of Larry Medina"; Investigation of: Pacific Gas & Electric Company September 9, 2010 Accident San Bruno, California; Docket No.: DCA-10-MP-008; National Transportation Safety Board; June 27, 2011.

<sup>105</sup> See Standard Practice 463.7, Effective 12/1/1969, Page 3. This was submitted as PG&E Supplement 1, Attachment 1, in response to Data Request 25, Question 2(g).

<sup>106</sup> Ibid.

<sup>107</sup> Natural gas pipelines are separated into segments typically 40 to 80 feet long.

<sup>108</sup> See Standard Practice 463.7, Effective 12/1/1969, Page 3. This was submitted as PG&E Supplement 1, Attachment 1, in response to Data Request 25, Question 2(g).

<sup>109</sup> "Telephonic Interview of Larry Medina"; Investigation of: Pacific Gas & Electric Company September 9, 2010 Accident San Bruno, California; Docket No.: DCA-10-MP-008; National Transportation Safety Board; June 27, 2011.

1 Handbook.<sup>110</sup> Before he left PG&E in 1992, Medina alerted the company to the fact that since  
2 the split of Gas Operations in 1986-87 many standard functions had not been performed or kept  
3 current, including the maintenance of the pipeline history files, pipeline plat sheets and pressure  
4 reports for the DBU transmission lines. This was due in part to the “extensive backlog and a  
5 perceived lack of importance of the data reflected on the drawings”. However, as the company  
6 was also focused upon workload/headcount/dollars, it had elected not to do some of the work and  
7 used the headcount elsewhere.<sup>111</sup> As such, Medina’s recommendations to resurrect the pipeline  
8 history files from 1986-92 and maintain them point forward was never approved. In December  
9 1992 Medina warned the company of its failure to maintain the pipeline history files/records; the  
10 incomplete and/or inaccurate nature of its facility drawing records and the need to address basic  
11 issues around policy, responsibility and authority. Within, six months of his memo, however,  
12 Medina’s own role in managing the records and information systems for the gas transmission  
13 division was made redundant<sup>112</sup>.

14  
15 PG&E confirmed that it has numerous security measures in place to protect records from  
16 unauthorized access/destruction,<sup>113</sup> however, following office moves in the mid 1990’s its entire  
17 collection of historical pipeline files were lost. While PG&E believes that they were  
18 inadvertently destroyed, it has not been able to provide a satisfactory explanation or justification  
19 to explain how and why this occurred, or to demonstrate that the record destruction was either  
20 authorized, or followed the PG&E retention policy in place at the time of their disposal.

21  
22 Discarding these pipeline history records reduced PG&E’s ability to readily access safety critical  
23 pipeline information. Given the importance and safety critical nature of its pipeline history files,  
24 we believe that PG&E failed in its duty of care to ensure that this information was correctly  
25 managed and controlled throughout its lifecycle, as part of its ongoing operations.  
26

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<sup>110</sup> See Standard Practice 463.7, Effective 12/1/1969, Page 3. This was submitted as PG&E Supplement 1, Attachment 1, in response to Data Request 25, Question 2(g).

<sup>111</sup>Potential Effects on Basic Workload from the Addition of the Former DBU transmission Facilities. Appendix A, Part 1 to “Telephonic Interview of Larry Medina”; Investigation of: Pacific Gas & Electric Company September 9, 2010 Accident San Bruno, California; Docket No.: DCA-10-MP-008; National Transportation Safety Board; June 27, 2011. I.11-02-016 AYK/lil.

<sup>112</sup> Maintaining Accurate Gas Transmission and Storage Facility Drawings. Appendix A, part 2 to “Telephonic Interview of Larry Medina”; Investigation of: Pacific Gas & Electric Company September 9, 2010 Accident San Bruno, California; Docket No.: DCA-10-MP-008; National Transportation Safety Board; June 27, 2011. I.11-02-016 AYK/lil.

<sup>113</sup> Data Request 025 -02 (January 3, 2012)



**Table 6-7: Impact Statement: RM Processes (Disposal of Historical Pipeline Files)**

IMPACT – DISPOSAL OF HISTORICAL PIPELINE FILES							
<p>The lack of control, protection, and premature destruction of Pipeline-related documentation (files, folders, drawings, maps etc.) leaves PG&amp;E exposed to:</p> <ul style="list-style-type: none"> <li>• Inability to locate safety critical pipeline information;</li> <li>• Poor decision making based upon incomplete information leading to costly and potentially fatal mistakes;</li> <li>• Poor management of safety critical assets;</li> <li>• Failure of its integrity management program;</li> <li>• Inaccurate databases, poor data quality and missing pipeline attributes;</li> <li>• Failure to comply with legal and business requirements;</li> <li>• Inefficient and ineffective information retrieval and time consuming searches;</li> <li>• Failure in its duty of care to maintain and retain records throughout their life-cycle; and,</li> <li>• Legal and fiscal penalties.</li> </ul>							
GARP® Assessment Criteria – RM Processes – Disposal of Historical Pipeline Files							
Accountability	Compliance	Transparency	Availability	Integrity	Protection	Retention	Disposition
1	1	1	1	1	1	1.5	1

**6.4.5. Even Minor Errors in Data Quality can have a Profound Impact upon Safety**

Given the importance placed upon historical job folders and the evidence that they contain, we were surprised that PG&E did not have ready access to the start dates for any of its jobs, and by inference job folders/files, prior to 1996. While the start dates for all capital jobs and by inference their related job folders, can be obtained directly from PG&E’s SAP (Enterprise Resource Planning) database from 1996 to date, start dates for jobs prior to 1996 are not available electronically. PG&E reported that such information could be manually extracted from the PG&E microfiche collection of job folders from 1983 to 1996. However, the start dates for jobs prior to 1983 would require a manual review of the relevant job files<sup>114</sup>.

The importance of accurate start dates has an extremely important bearing on the San Bruno investigation and the identification of safety critical records related to PG&E’s Gas Pipeline Replacement Program (GPRP) as illustrated in the following example.

As part of Data Request 44, PG&E submitted a report,<sup>115</sup> from 2007 prepared by PG&E’s Chief Technical Consultant in Gas Transmission and former employee (consultant)<sup>116</sup>. In his report, the consultant discussed the technical assessment criteria used to identify pipelines for replacement, as documented in his 1985 presentation on the Gas Pipeline and Replacement Program (GPRP) to the PG&E Management Committee.

<sup>114</sup> Data Request 025 (December 19, 2011). GasTransmissionSystemRecordsOII\_DR\_CPUC\_025Q01 Page 10

<sup>115</sup> GasTransmissionSystemRecordsOII\_DR\_CPUC\_044-Q01(a)\_Atch32

<sup>116</sup> Identity of the consultant withheld due to PG&E confidentiality requirements.

1 In his report, PG&E’s consultant states that:

2  
3 “the original GPRP targeted as a minimum, pipelines constructed  
4 using oxy-acetylene and bare electrode girth welds, as well as  
5 pipelines constructed using Bell-Bell-Chill-Ring (BBCR) and Bell-  
6 Spigot (BLSP) joints”. In 1995 PG&E issued a “Review of the  
7 Transmission Priority Analysis (1994 Revision) for the Gas  
8 Pipeline and Rehabilitation Program. This document was prepared  
9 by Bechtel. Paragraph 3.2 of this document states that: the  
10 transmission priority analysis is applicable to all gas transmission  
11 lines and distribution feeder mains operating in excess of 60 psig.  
12 The database includes transmission pipelines installed through  
13 1992. However, the scope of the GPRP includes only pipe installed  
14 in 1947 and prior years”.

15  
16 In order to complete his 2007 report,<sup>117</sup> PG&E’s consultant examined PG&E’s GIS data and two  
17 job folders, and found:

- 18
- 19 • Job 98015 – Transmission Line 132: Date of Operation December 6, 1948, Date work  
20 completed December 5, 1951 (contained BBCR joints)
  - 21 • Job 95174 – Transmission Line 151: Date in operation December 12, 1947, Date Work  
22 Completed June 17, 1948 (contained BLSP joints).
  - 23 • The Gas Transmission GIS showed that no BBCR joints were used in pipelines after  
24 1948 and no BLSP joints in pipelines after 1947.
- 25

26 It is important to note that the report of PG&E’s consultant<sup>118</sup> recognizes that in 1995, PG&E  
27 had selected the wrong year as the upper limit for its Gas Pipeline Replacement Program, i.e.  
28 1947 rather than 1948, and states that “it would be prudent to use pre-1949 as a basis for  
29 assessing the excavation threat (as identified in ASME B31.8S) to PG&E’s gas transmission  
30 pipelines”. The consultant’s report also highlights the importance of accurate metadata and the  
31 uses to which it may be put. While there is only a one year difference between the two dates  
32 (1947 and 1948), PG&E’s selection of the wrong threshold value has a major impact upon  
33 pipeline safety as it led to the exclusion of both line 132 and line 151 from the 1995 Gas  
34 Pipeline Replacement Program. The consultant’s report,<sup>119</sup> is also important in that it provides  
35 direct evidence that as early as 2007 PG&E was informed that Line 132 pipeline contained  
36 potentially unsafe welds and should have been included in the 1995 Gas Pipeline Replacement  
37 Program.

38

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<sup>117</sup> Ibid.

<sup>118</sup> Ibid.

<sup>119</sup> Ibid.

1 During his review, the consultant<sup>120</sup> also noted data quality issues with the PG&E GIS data and  
 2 highlighted the fact that the pipeline “Install date” in the GIS often corresponded with the date  
 3 shown in the job folder as “Work Completed” which in several cases was years after the pipeline  
 4 was pressurized and placed in operation. As such, he recommended that PG&E’s GIS should  
 5 state the actual year that the pipeline was installed as the “Date of Operation”.

6  
 7  
 8

**Table 6-8: Impact Statement: Lack of Complete Pipeline Records and Job folders**

IMPACT – PIPELINE RECORDS (and job folders) <sup>121</sup>							
The lack of a complete, consistent and readily accessible set of pipeline records covering the lifetime of each pipeline leaves PG&E exposed to:							
<ul style="list-style-type: none"> <li>• Inability to locate safety critical pipeline information;</li> <li>• Poor decision making based upon incomplete information leading to costly and potentially fatal mistakes;</li> <li>• Poor management of safety critical assets;</li> <li>• Inaccurate databases, poor data quality and missing pipeline attributes;</li> <li>• Failure of its pipeline integrity management program;</li> <li>• Failure to comply with legal and business requirements;</li> <li>• Inefficient and ineffective information retrieval and time consuming searches;</li> <li>• Failure in its duty of care to maintain and retain records throughout their life-cycle; and,</li> <li>• Legal and fiscal penalties</li> </ul>							
GARP® Assessment Criteria – RM Processes – Pipeline Records							
Accountability	Compliance	Transparency	Availability	Integrity	Protection	Retention	Disposition
1	1	1	1	1	1	1.5	1.5

9  
 10

**6.4.6. Background on PG&E’s Cataloguing, Tracking and Retrieval**

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 22

The terms “document cataloguing system” or “document catalog” are used within the context of this report to refer to any centralized repository or document providing an inventory (list) of PG&E records (or record categories) and information facilitating the location of electronic or physical documents or data but not containing the documents themselves. A history of the development of document catalogs/cataloguing systems was provided by PG&E,<sup>122</sup> and is discussed in the following sections. PG&E was limited in the level of detail it was able to provide regarding historical cataloguing practices due to staff retirement (and the loss of domain knowledge) and the fact that the document cataloguing systems used in local division and district offices varied depending in part on the PG&E facility and its particular needs.<sup>123</sup> We were able to establish that in 1948 PG&E adopted a standardized Decimal File System based upon the

<sup>120</sup> Ibid.

<sup>121</sup> According to the National Transportation Safety Board, “PG&E did not provide any design/material or construction specifications, inspection records, as-built drawings, or radiography reports.” Pacific Gas and Electric Company Natural Gas Transmission Pipeline Rupture and Fire San Bruno, California September 9, 2010, Pp. 25-26. This impact statement may help explain why.

<sup>122</sup> Data Request 025 -03 (January 23, 2012)

<sup>123</sup> Data Request 025 -03 (January 23, 2012)

1 Dewey Decimal System and published a manual outlining this system. PG&E revised its  
2 Decimal File System manual periodically, with eight editions published from 1948 to 1990.<sup>124</sup>  
3 PG&E's decimal file system was not applied to job files, but was used to standardize the filing  
4 and document retrieval system for intra-company memoranda and correspondence.

5  
6 PG&E did not begin to computerize its catalogs until the early 1990's<sup>125</sup> when PG&E began  
7 converting from paper-based to electronic catalogs. PG&E currently uses the following  
8 "electronic catalogs": DocuTrak,<sup>126</sup> (Walnut Creek Engineering Library System); FoxPro  
9 (Bayshore) and FileMaker pro,<sup>127</sup> (Emeryville). Two of these catalogs, DocuTrak and FoxPro  
10 were in active use prior to September 9 2010. In addition, PG&E has two systems that manage  
11 and track the status of gas transmission jobs SAP,<sup>128</sup> and Project Status and Reporting System  
12 (PSRS).<sup>129</sup> Both of these systems were in place prior to September 2010. However, neither SAP  
13 nor PSRS is used to catalog or track individual job-folders or documents. While both of these  
14 systems can provide lists of post-1996 transmission job numbers, the only systems that were  
15 used for record tracking were DocuTrak, FoxPro and Filemaker Pro. These three systems are  
16 discussed in order below.

17  
18 **DocuTrak:** DocuTrak is used within PG&E's Walnut Creek Engineering Library to track station  
19 drawings, foreign prints (e.g. station drawings created by an external vendor) and station  
20 manuals. It did not maintain a comprehensive inventory of all job folders (or their duplicates).  
21 Retrievals using this system are undertaken via a records request form, submitted to the records  
22 department. Check-out/Check-in functionality is available, and an employee may check out an  
23 item for up to a month. PG&E's IT department backed-up DocuTrak on a daily basis. However,  
24 after eight days the back-up tape is overwritten with the latest iteration. Given this process,  
25 PG&E could not provide a snapshot of the system as it existed at the time of the San Bruno  
26 incident, or prior to the start of the MAOP Validation and Verification Project. During our site  
27 visits, this system was reported by PG&E staff as being somewhat inflexible in terms of its  
28 search capabilities, with data needing to be exported and loaded to Excel in order to undertake a  
29 simple 'date' search. In addition, PG&E's Internal Report<sup>130</sup> reported that its record-keeping  
30 systems were "not well integrated, contain duplicate information, and have significant data  
31 integrity (accuracy and completeness) issues". It also stated that the "location and organization  
32 of physical records varies by location and is often only known to a few individuals performing  
33 the filing".

---

<sup>124</sup> The 1983 1990 editions of the Decimal File Manual are provided in (a) GasTransmissionSystemRecordsOII\_DR\_025Q03atch01 and (b) GasTransmissionSystemRecordsOII\_DR\_025-Q03atch02.

<sup>125</sup> Chapter 2 of PG&E's June 20, 2011 response, subsequently updated on September 30, 2011, and January 13, 2012.

<sup>126</sup> GasTransmissionSystemRecordsOII\_DR\_025)Q04Atach2.xls

<sup>127</sup> GasTransmissionSystemRecordsOII\_DR\_025)Q04Atach1.xls

<sup>128</sup> GasTransmissionSystemRecordsOII\_DR\_021-08.

<sup>129</sup> GasTransmissionSystemRecordsOII\_DR\_025)Q04Atach4.xls

<sup>130</sup> GasTransmissionSystemRecordsOII\_DR\_025-Q02(i) Supplement - Summary of Information Management Key Themes: PG&E Gas Mapping Organization, Internal PG&E report produced by PwC. [Preliminary Draft as of January 18, 2012].

1 **FoxPro™:** FoxPro™ was used by PG&E to track records (predominantly boxes) stored at its  
2 Bayshore Records Center facility.<sup>131</sup> Prior to the MAOP Records Validation Project, PG&E  
3 Records Center staff used FoxPro to record information about requests (including the date, box  
4 or item requested, box location, and the name and contact information of the requester). As  
5 FoxPro™ maintains its check-out history indefinitely it was possible to obtain a view of the  
6 system as of October 19, 2010.<sup>132</sup> FoxPro™ did not, however, contain a comprehensive index  
7 for all of the job folders in the Gas Transmission boxes in its custody. This was evidenced by the  
8 Cow Palace sorting exercise (see 8.5 Appendix 5) which required 30 man-years of manual effort  
9 to locate pipeline related job folders in the 100,000+ boxes ‘buried’ in PG&E’s Bayshore  
10 Records Center. If a comprehensive catalog of all job folders within PG&E had been in place,  
11 the Cow Palace sorting exercise would not have been necessary, and folders could have been  
12 retrieved, as required on a pipeline-by-pipeline basis.

13  
14 **Filemaker™:** In 2011, PG&E developed its own Filemaker™-based cataloguing system to track  
15 the location of physical boxes and folders it had collected at the Emeryville storage facility.  
16 Because the Emeryville facility was set-up and designed to hold boxes and folders pertinent to  
17 the MAOP Records Validation Project, and not to check them out, Filemaker™ is used to track  
18 the location of boxes and folders housed within the facility itself. It was not designed or used for  
19 purposes of tracking “checked out” folders or documents to other locations within the Gas  
20 Transmission Division.

#### 21 22 **6.4.7. The total number of job folders that exist within PG&E is still unknown**

23  
24 While PG&E has been able to quantify the number of jobs and job folders “identified as  
25 potentially relevant to the MAOP Project” it was not able to confirm that it had a complete and  
26 comprehensive inventory of all job-folders, across all of its offices. When requested to provide  
27 an estimate of the number of jobs and job folders that exist, PG&E used its ECTS system<sup>133</sup> to  
28 calculate the number of jobs, and its Emeryville Filemaker™ database to provide an estimate of  
29 the number of corresponding job folders (rather than its Emeryville database, where actual Job  
30 and Job Folder information was available). PG&E was extremely reticent in providing any  
31 information on the number and relationship of job-files and job-folders from the Emeryville  
32 database, or releasing any information that would permit an analysis of such relationships. As  
33 such, it took two data requests, numerous meetings and phone calls and months of elapsed time  
34 before CPSD was provided with an extract from the Emeryville database upon which we could  
35 base our analysis.

36  
37  

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<sup>131</sup> Upon completion of the Cow Palace sorting exercise, pipeline-related records were transferred to Emeryville. All other records were transferred to commercial storage with Iron Mountain, i.e. they were not returned to Bayshore.

<sup>132</sup> GasTransmissionSystemRecordsOII\_DR\_CPUC\_025 -Q03atch14

<sup>133</sup> See chapter 6.5 for further details.

1 **Table 6-9: PG&E Job Statistics (as of December 9, 2011)**

2

<b>Source: ECTS</b>	
	ECTS (Measured in Unique Job Numbers)
Number of Jobs	24,290
Number of Jobs Scanned (in full)	3,410
Number of Jobs Planned to be Scanned	Unknown
Number of Jobs Partially Scanned	17,040

3

4

5 **Table 6-10: PG&E Job Folder Statistics (as of December 9, 2011)**

6

<b>Source: Emeryville Filemaker™ Database</b>	
	Emeryville (Measured in job folders)
Number of job folders	136,240
Number of job folders Scanned (in full)	32,000
Number of job folders Planned to be cataloged and Scanned	875 boxes (containing an unknown number of folders) stored at Emeryville
Number of job folders partially scanned	25,500

7

8 In addition to the 136,240 job folders reported in Emeryville, a further 9426 job folders relating  
 9 to an unspecified number of Jobs were recorded as scanned in-situ in the regional offices and left  
 10 in place, rather than being transferred to Emeryville.

11

12 While it was difficult to make any direct comparison between the two discrete sets of file and  
 13 folder statistics provided by PG&E, the information provided illustrate the size and scale of the  
 14 task facing the Gas Transmission division. Over a year after San Bruno, less than half of  
 15 PG&E's pipeline-related job folders had been scanned (23.5% of job folders scanned in full,  
 16 18.7% partially scanned). In terms of the job files reference in ECTS, 14% of the 24,290 jobs  
 17 listed had been scanned in full while 70% had only been partially scanned. A comprehensive  
 18 analysis of the relationship and distribution of PG&E's jobs and job folders is presented in  
 19 section 6.4.10 based upon the information provided in Data Request 48.

20

1 **Table 6-11: Impact Statement: RM Processes (Cataloguing, Tracking and Retrieval)**  
 2

IMPACT – RM PROCESSES – CATALOGING, TRACKING and RETRIEVAL <sup>134</sup>							
<p>The lack of single complete, consistent and readily accessible catalog of pipeline records covering the lifetime of each pipeline leaves PG&amp;E exposed to:</p> <ul style="list-style-type: none"> <li>• Inability to locate safety critical pipeline information;</li> <li>• Poor decision making based upon incomplete information leading to costly and potentially fatal mistakes;</li> <li>• Poor management of safety critical assets;</li> <li>• Failure of its integrity management program;</li> <li>• Inaccurate databases, poor data quality and missing pipeline attributes;</li> <li>• Failure to comply with legal and business requirements;</li> <li>• Inefficient and ineffective information retrieval and time consuming searches;</li> <li>• Failure in its duty of care to maintain and retain records throughout their life-cycle; AND,</li> <li>• Legal and fiscal penalties.</li> </ul>							
GARP® Assessment Criteria – RM Processes – Cataloging, Tracking and Retrieval							
Accountability	Compliance	Transparency	Availability	Integrity	Protection	Retention	Disposition
1	1	1	1	1	1	1.5	1.5

3  
 4  
 5 **6.4.8. PG&E did not have a process in place to control the distribution, duplication and**  
 6 **storage of its job folders**  
 7

8 PG&E did not maintain a complete and comprehensive index of the number or types of  
 9 documents associated with each job prior to September 2010 or the number/location of the job  
 10 folders associated with each job. PG&E has two systems that manage and track the status of gas  
 11 transmission jobs SAP and PSRS. Both were in place prior to September 2010, but only hold  
 12 details of post-1996 transmission jobs. While SAP and PSRS track job status, neither system was  
 13 used to catalog or track individual job folders or documents. Both SAP and PSRS contain the  
 14 same job lists (the approved job information in PSRS is based on information downloaded from  
 15 SAP). However, they serve very different purposes.<sup>135</sup> PG&E adopted SAP as its accounting  
 16 system in 1996. Job information from before that time is stored in various systems and has not  
 17 been migrated to SAP (or, by extension, to PSRS). Prior to August 2010, PG&E did not have a

---

<sup>134</sup> The National Transportation Safety Board stated that, “Radiographs of the girth welds also captured a small portion of the longitudinal welds from each of the two pipe segments joined by the girth weld being radio graphed. Records from the 1948 project included logs for 209 radiographs, including 19 rejected welds, 4 of which were re-examined and determined to be acceptable. Those four were all longitudinal welds. Of the remaining 15 rejected welds, 5 were longitudinal welds and 10 were girth welds. An additional 14 girth welds were classified as “borderline.” Pacific Gas and Electric Company Natural Gas Transmission Pipeline Rupture and Fire San Bruno, California September 9, 2010, Page 25. Given this lack of single, complete, consistent comprehensive and readily accessible list of pipeline files, it raises the question of whether a comprehensive list of records from the 1948 project were available.

<sup>135</sup> PSRS can be distinguished from SAP because it has additional data and search fields that SAP does not include. For example, the “memo” fields in PSRS allow PG&E employees to input notes about various aspects of a given project. Additionally, PSRS includes both proposed and approved jobs while SAP includes only approved jobs.

1 master index encompassing all job files. PG&E states that it did possess the capability to  
2 generate a relatively comprehensive list of job files numbers through either SAP<sup>136</sup> or GIS.<sup>137</sup>  
3 Neither of these systems was used to catalog or track individual job folders or documents, only  
4 FoxPro, Filemaker and DocuTrak - have document tracking facilities. In addition, PG&E's GIS  
5 system holds job-related information dating back as far as 1906, but is not as comprehensive as  
6 the post-1996 data captured in SAP.

7  
8 One of the reasons cited by PG&E for the lack of folder/document tracking prior to the San  
9 Bruno pipe rupture and fire was that "PG&E's gas transmission organization is geographically  
10 far-reaching enterprise that generates significant numbers of documents".<sup>138</sup> This is a somewhat  
11 naïve response and attempts to mask the far more systemic failure of records management within  
12 the Gas Transmission Division.

13  
14 PG&E has hired a third party, Pricewaterhouse Coopers (PwC) to prepare a report about its  
15 record management practices (hereafter called PG&E's Internal Report)<sup>139</sup> which provides a  
16 more realistic picture. It states that job folders: "often contain duplicated and unnecessary  
17 information"; transferring physical files results "in lost time/inefficiency and potentially lost  
18 paperwork"; there is a "lack of standardization of job folder contents and the order of the  
19 documents"; "each office's practices for management and storage of job folders vary"; "Many of  
20 the different areas that touch a particular job maintain their own (copy of the job) folder of  
21 information as the job is passed along from function to function"; and therefore "duplicate  
22 information can potentially exist between Gas Transmission Records, Division Offices,  
23 Engineering, Construction, and Billing". In addition, PG&E's report goes on to state that: "many  
24 mappers spend at least half of their day searching for information"; "staff have to make trips to  
25 the old office to retrieve records, or waste time sending documents back and forth via the mail";  
26 and that the record keeping systems "are not well integrated, contain duplicate information, and  
27 have significant data integrity (accuracy and completeness) issues".

28  
29 For more than 50 years, Juran's Quality Handbook<sup>140</sup> has been an essential reference to quality  
30 management and engineering. In his book, Juran describes data to be of high quality "if they are  
31 fit for their intended uses in operations, decision making and planning". We believe that this  
32 principle can also be applied more broadly to the quality of the engineering records, and their  
33 metadata. If so, the deficiencies highlighted in PG&E's own records keeping practices by the  
34 NTSB report, this study and that of PG&E's Internal Report illustrate that the PG&E records

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<sup>136</sup> SAP holds details of all Gas Transmission and Distribution jobs since 1996

<sup>137</sup> Data Request CPUC\_025 -03 (January 23, 2012)

<sup>138</sup> Data Request CPUC\_025 -03 (January 23, 2012)

<sup>139</sup> GasTransmissionSystemRecordsOII\_DR\_CPUC\_025-Q02(i) Supplement - Summary of Information Management Key Themes: PG&E Gas Mapping Organization, Internal PG&E report produced by PwC. [Preliminary Draft as of January 18, 2012].

<sup>140</sup> Juran, J.M. and Defeo, J.A. (2010) Juran's Quality Handbook: The Complete Guide to Performance Excellence, Sixth Edition.



1 were of low quality, in that they were not kept in a manner fit for their intended uses in  
 2 operations, decision making or planning. This factor posed a major risk to the safety of PG&E  
 3 operations.

4  
 5 **Table 6-12: Impact Statement: Records Management (RM) Processes (Job File Tracking**  
 6 **Systems)**

IMPACT – RECORDS MANAGEMENT PROCESSES – JOB FILE TRACKING SYSTEMS							
<p>The lack of single complete, consistent, comprehensive and readily accessible list of Pipeline-related Job Files and associated metadata covering the lifetime of each pipeline leaves PG&amp;E exposed to:</p> <ul style="list-style-type: none"> <li>• Inability to locate safety critical pipeline information;</li> <li>• Poor decision making based upon incomplete information leading to costly and potentially fatal mistakes;</li> <li>• Poor management of safety critical assets;</li> <li>• Failure of its integrity management program;</li> <li>• Inaccurate databases, poor data quality and missing pipeline attributes;</li> <li>• Failure to comply with legal and business requirements;</li> <li>• Inefficient and ineffective information retrieval and time consuming searches;</li> <li>• Failure in its duty of care to maintain and retain records throughout their life-cycle; and,</li> <li>• Legal and fiscal penalties.</li> </ul>							
GARP® Assessment Criteria – RM Processes – Job Tracking Systems							
Accountability	Compliance	Transparency	Availability	Integrity	Protection	Retention	Disposition
1	1	1	1	1	1	1.5	1.5

8  
 9 **6.4.9. PG&E’s Job Numbering Process has Significant Gaps & Data Quality Issues**

10  
 11 A list of “unique” job numbers (36,055) was provided by PG&E,<sup>141</sup> derived from the “Job  
 12 Number” data field in ECTS. The jobs listed included those created for capital projects and  
 13 tracked in GIS and on transmissions and distribution plats; and included files that had not  
 14 originally belonged to a capital job category, but that PG&E recognized as being important to the  
 15 MAOP Records Validation Project. The latter category of jobs accounts for less than 10% of the  
 16 total jobs listed.

17  
 18 Given the importance of the job number we were surprised by the lack of consistency applied to  
 19 the allocation of PG&E job numbers. While we accept that the job-numbering system evolved  
 20 over an extended time period, the diversity of different job naming and numbering styles and  
 21 data quality issues, revealed by an examination of this list is a cause for concern. The large range  
 22 of different naming conventions used to identify the PG&E jobs and job folders within ECTS,  
 23 coupled with PG&E’s inconsistent application give rise to a number of data quality issues  
 24 associated with the job numbers themselves. This lack of standardization and consistency is a

---

<sup>141</sup> GasTransmissionSystemRecords OII\_DR\_CPUC\_025-Q01 attachment01.

1 major barrier to information retrieval and may go some way to explain the difficulties faced by  
2 PG&E and NTSB staff when attempting to access relevant job-related information.

3

4 Examples of different job number types and quality issues are presented overleaf. Due to the lack  
5 of a central catalog or tracking system for all job files, PG&E reported that it was unable to  
6 provide an estimate of the number of ‘missing’ pipeline job files, and was only prepared to state  
7 that it was “reviewing all relevant sources of job numbers as part of the MAOP validation  
8 effort”.<sup>142</sup> This review has identified that there are significant numbers of gaps in sequence in  
9 the job list that PG&E provided. A simple stepwise comparison of job file numbers 0-10,000<sup>143</sup>  
10 revealed that only 3252 (32.5%) were listed in ECTS, while 6748 out of 10,000 (67.5%) project  
11 numbers were missing from this series. The lack of a comprehensive catalog of PG&E job files  
12 means that there is no way to tell if these numbers were ever allocated to a project, or if job  
13 folders were created for them that have since been destroyed. In our opinion, however, the  
14 random nature of the sequence gaps and the completeness of some sequences (e.g. 4001-5000 –  
15 no omissions) are indicative of large numbers of “missing” job files.

16

17

---

<sup>142</sup> Data Request CPUC\_025 -01 (December 19, 2011)

<sup>143</sup> For the purpose of this comparison job numbers and their alphanumeric equivalents were matched (e.g. job 4117C was treated as Job 4117).

1 **Table 6-13: PG&E’s Job Numbering Systems and their Data Quality Errors**

2

Types of Job Numbering System	Example(s)
Numeric (one to 14 digital numbers)	1, 368. 0368, 1103, 30420730, 49896874989687
Numeric (with # prefix)	#188371
Numeric (with one or two leading zeros)	0368; 00368
Alpha (Text) only	Penn Main
Alphanumeric (+/- separators)	4000A; 4000-A; 4161H; 4161-H; 463.2
Alphanumeric (+/- spaces)	446120 Rev; 446120Rev
Concatenated (two numbers joined)	1928862, 4384863
With alpha prefixes	P00427
With alpha and numeric suffixes	1619-01; 1619G; 169-18; 169-18A-4
With Separators (-, /)	1614-13; 1406-01-01096
With Separators (+/- spaces)	3592 – 3780; 3654-2020;
With Multiple Separators	0115-01-00411
With special characters	16477? ; “7038788 & 7042615”
With Brackets	159513(2)
With added text	137218 – Priority; 1502 ITEM 300; 165912 REV
With and Without Spaces	161277 – 2 and 161277-2 ; 2 4288E; 2 4529 F; 302E; 302-E-1; 302-E-2
Extended Multi-part names	“101688; 116051; 121919; 130004; 134616; 135862” “169585, 185913, 4384863”

3

4

5 **Table 6-14: The number of gaps in PG&E’s Job Number Sequences**

6

Job File	No. of Sequence Gaps	Job File	No. of Sequence Gaps
0000-1000	600	5001-6000	842
1001-2000	687	6001-7000	748
2001-3000	684	7001-8000	883
3001-4000	477	8001-9000	907
4001-5000	0	9001-10000	920
		Total	<b>6748 (67.5%)</b>

7

8

1 **Table 6-15: Impact Statement: RM Processes (The Job Numbering Process)**

2

IMPACT – RM PROCESSES – JOB NUMBERING PROCESS							
<p>The lack of consistent and quality assured numbering system for its Pipeline-related Jobs (and related job folders) leaves PG&amp;E exposed to:</p> <ul style="list-style-type: none"> <li>• Inability to locate safety critical pipeline information;</li> <li>• Poor decision making based upon incomplete information leading to costly and potentially fatal mistakes;</li> <li>• Poor management of safety critical assets;</li> <li>• Failure of its integrity management program;</li> <li>• Inaccurate databases, poor data quality and missing pipeline attributes;</li> <li>• Failure to comply with legal and business requirements;</li> <li>• Inefficient and ineffective information retrieval and time consuming searches;</li> <li>• Failure in its duty of care to maintain and retain records throughout their life-cycle; and,</li> <li>• Legal and fiscal penalties.</li> </ul>							
GARP® Assessment Criteria – RM Processes – Job Numbering Process							
Accountability	Compliance	Transparency	Availability	Integrity	Protection	Retention	Disposition
1	1	1	1	1	1	1.5	1.5

3

4

5

1 **6.4.10. PG&E has not controlled the copying, distribution or evolution of its job folders**

2  
3 PG&E stated<sup>144</sup> that upon the completion of a job, copies of the relevant job folders were sent to  
4 the relevant mapping office, the gas transmission office in Walnut Creek and the Bayshore  
5 storage facility. This had not always been the case and the actual situation is not quite as simple  
6 as PG&E suggested. We are aware from our inspection and analysis of the Emeryville document  
7 catalog provided by PG&E<sup>145</sup> that a significant volume of job files have been copied, often more  
8 than once and distributed across one or more offices. While some of the copies have retained  
9 virtually identical contents with those stored elsewhere, others have not.

10  
11 During our site visit PG&E engineers and construction staff stated that there was often as many  
12 as 20 different job folders for one job file. Our analysis of the Emeryville catalog revealed that  
13 number to be even larger. In some instances over 100 job folders exist for an individual job. In  
14 one instance, job 145418 has 1,347 related job folders that were originally distributed over 6  
15 locations (Bayshore, Walnut Creek, Redding, Meridian, Beale, and Concord). While some  
16 folders are duplicated and copied to more than one group, not all job-related information is  
17 actually placed in a job folder, as different disciplines maintain different sets of job related  
18 information within their own working areas. In addition, some information may also be retained  
19 in personal files and e-mails.

20  
21 At the time of this review, PG&E were unable to identify exactly how many ‘duplicate’ job  
22 files/folders existed, or where they were located prior to San Bruno. PG&E stated that

23  
24 “to date, PG&E has focused its efforts on collecting documents,  
25 adding the documents to ECTS, and using the documents to verify  
26 and validate the MAOP. The effort to date has not focused on  
27 eliminating duplicates or near duplicates. In the future, PG&E may  
28 identify and address duplicate and near duplicate documents in  
29 ECTS”.<sup>146</sup>

30  
31 The following two figures illustrate a discrepancy between the Emeryville and Walnut Creek  
32 data catalogs.

33  
34  

---

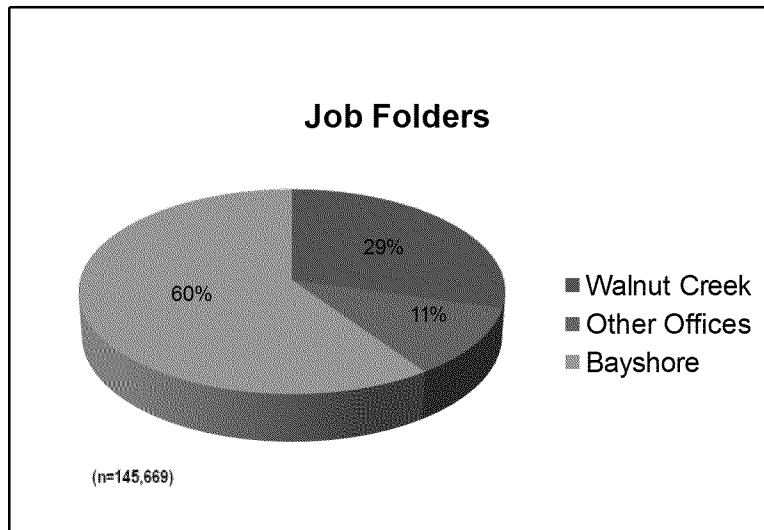
<sup>144</sup> Data Request CPUC\_025 -01 (December 19, 2011)

<sup>145</sup> Data Request CPUC 048-01

<sup>146</sup> Data Request CPUC\_025 -01 (December 19, 2011)

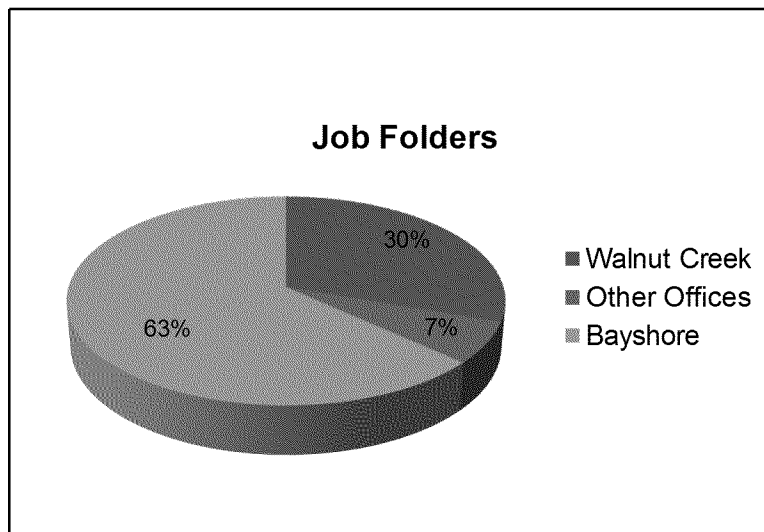
1  
2  
3  
4

**Figure 6-4: An illustration of the number of job folders held in each of the three main storage locations (Walnut Creek, Bayshore, and all other Offices) Based upon the ECTS Data Catalog.**



5  
6  
7  
8  
9

**Figure 6-5: An illustration of the number of job folders held in each of the three main storage locations (Walnut Creek, Bayshore, and all other Offices) Based upon the Emeryville Data Catalog (February 2012)**



10  
11  
12

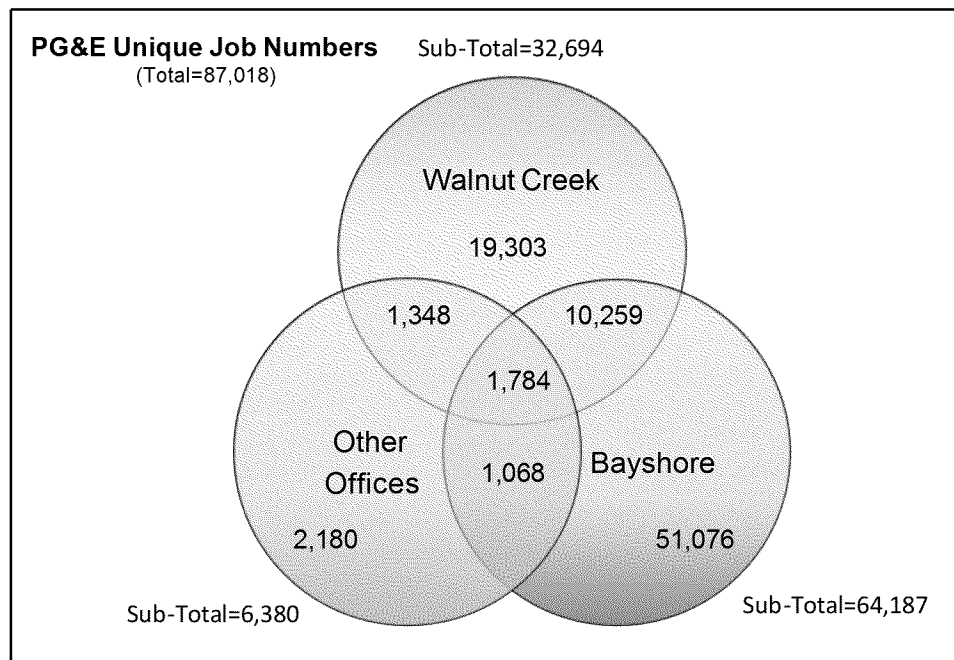
**Table 6-16: Job Numbers and Job Folders (not held at Walnut Creek; and not held at Walnut Creek or Bayshore) as recorded in the Emeryville Database, February 2012**

	Not Walnut Creek		Not Walnut Creek or Bayshore	
Unique job numbers	3248	3.7%	2180	2.5%
Job folders	5614	3.8%	2339	1.6%

Despite PG&E assurances that a master copy of all job-related folders were retained in the Walnut Creek engineering library, we identified a large number of jobs that had their corresponding job folders stored at more than 1 site, but not at Walnut Creek (3248 jobs in total). In addition, we noted from the figures provided by PG&E that there had been approximately twice as many jobs/job folders stored outside of Walnut Creek as there was at Walnut Creek prior to the MAOP Records Validation Project. A key point to note is that 2180 (2.5%) out of the 87018 unique jobs listed in the Emeryville had no corresponding job information stored job folders in either the Walnut Creek or Bayshore facility.

As any given job can comprise of multiple folders, stored across multiple locations it is difficult to visualize the different overlapping relationships that exist, without using a Venn diagram as illustrated below.

**Figure 6-6: An illustration of Number of Unique Job Numbers defined in PG&E's Emeryville Data Catalog and their original source location prior to the MAOP Records Validation Project**



Please Note: Other Offices=The 45+ PG&E offices outside of Walnut Creek and Bayshore.

1 Our provisional analysis of the listing of the job folders recorded in PG&E's Emeryville  
2 catalog<sup>147</sup> has revealed the extent of its job-folder duplication. Out of a total of 146,227 job  
3 folders listed in PG&E's Emeryville Catalog, prior to the MAOP project had:

- 4
- 5 • 92515 (63.3%) job folders were originally stored in Bayshore;
- 6 • 44262 (30.3%) job folders were originally stored in Walnut Creek;
- 7 • 9450 (6.5%) job folders stored in all other offices.
- 8

9 Out of 87,018 unique job numbers we identified in PG&E's Emeryville catalog:

- 10
- 11 • 51076 (58.7%) jobs stored in Bayshore only;
- 12 • 19303 (22.2%) jobs stored in Walnut Creek only;
- 13 • 10259 (11.8%) jobs stored in Walnut Creek and Bayshore;
- 14 • 2180 (2.5%) jobs stored in Other Offices only (e.g. not in Walnut Creek and Bayshore);
- 15 • 1784 (2.1%) jobs stored in Walnut Creek, Bayshore and at least one other office;
- 16 • 1348 (1.5%) jobs stored in Walnut Creek and at least one other office (excluding
- 17 Bayshore);
- 18 • 1068 (1.2%) jobs stored in Bayshore and at least one other office (excluding Walnut
- 19 Creek).
- 20

21 The widespread and uncontrolled duplication of job folders relating to a single job has an  
22 important impact on records management and potential safety implications, from a completeness  
23 perspective. For example, in order to obtain a complete set of records for any given job, wide  
24 ranging searches would have been required. Prior to the MAOP project, PG&E had:

- 25
- 26 • 12446 jobs with their job folders stored across 2 locations;
- 27 • 1711 jobs with their job folders stored across 3 locations;
- 28 • 293 jobs with their job folders stored across 4 locations;
- 29 • 45 jobs with their job folders stored across 5 locations;
- 30 • 8 jobs with their job folders stored across 6 locations;
- 31 • 4 jobs with their job folders stored across 7 locations;
- 32 • 1 job with their job folders stored across 10 locations.
- 33
- 34

---

<sup>147</sup> Data Request CPUC 048-1 (February, 2012)



1 **Table 6-17: All Job Numbers and Job Folders in (as recorded in the Emeryville Database,**  
 2 **February 2012)**

	Bayshore	Walnut Creek	Other Offices	Total
Unique job numbers	64187	32694	6380	87018
Job folders	92515	44262	9450	146227
Job folders (%)	63.3%	30.3%	6.5%	100.0%

4  
 5 A summary of our provisional analysis is presented in tables 6-17 and 6.18 above. This shows  
 6 that only 22% of PG&E’s job files were stored in Walnut Creek alone, i.e. they were not co-  
 7 located in other offices. In addition, approximately 16% of all PG&E’s job files were stored in  
 8 multiple locations. Of these multi-location job files, 3.7% of the jobs and 3.8% of the job folders  
 9 were missing from Walnut Creek.

10  
 11 During our analysis we noted that the dates recorded against the job folders in the Emeryville  
 12 database varied from job to job, i.e. a single set of job folders for a unique job number had a  
 13 range of dates recorded against them. We have assumed that these dates represent the most  
 14 recent date recorded on documentation within the folder.

15  
 16 Given the distributed, multi-location nature of a proportion of the job folders we expected to see  
 17 some variance (+/- 2-3 years) in the dates recorded per job. We were surprised to find that this  
 18 variance was significantly larger than expected, with 3.3% of all jobs having folders with date  
 19 range differences from 1 to 60+ years. The variability of the dates provided is illustrated in figure  
 20 6.7 below and impacts over 12% of the job folders where folder dates were provided. We infer  
 21 from this that PG&E has a serious records management problem with either the control of the  
 22 contents of its job folders; the quality control of its cataloguing process; or the uniqueness of its  
 23 job numbering system over time. Due to the delay in receiving the catalog listings from PG&E,  
 24 further investigation of this discrepancy was not possible.

25  
 26 PG&E’s Internal Report<sup>148</sup> also highlighted other control-related issues including: the lack of  
 27 “true ownership and accountability”; the fact that “processes do not necessarily address where  
 28 information is collected, created, updated, shared between groups, stored in electronic systems,  
 29 or disposed”; the “perceived lack of standards around processes and procedures results in  
 30 inconsistencies around what information is included in job folders”; the fact that job folders  
 31 “often contain duplicated and unnecessary information”; “the process of transferring job folders  
 32 between groups/individuals is tedious and inefficient” and results in “lost time / inefficiency and  
 33 potentially lost paperwork”; “Job folders scanned into SAP by RMC clerks may not be complete,  
 34 do not always contain the final versions of documents, and may be unreadable or unusable, or  
 35 not scanned at all”; “the process for closing out jobs is inconsistent at the Resource Management

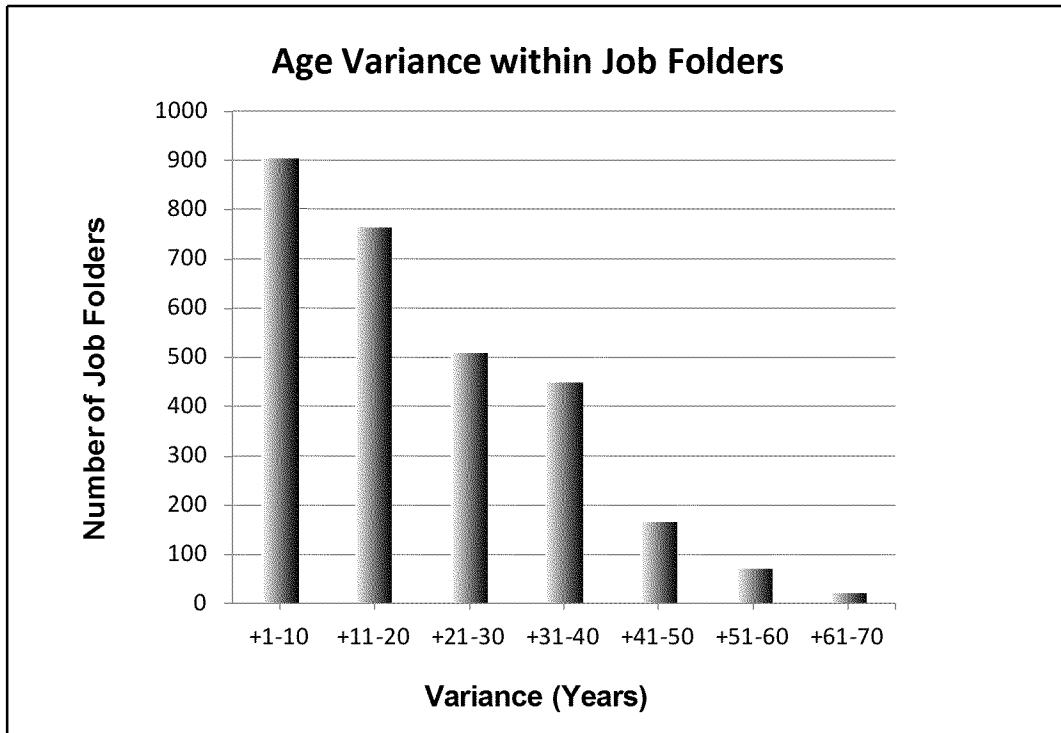
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<sup>148</sup> GasTransmissionSystemRecordsOII\_DR\_CPUC\_025-Q02(i) Supplement - Summary of Information Management Key Themes: PG&E Gas Mapping Organization, Internal PG&E report produced by PwC. [Preliminary Draft as of January 18, 2012].

1 Center (RMC) and in the field locations”; the “lack of standardization of job folder contents and  
2 the order of the documents”; the fact that “each office's practices for management and storage of  
3 job folders vary”; and that “duplicate job folders and thus duplicate information can potentially  
4 exist between Gas Transmission Records, Division Offices, Engineering, Construction, and  
5 Billing”. PG&E’s report also highlighted the fact that: “storage conditions of physical documents  
6 vary greatly from office to office (documents housed in boxes, file cabinets, desktops, inboxes,  
7 off-site locations, adjacent buildings, and external storage sheds/containers)”; and that the  
8 “location of certain records is often based on institutional knowledge of the local staff and varies  
9 from location to location”.

10  
11  
12

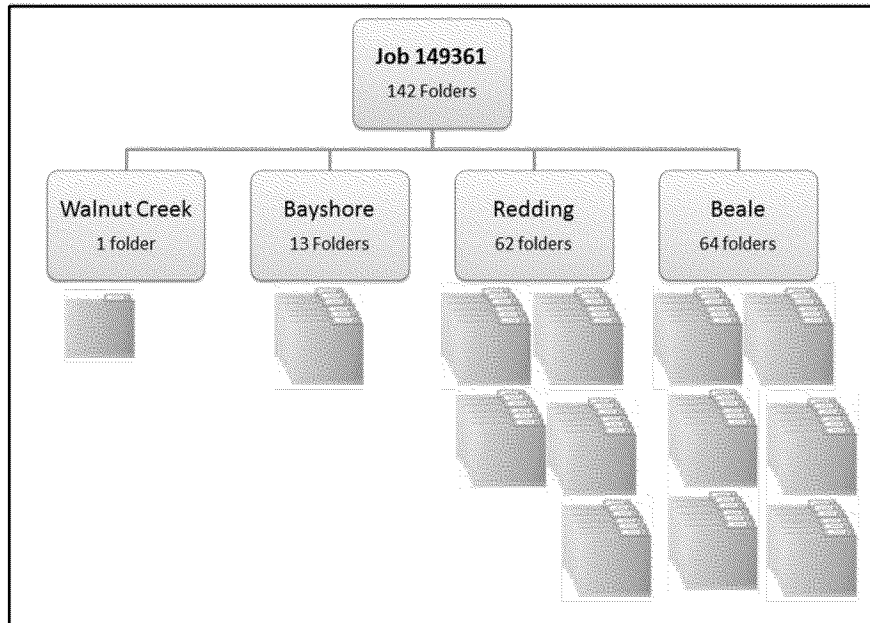
**Figure 6-7: PG&E Job Folder Age Variance (within any given job)**



13  
14  
15  
16

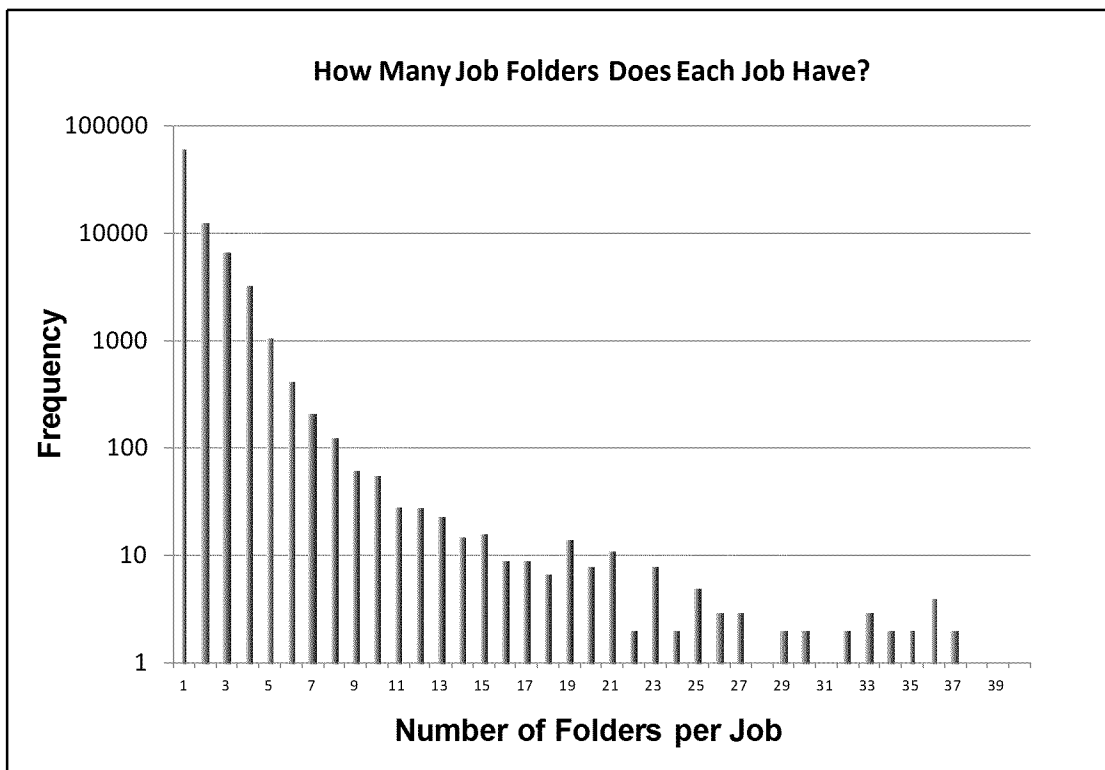
1  
2

**Figure 6-8: The evolution of a PG&E job and its accompanying job folders**



3  
4  
5  
6  
7

**Figure 6-9: Frequency distribution of the number of PG&E Jobs Folders per Job**



8  
9

1 Figure 6.9 above, illustrates the frequency distribution of jobs with 1 or more corresponding job  
 2 folders. As you will see from this diagram (presented on a logarithmic scale) the majority of all  
 3 jobs have less than 5 job folders allocated to them, however there is still a significant number of  
 4 jobs with 6 or more job folders.

5  
 6 Given our findings in this report, our analysis of the PG&E job folder catalog and PG&E’s own  
 7 findings we believe that PG&E’s approach to records management can only be described as  
 8 ‘evolutionary’<sup>149</sup> in as much as it allowed duplicated copies of job folders to evolve and develop  
 9 their contents in isolation from one another in the various offices/storage locations in use. While  
 10 diversity and natural selection forms the unifying concept in the life sciences, the same cannot be  
 11 said for engineering records.

12  
 13 It was not acceptable for copies of PG&E’s Job folders to reside in multiple locations and  
 14 develop different vintages of content for the same job, without any feedback mechanism to  
 15 update the ‘Master Job folder’ with the relevant documentation. The evidence for such  
 16 widespread diversity, is clear from the document catalogs provided by PG&E and the wide  
 17 range of end dates recorded in different job folders stored in different locations relating to the  
 18 same job. All of these factors have records management implications that could have a direct  
 19 impact upon safety.

20  
 21 **Table 6-18: Impact Statement: RM Processes (Duplicate Job Files and Folders)**  
 22

IMPACT – RM PROCESSES – DUPLICATE JOB FILES AND FOLDERS							
<p>The lack of control over the duplication, distribution and storage of Pipeline-related Job Files and folders leaves PG&amp;E exposed to:</p> <ul style="list-style-type: none"> <li>• Inability to locate safety critical pipeline information;</li> <li>• Poor decision making based upon incomplete information leading to costly and potentially fatal mistakes;</li> <li>• Poor management of safety critical assets;</li> <li>• Failure of its integrity management program;</li> <li>• Inaccurate databases, poor data quality and missing pipeline attributes;</li> <li>• Failure to comply with legal and business requirements;</li> <li>• Inefficient and ineffective information retrieval and time consuming searches;</li> <li>• Failure in its duty of care to maintain and retain records throughout their life-cycle; and,</li> <li>• Legal and fiscal penalties.</li> </ul>							
GARP® Assessment Criteria – RM Processes – Duplicate Job Files and Folders							
Accountability	Compliance	Transparency	Availability	Integrity	Protection	Retention	Disposition
1	1	1	1	1	1	1.5	1.5

23  
 24  
 25

---

<sup>149</sup> Darwin, C. (1859) On the Origin of Species, Publisher John Murray, 502pp.

1 **6.5. Storage**

2  
3 It was difficult to assess the range of records storage facilities used by PG&E at the time of the  
4 San Bruno Pipeline rupture and fire, because PG&E had already undertaken a significant  
5 document consolidation and transfer exercise prior to this review, as part of its MAOP validation  
6 project. Hence, this review of “as-was” records storage is based upon an analysis of the catalogs  
7 and reports provided by PG&E, as well as site visits to a number of PG&E’s facilities.

8  
9 **6.5.1. Prior to San Bruno PG&E had lost control of its physical records storage**

10  
11 Within the PG&E Gas Transmission Division, prior to the San Bruno pipeline rupture and gas  
12 fire, there was no single, central document storage facility that held a complete and  
13 comprehensive collection of all pipeline-related job files and folders.<sup>150</sup> PG&E had adopted a  
14 decentralized approach to records management within the Gas Transmission Division. While the  
15 Walnut Creek facility hosted the main engineering library and most drawing records, numerous  
16 local-held document stores existed in each of the Gas Transmission Offices. While a  
17 decentralized approach for document storage is not uncommon, the lack of a comprehensive  
18 index for all its historical pipeline records was a major deficiency in PG&E’s record  
19 management strategy, and may help to explain why it had taken so long to identify key records  
20 and job files associated with the San Bruno incident.

21 During the post San Bruno MAOP Records Validation Project pipeline related job folders were  
22 located in over 44 separate PG&E offices and stores (See table 6-19 and 6-20 overleaf). Both  
23 the lack of any form of central index and the number of different office locations where job  
24 folder records were stored were major barriers to efficient retrieval of pipeline records. The  
25 absence of a central index or records catalog meant that is not clear what pipeline-related  
26 documentation was held, where or by whom, or more importantly where the master set of  
27 documentation was held.

28 In December 2011, despite all of the work undertaken in the intervening period as part of  
29 PG&E’s MAOP Records Validation Project, PG&E stated<sup>151</sup> that it still did not know how many  
30 job folders were currently stored in each location. Specifically, it noted, “To collect this  
31 information, PG&E would need to physically inventory and examine the folders in all locations  
32 and compare the findings against the folders in Emeryville and the folders that remain in the  
33 local offices that were scanned on site. Such an inventory has not yet been done”.

34  

---

<sup>150</sup> PG&E uses the term “file” to refer to the collection of documents regarding a particular capital job number. Each PG&E “file” may consist of multiple physical folders that contain documents.

<sup>151</sup> Data Request CPUC\_025-01 (December 19, 2011)

1 **Table 6-19: Storage locations holding records necessary for PG&E MAOP Records**  
 2 **Validation Project**<sup>152</sup>  
 3

<b>PG&amp;E Facility Visited</b>	
Antioch	Napa
Auburn	Newman
Bayshore	Oakland
Beale	Petaluma
Bakersfield	Redding
Chico	Rio Vista
Concord	Rocklin
Cupertino	Sacramento
Daly City	Salinas
Emeryville	San Carlos
Eureka	San Francisco
Fresno	San Jose
Hayward	San Rafael
Hinkley	Santa Cruz
Hollister	Santa Rosa
Los Medanos	Stockton
Manteca	Tracy
Martin SC	Ukiah
Marysville	Vacaville
Merced	Walnut Creek
Meridian	Willows
Modesto	Vallejo
Monterey	<b>n=44</b>

4  
 5 PG&E reported<sup>153</sup> that during the MAOP Records Validation Project 136,241 job folders were  
 6 transferred to Emeryville for processing. More than one year after it began this exercise,<sup>154</sup>  
 7 PG&E still had approximately 875 boxes in Emeryville containing an unknown number of job  
 8 folders to be processed and inventoried. The number of folders transferred to Emeryville from  
 9 each of the offices is presented in table 6-20 overleaf. PG&E also reported that 9,428 job folders  
 10 had been scanned in the District offices rather than being transferred to the Emeryville Records  
 11 Center. (See table 6-21).<sup>155</sup>

12 In February 2012, PG&E provided us with a copy of their Emeryville data catalog containing  
 13 Barcode, Box, Job Number and Date information for 146227 job folder records relating to  
 14 approximately 87,000 unique job numbers. PG&E are aware that they have more unique job  
 15 numbers that actual jobs and have identified this as a data entry error. For example, job folders

<sup>152</sup> MAOP Records Validation Project, Data Request CPUC\_025 -01 (December 19, 2011)

<sup>153</sup> Data Request CPUC\_025 -01 (December 19, 2011)

<sup>154</sup> PG&E provided this information as of December 19, 2011. Data Request CPUC\_025-01 p6

<sup>155</sup> The PG&E figures are based upon a review of documents in their ECTS system.

1 citing a job number prefixed with a zero (“0”) have been treated as a different job to that without  
2 a “leading zero”. Thus PG&E unique job numbers do not necessarily correlate with the number  
3 of actual jobs. The ‘ghost’ jobs, i.e. job folders with real documents, but allocated to an incorrect  
4 or ghost number, will directly impact PG&E’s integrity management program if they are allowed  
5 to cascade through PG&E’s information systems un-checked. For the purposes of this review, we  
6 have simply analyzed the information provided by PG&E from their Emeryville catalog that  
7 have been developed to support the MAOP Validation and Verification project.

8  
9 In order to make some meaningful comparisons within the data provided by PG&E a small data  
10 clean-up was undertaken in an remove some of the inherent data quality problems and  
11 standardize office locations in the Emeryville data catalogue. For example, records labeled: “Bay  
12 shore” was renamed to “Bayshore”; “Bay” was renamed to “Bayshore”; “Bayshore via WC” was  
13 renamed to Bayshore; “Beale?” was renamed to “Beale”; “Oakland Coliseum” was renamed to  
14 “Oakland”; “Sac” was changed to “Sac-Gene”; “GTCxxx” was changed to “GTC”; “Walnut  
15 Creeek” was changed to “Walnut Creek”; “Wigit” was changed to “Walnut Creek” and “WC”  
16 was changed to “Walnut Creek”.

17  
18 Of these 63.3% of the job folders are held in Bayshore, 30.3% in Walnut Creek and 6.4% were  
19 distributed across the remaining 42 locations. We note that of the folders transferred to  
20 Emeryville, 339 of them (classified as “Other”) originated from a variety of sources, including  
21 former employees. We assume that these files were inadvertently retained by former employees  
22 in their homes, and only surrendered to PG&E in the aftermath of the San Bruno Incident.

23  
24 In response to a specific data request,<sup>156</sup> PG&E stated that it could not provide an estimate of the  
25 number of job folders located outside the Emeryville facility because the MAOP Validation and  
26 Verification Project was still underway. This response masks the fact that prior to San Bruno,  
27 PG&E did not, and still does not have a control system in place to catalog and track all physical  
28 job folders in all gas transmission offices. If it had, this should have been a simple and  
29 straightforward question to answer. As part of the MAOP Validation and Verification project,  
30 PG&E is scanning all job file documents that can be used to verify and validate the maximum  
31 allowable operating pressure (MAOP) for its transmission system. In the process, PG&E is  
32 creating as complete a list as possible of the jobs associated with the routes/lines in ECTS.  
33 PG&E is then tagging the jobs used to support the Pipeline Features List (“PFL”). All of the  
34 jobs in ECTS, and all the tagging information related to the PFL, is planned to be migrated to a  
35 permanent corporate repository that will replace ECTS.

36  

---

<sup>156</sup> Data Request CPUC\_025 -01 (December 19, 2011)

1 The technology and systems that will be used to support the new record-management efforts are  
2 discussed in the Gas Transmission Asset Management project (“GTAM”).<sup>157</sup> For additional  
3 information on GTAM, please see Chapter 5 of the Pipeline Safety Enhancement Plan, submitted  
4 on August 26, 2011, in Order Instituting Rulemaking 11-02-019.

5

6

7

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<sup>157</sup> Further information on GTAM is provided in Chapter 5 of the Pipeline Safety Enhancement Plan, submitted on August 26, 2011, in Order Instituting Rulemaking 11-02-019.



1 **Table 6-20: Folders Transferred to Emeryville as part of the MAOP Records Validation**  
 2 **Project**  
 3  
 4

Source Location	Number of Folders
Bayshore	86846
Walnut Creek	42771
Beale	1660
Sacramento	1019
Salinas	503
Other	339
Auburn	224
San Rafael	224
Stockton	202
Milpitas	196
Fresno	189
Hayward	185
Concord	175
Newman	159
San Jose	148
Modesto	132
Santa Rosa	128
Redding	127
Merced	106
San Carlos	105
Bakersfield	103
Oakland	94
Petaluma	89
Chico	70
San Ramon	63
Santa Cruz	59
San Francisco	44
Eureka	40
Vallejo	34
Ukiah	30
Napa	24
Marysville	22
Emeryville	21
Cupertino	20
Willows	17
Antioch	15
Martin SC	11
Hollister	9
Monterey	9
Meridian	8
Vacaville	7
Richmond	6
Rocklin	5
Hinkley	2
Manteca	1
<b>Grand Total</b>	<b>136,241</b>

5

1 **Table 6-21: job folders Scanned Onsite in PG&E Offices, but not transferred to Emeryville**

2

Location	Job Files
Sacramento	1739
Auburn	678
Salinas	639
Santa Rosa	591
Fresno	535
Merced	474
Stockton	465
Bakersfield	452
Modesto	370
Edenvale (San	353
Chico	348
Belmont (San Carlos)	332
Rio Vista	326
Hayward	302
Napa	296
Concord	282
Oakland	216
Redding	207
Eureka	186
San Francisco	171
Vallejo	154
Cupertino	148
Ukiah	58
Richmond	52
Other	32
Milpitas	13
Meridian	7
Hinkley	1
Walnut Creek	1
<b>Grand Total</b>	<b>9428</b>

3

4 The table above shows the number of job folders scanned and retained on site in PG&E offices,  
 5 rather than transferred to the central Emeryville store (as of December 19, 2011).

6

7

1 **6.5.2. PG&E’s approach to storage has led to a range of records management problems**<sup>158</sup>

2  
3 In the present proceeding, PG&E has identified the term “master job file” or “master job folder”,  
4 and used those terms “to differentiate a job file or folder that contains original documents”.<sup>159</sup>  
5 PG&E considered the completed set job files stored in its Walnut Creek engineering library to be  
6 the “master job files”, which it also calls “official files. The findings of this study clearly  
7 demonstrate that the Walnut Creek engineering library did not maintain a complete, consistent  
8 and comprehensive set of pipeline related job folders at Walnut Creek”.<sup>160</sup> Several examples are  
9 presented below to illustrate this point.

10  
11 **Example 1: Job 98015:** While many jobs hold their records in only one or two corresponding  
12 job folders, jobs such as Job 98015 (Line 132) have pipeline records stored in 94 job folders  
13 none of which were located in PG&E’s Walnut Creek Office or Engineering Library. Of these  
14 folders 91 were in Bayshore, and the remaining three split between San Francisco and San  
15 Carlos. PG&E’s recent data response shows that this job should have been recorded in a master  
16 job folder in Walnut Creek.

17  
18 **Example 2: Job 137218:** While many jobs hold their records in only one or two corresponding  
19 job folders, jobs such as Job 137218, have pipeline records stored in multiple job folders (n=188)  
20 unevenly distributed across multiple offices. For example, prior to San Bruno, job 132718 had its  
21 records stored in Bayshore (127 folders), Eureka (2 folders), Chico (3 folders), Redding (1  
22 folder) and Walnut Creek (55 folders). While we have not examined the contents of the job  
23 folders it is apparent that there must be an additional significant volume of information in the job  
24 folders held in Bayshore than in either of the other four offices. What is not clear, however,  
25 without examining each and every one of the 188 folders in detail, is exactly how much of the  
26 content is duplicated, how much overlap exists between each of the job folders (especially  
27 Walnut Creek and Bayshore), or which office the Bayshore records originated from. This  
28 example illustrates how the job folders in each office have evolved and developed separately  
29 from one another. The dangers in this approach to record keeping should be quite apparent. If  
30 anyone working in Redding, Eureka or Chico had consulted their local job folders relating to job  
31 132718, they would have obtained a very different picture from someone reviewing the  
32 information available at Walnut Creek or Bayshore on the same job. Even an engineering review  
33 of the extensive Walnut Creek Collection would probably not reveal a complete picture of the  
34 information available. While this illustrates problems with incomplete files, the bigger concern

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<sup>158</sup>The National Transportation Safety Board Stated, “Based on its records search and the characteristics of the accident pipe, including the numbers painted on the inside of the DSAW long joint south of the pups, PG&E indicated its belief that the pipe at the location of the rupture was most likely manufactured by Consolidated Western in 1948, 1949, or 1953 and was originally purchased for Line 153, Line 131, or the 1948 Line 132 project.” Pacific Gas and Electric Company Natural Gas Transmission Pipeline Rupture and Fire San Bruno, California September 9, 2010, P. 28. These examples suggest that PG&E has lost control over many of its records, which puts the integrity of PG&E’s records search in question.

<sup>159</sup> See PG&E response to Data Request 51, Question 5.

<sup>160</sup> See PG&E response to Data Request 17, Question 5 (Supp.); See also PG&E response to Data Request 51, Question 4a.

1 for PG&E to address in this matter would be to identify and systematically catalog which set of  
2 folders to trust as the definitive, traceable and verifiable ‘master’ source of information relating  
3 to this job. While the number of folders in Eureka, Chico and Redding are small, they may hold  
4 important, safety critical information unique to this job.

5  
6 While PG&E has stated that Walnut Creek should have hold held a definitive “master set” of  
7 records for this job,<sup>161</sup> the document control process was not apparent. Given significant  
8 difference in the number of folders in each office, we can be confident in our assumption that the  
9 job folders for job 132718 were NOT maintained in parallel with each other. If they had, there  
10 would have been a similar number of job folders in each office. In addition, the fact that there is  
11 at least 73 more folders of job related documentation at Bayshore than at Walnut Creek raises  
12 further concerns about incomplete documentation held in the Walnut Creek office.

13  
14 Without a complete consolidation and review of all available documentation in each of the 187  
15 job folders, it is unlikely that PG&E would have been able to establish a complete, traceable and  
16 verifiable set of information for this job. While this example only discussed the merits of 187  
17 job folders, it is worthwhile placing this in context of PG&E’s entire gas pipeline records  
18 collection. As we stated earlier in section 6.4, PG&E have over 87,000 Jobs and 146,000 job  
19 folders. The lack of document control over the last 60 years has created a major records  
20 management problem for the organization to address, the size and scale of which is only now  
21 becoming apparent.

22  
23 **Example 3: Job 152541:** A more typical example of this issue would be Job 152541 with files  
24 unevenly distributed across three sites: Walnut Creek (1 Job Folder), Auburn (1 Job Folder) and  
25 Concord (14 job folders). While we have not examined the contents of the job folders, given  
26 there are fourteen times as many job folders in Concord as there is at Walnut Creek, we infer that  
27 that there should be significantly more information also. While it is not clear exactly how much  
28 of the content is duplicated or how much overlap there is between the two sets of job folders, we  
29 can be relative confident that the two sets of job folders developed separately of one another.  
30 This is a further example of the completeness issue. However, in this instance there is far more  
31 information on a job located in the local Concord office than at Walnut Creek. Here again, it  
32 would be difficult to establish which set of folders to trust as the definitive, traceable and  
33 verifiable ‘master’ source of information relating to this job within examining the contents of  
34 each of the folders in detail. A more pronounced example of the issue above would be Job  
35 149361 with 142 files unevenly distributed across four sites: Walnut Creek (1 Job Folder),  
36 Bayshore (13 job folders), Redding (62 job folders) and Beale (64 Job folders).

37  
38 **Example 4: Job 4117C:** This job comprises of 4 job folders, split across 3 sites: Walnut Creek  
39 (2 folders), Sac-Gene (1 folder) and Bayshore (1 folder). While the document volumes are not as

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<sup>161</sup> See PG&E response to Data Request 17, Question 5 (Supp.); See also PG&E response to Data Request 51, Question 4a.

1 great a concern in the two previous examples, there is a significant variance of 26 years in the  
 2 information contained in the date field. This problem is discussed at length in section 6.4.10 and  
 3 illustrated in Figure 6.4. We infer from this one or more of several problems for PG&E. First  
 4 PG&E may have lost control of the contents of its job files. In this case, that would mean that  
 5 information has continued to be added to the job file in Sac-Gene for 26 years after the job was  
 6 initiated. Second, PG&E may not have quality control of its cataloguing process. Here, that  
 7 could mean that PG&E did not enter the date 1980 or 1954 correctly. Third, PG&E's job  
 8 numbers have lost their uniqueness over time. In this case, PG&E may have used Job number  
 9 4711C twice, once in 1954 and once in 1980. Due to the delay in receiving the catalog listings  
 10 from PG&E, further investigation of this discrepancy was not possible.

11 **Example 5: Job 4597C:** This job comprises of 10 job folders distributed across 9 sites,  
 12 including: Bayshore (2 folders); San Carlos; Hayward; Eureka; Chico; Petaluma; Santa Cruz;  
 13 Salinas; and Redding, but not Walnut Creek. This job illustrates a number of the points discussed  
 14 above including the widespread duplication of job folders and their contents, and an age range  
 15 from 1936 to 1979. The folder data is included below to illustrate the variable nature of the  
 16 records.

17 **Table 6-22: Extract from the Emeryville Catalog for Job 4797C**  
 18

Barcode	Job	Box	Source	Date
jfn61730	4597C	GTC023	San Carlos	1936
JFN61498	4597C	GTC002	Hayward	1954
JFN08873	4597C	GTC079	Eureka	1962
JFN08324	4597C	GTC077	Chico	1970
jfn48704	4597C	GTC014	Petaluma	1971
JFN02867	4597C	GTC029	Santa Cruz	1974
jfn115033	4597C	BAY6031	Bayshore	1974
JFN119285	4597C	GTC2045	Salinas	1974
JFN62601	4597C	GTC078	Redding	1977
JFN110270	4597C	BAY5800	Bayshore	1979

19  
 20 **Example 6: Job 145418:** This job comprises of 1,347 job folders distributed across 6 sites,  
 21 including: Bayshore (1191 folders); Walnut Creek (135 folders); Beale (14 folders); Concord (3  
 22 folders); Meridian (2 folders); and Redding (2 folders). This job illustrates the widespread  
 23 duplication of large collections of job folders relating to a single job and an age range from 1959  
 24 to 1971.

25  
 26 **Example 7: Top 20 Jobs:** Table 6-23 below provides a list of PG&E's top 20 jobs in terms of  
 27 the number of job folders per job. The table illustrates the size and distribution of the largest  
 28 PG&E document collections relating to specific jobs stored in Walnut Creek, Bayshore and/or  
 29 other offices. It is worth noting the variation in storage locations for the bulk of the collection;  
 30 and the wide vintage of documents reported by PG&E within the folders.

1 **Table 6-23: PG&E's Top 20 Jobs in terms of Job folders (based upon PG&E's Emeryville**  
 2 **Catalog (February 2012)**

3

Job Number	Walnut Creek Folders	Bayshore Folders	Other Offices Folders	Total Folders (per job)	Earliest Date	Latest Date	Range (years)
145418	135	1191	21	1347	1959	1971	12
175670	234	412	0	646	1971	1972	1
101688	15	350	4	369	1948	1959	11
1956176	148	216	3	367	1989	1994	5
121919	48	179	4	231	1952	1954	2
178608	184	18	0	202	1972	1974	2
153568	2	194	2	198	1962	1963	1
158887	15	146	27	188	1968	1974	6
137218	55	127	6	188	1956	1958	2
148721	7	171	2	180	1960	1960	0
149361	1	15	126	142	0	0	0
162548	2	131	0	133	0	0	0
172747	31	98	2	131	1969	1970	1
135862	4	126	1	131	1957	1957	0
179810	93	37	0	130	1973	1975	2
116051	2	120	3	125	1952	1953	1
134734	26	3	82	111	1956	1956	0
98015	0	91	3	94	1948	1948	0
134616	60	31	2	93	1956	1974	18
161277	1	84	5	90	1964	1968	4
-	2896	4472	778	8146	-	-	-

4

5

6 **Table 6-24: Impact Statement: Physical Storage**

7

IMPACT – PHYSICAL STORAGE							
<p>The decentralized approach to records storage adopted within the Gas Transmission Division and the lack of a central index of the distributed job folders and allied documentation leaves PG&amp;E exposed to:</p> <ul style="list-style-type: none"> <li>• Inability to locate safety critical pipeline information;</li> <li>• Poor decision making based upon incomplete information leading to costly and potentially fatal mistakes;</li> <li>• Poor management of safety critical assets;</li> <li>• Failure of its integrity management program;</li> <li>• Inaccurate databases, poor data quality and missing pipeline attributes;</li> <li>• Failure to comply with legal and business requirements;</li> <li>• Inefficient and ineffective information retrieval and time consuming searches;</li> <li>• Failure in its duty of care to maintain and retain records throughout their life-cycle; and,</li> <li>• Legal and fiscal penalties.</li> </ul>							
GARP® Assessment Criteria – Physical Storage							
Accountability	Compliance	Transparency	Availability	Integrity	Protection	Retention	Disposition
1	1	1	1	1	1	1.5	1.5

8

9

1 **6.5.3. Deficiencies with the PG&E Gas Transmission Division Engineering Library,**  
2 **Walnut Creek**

3  
4 PG&E had no definitive view, or a single master source of information, relating to each of their  
5 pipeline-related assets. This information is distributed across the organization in localized silos  
6 of information, that are often unconnected, poorly catalogued with little referential integrity  
7 between the various collections. Historically, there has been very little integration between  
8 different cataloging tools and indexes used within PG&E and as such, it was difficult for staff  
9 outside of the Walnut Creek Records Center to undertake effective searches for pipeline-related  
10 documents.

11  
12 During our field visit to this office and a walk-through of the search and retrieval processes we  
13 were surprised by the convoluted processes used to access pipeline information within the  
14 Walnut Creek Records Center. Information was accessed by manually undertaking a geographic  
15 search through a hierarchical system of plat maps, index sheets and alignment drawings in order  
16 to identify the specific drawings and job folders of interest. Despite all drawings being revisited  
17 and bar-coded in the 1990s, insufficient metadata has been captured to enable an electronic  
18 search for all relevant pipeline drawings, job folders or other information, for different pipeline,  
19 segment or facility.

20  
21 During this review we were concerned by the large number of overlapping systems used to  
22 manage the physical and electronic records within the Gas Transmission Division, the poor  
23 referential integrity<sup>162</sup> that exists between the respective catalogs, and the overall level of  
24 completeness and consistency of the records themselves. This is confirmed, at least in part  
25 within PG&E's Internal Report<sup>163</sup> in which PWC state that: "The systems are not well integrated,  
26 contain duplicate information, and have significant data integrity (accuracy and completeness)  
27 issues"; "many offices had no knowledge of ECTS. For those offices aware of ECTS, all  
28 reported issues with the usability of the front end, search functionality, poor quality of scans,  
29 duplicate information, missing information and other issues"; "processes do not necessarily  
30 address where information is collected, created, updated, shared between groups, stored in  
31 electronic systems, or disposed"; "each office's practices for management and storage of job  
32 folders vary" and that the "physical security of documents is inadequate"; and last but not least  
33 "the location of certain records is often based on institutional knowledge of the local staff  
34 (which) varies from location to location".<sup>164</sup>

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<sup>162</sup> In lay terms, referential integrity is the ability to share information from one system to another, by reference to common, quality controlled identifiers, such as a job number.

<sup>163</sup> GasTransmissionSystemRecordsOII\_DR\_CPUC\_025-Q02(i) Supplement - Summary of Information Management Key Themes: PG&E Gas Mapping Organization, Internal PG&E report produced by PwC. [Preliminary Draft as of January 18, 2012].

<sup>164</sup> GasTransmissionSystemRecordsOII\_DR\_CPUC\_025-Q02(i) Supplement - Summary of Information Management Key Themes: PG&E Gas Mapping Organization, Internal PG&E report produced by PwC. [Preliminary Draft as of January 18, 2012].

1 **6.5.4. Deficiencies with the PG&E Metallurgical Testing Library and Archive, San Ramon**  
2

3 PG&E’s Materials Chemistry Support Group (known as ATS) comprises of a group of chemists  
4 and metallurgists with extensive corrosion experience based in the San Ramon Office. This  
5 group provides welding and non-destructive engineering inspection services (including  
6 ultrasonic, field etching and field chemistry services, in addition to more traditional metallurgical  
7 analysis). While this group can provide support to all PG&E divisions, the bulk of its work prior  
8 to San Bruno was centered upon the electrical and nuclear divisions.  
9

10 ATS informed us that before San Bruno, individual divisions were allowed to contract inspection  
11 work to outside third parties and bypass ATS services completely. For example, 100% of the  
12 analytical investigations undertaken as part of PG&E’s Gas Transmission Division Integrity  
13 Management program were undertaken by third-party contractors. Analytical jobs undertaken or  
14 commissioned by PG&E's analytical division (ADT) based in San Ramon have been tracked for  
15 the last 20 years using their laboratory information management system (SWIMS) and the  
16 resulting analytical results have been stored in an allied Reports System. In addition ADT also  
17 maintains a records library of their historical analytical investigations.  
18

19 During our interviews with staff it was reported that not all of the output records from PG&E  
20 analytical studies are copied to the ADT Reports Library for long-term storage. If the metal  
21 failure analysis was conducted by an outside company rather than at PG&E’s San Ramon  
22 facility, the report would not be at San Ramon and might not be at the company. This factor may  
23 explain why PG&E has been unable to locate, at San Ramon or elsewhere, the metal failure  
24 reports for two previous major incidents that are clearly relevant to integrity management of line  
25 132: It also may explain PG&E’s failure to locate the metal failure report related to the 1963  
26 explosion on line 109 on Alemany Blvd. in San Francisco which apparently contributed to the  
27 heart failure death of one fireman and caused serious injury to another. Further, this factor may  
28 explain PG&E’s inability to locate the metal failure report related to the 1988 longitudinal weld  
29 failure on line 132, which fortunately occurred without injury to persons or property.  
30

31 In addition, on the basis of the partial figures provided by PG&E during our site visit of this  
32 facility, we estimate that approximately 17% (13,228) of the analytical investigation reports  
33 recorded in the ATS information management system do not have corresponding records in their  
34 analytical reports library. This highlights the fact that the analytical reports library is incomplete,  
35 and that there has been little direction from senior management to improve this situation.  
36

37 **Table 6-25: The number of analytical reports missing from the ATS Report Library**  
38

	Analytical Jobs (SWIMS)	Analytical Reports (Reports Library)	Missing
<b>Calibration reports</b>	-	<b>47,132</b>	
<b>Analytical investigation reports</b>	-	<b>17,391</b>	
<b>Total</b>	<b>77,749</b>	<b>64,523</b>	<b>13,228</b>



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**Table 6-26: Access pathways to the ATS Reports Library**

<b>Library Catalog Type</b>	<b>Period covered</b>	<b>Contains</b>	<b>Search Type</b>
Hardcopy binder	1915 to 1995	Index only	Manual search of index
Electronic database	1995 to date	Details of originals, copies and offsite copies	Full attribute search

During our site inspection it was reported that accessibility by other parts of PG&E to the analytical inspection report library was poor. Several factors may help explain this. First, there is no online access or integration with other key Gas Transmission Division record-keeping systems such as PSRS, ECTS or the integrity management team. Second, key metadata from 1915 to 1995 has not been digitized and such records are only accessible via a manual search. Even then, this assumes that PG&E had some understanding or information relating to the records they needed in the first place. Another problem with the ADT Reports library has a material impact upon PG&E’s integrity management inquiries. While the Dewey Decimal coding system is used to identify Gas Transmission Division reports (Code 006.3) it did not allow the reports to be subdivided into transmission or distribution subsets. For example, while analytical inspection reports relating to 781 gas leaks were identified, there was no way from the available manual catalog to identify if these were gas transmission or gas distribution based-studies without a time consuming, manual cross-referencing exercise.

At present, PG&E Gas Transmission Division staff can commission metallurgical testing and inspection work with an existing third-party without having to inform the ATS unit, or provide copies of the resulting analytical reports for the archive. There is no policing of the completeness of the records held in the ATS library. Furthermore, there is no standard set of location metadata required to be supplied with the test reports, as such it is difficult to reference individual spatially reference individual studies to specific pipeline locations, without reference to the related job files. There are many reasons why there is a shortfall in the number of analytical reports stored by ATS: Such reports may have been retained by the engineer, or transferred directly to the relevant job file. The lack of a process to follow up missing reports and ensure complete and comprehensive set of records should have been a concern, prior to San Bruno, and remains an issue today. In an environment with an ageing infrastructure, it is likely that PG&E will need to do more inspection and testing not less. As such, the logic of employing external third parties to undertake material testing, without reference to, or QA/QC by PG&E’s own team of domain specialists needs to be questioned. Also the failure to keep and maintain all gas pipe failure metallurgical reports in San Ramon, regardless of whether the report was written in-house or by outside vendor, creates a serious record-keeping deficiency.

1 **6.5.5. The PG&E Integrity Management library, Walnut Creek**

2

3 It was not clear if the integrity management team at Walnut Creek was aware of the depth and

4 breadth of the analytical information available within PG&E’s Materials Chemistry Support

5 Group’s archive, as only a fraction of the archive catalog had been transcribed to a database. The

6 ATS library provides a potentially useful source of relevant information for PG&E’s integrity

7 management team. We understand that 100% of the integrity management metallurgical studies

8 have been undertaken by external vendors rather than PG&E's own metallurgical laboratory and

9 that the results of these studies were copied to the engineer and the Integrity Management

10 Library at Walnut Creek. Copies were not lodged with the Materials Chemistry support group for

11 reference or archival purposes.

12

13

14 **Table 6-27: Impact Statement: Storage (Document Libraries)**

15

IMPACT – STORAGE - LIBRARIES							
<p>The lack of a central catalog of all pipeline-related records and the existence of multiple decentralized and disconnected document libraries and record stores leaves PG&amp;E exposed to:</p> <ul style="list-style-type: none"> <li>• Inability to locate safety critical pipeline information;</li> <li>• Poor decision making based upon incomplete information;</li> <li>• Poor management of safety critical assets;</li> <li>• Failure of its integrity management program;</li> <li>• Inaccurate databases, poor data quality and missing pipeline attributes;</li> <li>• Failure to comply with legal and business requirements;</li> <li>• Inefficient and ineffective information retrieval and time consuming searches;</li> <li>• Failure in its duty of care to maintain and retain records throughout their life-cycle; and,</li> <li>• Legal and fiscal penalties.</li> </ul>							
GARP® Assessment Criteria – Storage – Libraries							
Accountability	Compliance	Transparency	Availability	Integrity	Protection	Retention	Disposition
1	1	1	1	1	1	1.5	1.5

16

17

18

## 1 6.6. Technology Problems

2  
3 PG&E utilizes a range of systems to manage its projects, catalog its documents and store its  
4 information. These systems are not well integrated, contain duplicate information, and have  
5 significant data integrity (accuracy and completeness) issues associated with them.<sup>165</sup>

### 7 6.6.1. Electronic Records Storage Deficiencies

8  
9 It has never been easier to create, print and distribute documents within than it is today. Tools  
10 such as Microsoft Office and Outlook have simplified this task considerably. However, the  
11 freedom they allow has also created a major records management problem. As demonstrated in  
12 the previous section and reiterated in PG&E's Internal Report<sup>166</sup> all too often within PG&E no  
13 one knows what job folders exist, where the original is, where the master is stored or what its  
14 provenance was. The electronic document management applications used within PG&E Gas  
15 Transmission division fall broadly into four categories:

- 16 • Local file stores which hold the documents electronically but which hold no information  
17 about the documents (e.g. share areas on file servers)
- 18 • Project Tracking Systems holding data (metadata) documents
- 19 • GIS Systems which hold data about the documents (metadata) as well as pipeline attributes
- 20 • Data Catalogs which hold metadata about the documents, folders and boxes held

21  
22 PG&E's various repositories for pipeline related and safety critical engineering drawings maps  
23 (EMS, ELS, GIS, ECTS, and Job Files) are documented in the response to Data Request 09.<sup>167</sup>  
24 PG&E does not maintain a central hardcopy archive of all its current pipeline related and or  
25 safety critical engineering drawings maps, reports and job files.<sup>168</sup> Current pipeline drawings,  
26 maps, and records are maintained in electronic format with the exception of redline as-built  
27 drawings, which are maintained in hardcopy format. Station information is maintained as a  
28 combination of hardcopy and electronic information.

29  
30 It is clear from our preliminary review of both the Emeryville and ECTS data catalogs and the  
31 data entry errors that they contain, that the systems have inadequate front-end data validation and  
32 verification, and insufficient data quality consistency checks (as evidenced from the diversity  
33 and scale of the data quality error reported earlier in this section). PG&E's records catalogs have

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<sup>165</sup> GasTransmissionSystemRecordsOIL\_DR\_CPUC\_025-Q02(i) Supplement - Summary of Information Management Key Themes: PG&E Gas Mapping Organization, Internal PG&E report produced by PwC. [Preliminary Draft as of January 18, 2012].

<sup>166</sup> ibid

<sup>167</sup> Data Request CPUC\_009-Q01.

<sup>168</sup> Data Request CPUC\_025-02 (January 3, 2012)

1 been developed in a somewhat ad-hoc manner, and would benefit from greater referential  
2 integrity with other more trusted information sources, a common data model and metadata  
3 schema, common cataloging standards and process; and standardized pick lists/control lists  
4 wherever possible, in order to remove, or at least reduce the incidence of manual keyboard error.

### 6 6.6.2. Shared Drives

7  
8 A wealth of information is stored in a relatively unstructured and uncontrolled manner on the  
9 technical drives. Much of this information is not regarded as a strategic asset, by those who  
10 maintain it. Data and documents are distributed across a range of different shared drives and  
11 functional silos, and duplication is widespread. PG&E confirmed as much in the PG&E Internal  
12 Report<sup>169</sup> and that stated that “Shared Drives are used by many groups to store legacy data or  
13 duplicative data that may also be in SharePoint or other systems, as it is easier and more  
14 convenient for staff to access”; “SharePoint has not been fully developed. It is used as another  
15 shared drive in most cases, albeit more cumbersome and difficult to use than a share drive”;  
16 “lack of collaboration across sites is a challenge”; both “paper and electronic records can be  
17 difficult to locate from office to office because of the unique process each office has created to  
18 ensure (their staff) have access to the information they need”. While localized folder structures  
19 are continuously evolving within these silos, there did not appear to be a formal mechanism for  
20 overseeing or documenting new folder structures, file-plans, or business classifications schemes.  
21 Moreover, there was no apparent means of ensuring that important records collections located on  
22 shared drives are being managed consistently by the teams concerned.

### 23 6.6.3. Electronic Document Management System Deficiencies

24  
25  
26 In addition to its “electronic document catalogs,” PG&E uses a number of “electronic document  
27 management systems”, “electronic databases” and Geographic information systems. These  
28 systems serve as enterprise business solutions and support a multitude of business needs,  
29 including tracking jobs and storing information about jobs and documents. The functionality of  
30 these systems exceeds those of a standalone, traditional “electronic document catalog” while still  
31 possessing catalog-type functionality. PG&E’s “electronic document management systems” and  
32 “electronic databases” were discussed in PG&E’s responses to Data Request Nos. 21-7 and 21-8.  
33 While EDMS technology is well tested, understood and implemented company-wide in many  
34 other oil and gas companies, PG&E is only just beginning to exploit this technology. Document  
35 management systems such as Documentum, not only provide the means to search content using  
36 search engines familiar to users of the Internet, but also provide security, access control, version  
37 control and other attributes required in a fully functional document and records management  
38 system capable of meeting current and future legal and regulatory requirements. It is worth  
39 noting that PG&E made a significant investment in electronic document management systems in

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<sup>169</sup> GasTransmissionSystemRecordsOIL\_DR\_CPUC\_025-Q02(i) Supplement - Summary of Information Management Key Themes: PG&E Gas Mapping Organization, Internal PG&E report produced by PwC. [Preliminary Draft as of January 18, 2012].

1 its Nuclear Division by procuring Documentum for use in its Engineering Document Control  
 2 activities. This system has the capacity to be used as a central platform for more robust document  
 3 and records management within the Gas Transmission Division. We were informed that PG&E  
 4 had already decided upon Documentum® as their main corporate EDMS system, and that over  
 5 time existing systems such as ECTS would be migrated to this platform.

6  
 7 **Table 6-28: Impact Statement: Technology (Electronic Document Storage)**  
 8

IMPACT – TECHNOLOGY – ELECTRONIC DOCUMENT STORAGE							
The absence of a single, searchable, readily accessible and fully populated electronic document and records management system (EDRMS) that stores, manages and controls all pipeline-related documentation within the Gas Transmission business, throughout the lifecycle leaves PG&E exposed to:							
<ul style="list-style-type: none"> <li>• Inability to locate safety critical pipeline information;</li> <li>• Poor decision making based upon incomplete information;</li> <li>• Poor management of safety critical assets;</li> <li>• Failure of its integrity management program;</li> <li>• Inaccurate databases, poor data quality and missing pipeline attributes;</li> <li>• Failure to comply with legal and business requirements;</li> <li>• Inefficient and ineffective information retrieval and time consuming searches;</li> <li>• Failure in its duty of care to maintain and retain records throughout their life-cycle; and,</li> <li>• Legal and fiscal penalties.</li> </ul>							
GARP® Assessment Criteria – Technology – Electronic Document Storage							
Accountability	Compliance	Transparency	Availability	Integrity	Protection	Retention	Disposition
1	1	1	1	1	1	1.5	1.5

9  
 10 **6.6.4. Geographic Information Systems Deficiencies**  
 11

12 Gas Map is the name given to PG&E's geographic information system used to hold 'gas assets  
 13 on a map'. The initial implementation of this system (Gas Map 1.0) was based upon a relatively  
 14 simple data model that was populated with spatial information from the Bentley Microstation™  
 15 drawing package and merged with pipeline information contained in a myriad of Microsoft Excel  
 16 spreadsheets. At the time of this review it currently holds details of 40,271 segments of pipe.

17  
 18 The data model used by Gas Map has been significantly revised in more recent versions, as a  
 19 number of key data attributes had been omitted. The Gas Map system has evolved from version  
 20 1.0 to 2.0, however we were informed during our site visit that version 2.0 does not have any  
 21 dynamic relationship with other databases (e.g. the SAP asset registry). As such, referential  
 22 integrity, i.e. the ability to look-up data from other more quality controlled systems within the  
 23 company, across multiple PG&E records-related data bases is not yet possible. Version 3.0 is  
 24 planned, for release later in 2012/2013 and is likely to have the ability to address this issue, once  
 25 the quality of the existing datasets has been improved.  
 26

1 The basic concepts of data quality and potential sources of error are not well understood by  
2 PG&E employees. For example, there is a misguided perception in some of the teams during our  
3 field visits that all data provided within the GIS had been quality assured and was of high  
4 quality. This position has now changed as PG&E has recognized that its GIS inaccurately  
5 classified significant portions of its gas transmission pipeline systems. In particular, PG&E notes  
6 that its own Class Location Study Report “identified approximately 172 miles, or 3% of  
7 transmission lines as being in a higher class location than recorded in PG&E’s Geographical  
8 Information System (GIS). PG&E’s same report “identified approximately 378 miles, or 6.5%  
9 (of transmission lines) as being lower in class than recorded in GIS.”<sup>170</sup> In supplement to its  
10 own report, PG&E went on to acknowledge that “About 60% of the differences (in class location  
11 designation) reflect erroneous class location designations in GIS”.<sup>171</sup> In addition, PG&E hired a  
12 third party to study why segments within its gas transmission pipeline system had erroneous  
13 class location designations.<sup>172</sup> According to PG&E, this study identified 10 reasons why 1,376  
14 pipeline segments have changed upward in classification. Of those 10 reasons, five explicitly  
15 identify the class location change due to an error in the GIS.<sup>173</sup> All told, those five reasons make  
16 up 794 pipeline segments that had a classification change upward, which is 57.7% of the total  
17 1,376 transmission pipeline segments.<sup>174</sup>

18

19 As part of its Pipeline Safety Enhancement Plan, PG&E now plans to make significant  
20 improvements to its data model and integration capabilities. PG&E plan to implement a new  
21 linear event-based GIS data model that leverages information from the existing GIS system and  
22 SAP. The new GIS system will allow PG&E to view and analyze pipeline features,  
23 characteristics and event history relative to specific reference points along the entire length of  
24 gas transmission pipelines. The new GIS system will also house a comprehensive list of job files  
25 associated with PG&E’s gas transmission system.

26

27

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<sup>170</sup> L11-11-009, “Pacific Gas and Electric Company’s Response to Order Instituting Investigation”, Page 2.

<sup>171</sup> Ibid. at 3.

<sup>172</sup> Ibid. at 9, fn 9. PG&E identifies this as the Willbros’ Class Location Determination Process

<sup>173</sup> Ibid at 11-16.

<sup>174</sup> Ibid. at 11.

1 **Table 6-29: Impact Statement: Technology (Geographic Information Systems)**

2

IMPACT – TECHNOLOGY – GEOGRAPHIC INFORMATION SYSTEMS (GIS)							
<p>The creation of a GIS system containing incomplete, inaccurate and poorly quality assured pipeline attributes and other pipeline-related metadata leaves PG&amp;E exposed to:</p> <ul style="list-style-type: none"> <li>• Poor decision making based upon incomplete information;</li> <li>• Poor management of safety critical assets;</li> <li>• Failure of its integrity management program;</li> <li>• Inaccurate databases, poor data quality and missing pipeline attributes;</li> <li>• Failure to comply with legal and business requirements; and,</li> <li>• Legal and fiscal penalties.</li> </ul>							
GARP® Assessment Criteria – Technology – Geographic Information Systems (GIS)							
Accountability	Compliance	Transparency	Availability	Integrity	Protection	Retention	Disposition
1	1	1	1	1	1	1.5	1.5

3

4

5 **6.6.5. Job Tracking System Deficiencies**

6

7 **6.6.6. PSRS**

8

9 PG&E's Project Status Reporting System (PSRS) is a project management and project tracking  
 10 tool but holds high level project related metadata, notes, costs, dates of critical activities, design  
 11 and as-built drawings. This system holds information on approximately 22,000 capital projects  
 12 and maintenance works. It is used to track final approval is, and provides controls for mapping  
 13 and drafting activities. However, it does not include information to standing orders (and as such  
 14 its records are not complete). The PSRS was designed to emulate the job file electronically but is  
 15 not regarded as a master repository for the 'document of record'. The hard copy drawings are  
 16 still regarded as the definitive masters within PG&E.

17

18 **6.6.7. ECTS**

19

20 PG&E's Enterprise Compliance Tracking System was developed post San Bruno, to provide  
 21 compliance and regulatory support during the subsequent investigation, and has also been used to  
 22 support the MAOP Records Validation Project. While the ECTS system already hosts over 2  
 23 million pages of scanned documents, this system is not a long-term document management  
 24 solution. This system now holds details of each line number and segment. However, it is  
 25 regarded by PG&E as an interim holding area only, and not the final repository for this  
 26 information. While extensive work is being undertaken to classify the contents of the job  
 27 folders, and identify critical records (as defined on the Pipeline Features List (PFL)) a significant  
 28 proportion of all of the documents scanned as part of the MAOP Records Validation Project have  
 29 been classified as miscellaneous.

1 **Table 6-30: Impact Statement: Technology (Job Tracking Systems)**  
 2

IMPACT – TECHNOLOGY – JOB TRACKING SYSTEMS							
<p>The lack of an integrated job tracking and document control system for all pipeline-related projects within the Gas Transmission business leaves PG&amp;E exposed to:</p> <ul style="list-style-type: none"> <li>• Inability to locate safety critical pipeline information;</li> <li>• Poor decision making based upon incomplete information;</li> <li>• Poor management of safety critical assets;</li> <li>• Failure of its integrity management program;</li> <li>• Inaccurate databases, poor data quality and missing pipeline attributes;</li> <li>• Failure to comply with legal and business requirements;</li> <li>• Inefficient and ineffective information retrieval and time consuming searches;</li> <li>• Failure in its duty of care to maintain and retain records throughout their life-cycle; and,</li> <li>• Legal and fiscal penalties.</li> </ul>							
GARP® Assessment Criteria – Technology – Job Tracking Systems							
Accountability	Compliance	Transparency	Availability	Integrity	Protection	Retention	Disposition
1	1	1	1	1	1	1.0	1.0

3  
4

5 **6.6.8. Gas Leak Tracking and the IGIS System Deficiencies**  
6

7 PG&E has failed to maintain a definitive, complete and readily accessible database of all gas  
 8 leaks for their pipeline system as it has failed to routinely migrate all historical leak information  
 9 from management system to management system. The current IGIS leaks database is incomplete  
 10 and only contains a comprehensive record of all historical leak information from 1999, despite  
 11 the obligation placed upon PG&E to maintain a complete record of all gas leaks over the life of  
 12 the asset, see ASME standard comparison in appendix 9.

13

14 PG&E's integrated gas information system (IGIS) was developed in 1999 to track and monitor  
 15 gas leaks and their related information. One of the primary inputs to the system is the A-Form (a  
 16 record in its own right) which is used in the field and in the office to capture a wide range of  
 17 information/attributes about the leak. At the time of site visit, October 2011, we were informed  
 18 and observed that the IGIS system held information on 27,771 leaks, ranked from grades 1-3 in  
 19 order of severity (with Grade 1 leaks requiring immediate action).

20

21 We were informed during our discussions that the IGIS database was not complete or  
 22 comprehensive: Prior to 1999, gas leak information was maintained in an earlier PC-based  
 23 database called PC Leaks, which in itself replaced a prior mainframe system and an even earlier  
 24 hardcopy based leak listing. PG&E were clear that only open leak details were transferred to  
 25 IGIS in 1999 (i.e. those leaks that had not yet been addressed at the time of the data migration  
 26 from PC Leaks to IGIS). Historical leak information has not been transferred to IGIS. Only the  
 27 last 11 to 12 years of gas leak records are readily available within IGIS. It is not possible to  
 28 analyze the historical leak data over the full lifetime of any given pipeline (which can be 60+



1 years or more). Nor is it possible to review the correlation between the leak data and other  
2 pipeline related information (such as age of pipe, location, construction, type of weld etc.) to  
3 assess what if any underlying problems exist, and their likely cause.

4  
5 PG&E has stated that it should be possible to retrieve the historical leak information from a  
6 backup copy of the PC Leaks database, the mainframe data from backup tapes, and the leak  
7 listings from its hardcopy records. However, this assertion has yet to be tested. What is clear is  
8 that the gas leak information that exists is not complete, and that the information required to  
9 complete the gap is not readily accessible. Any data retrieval from historical back-up tapes or  
10 other magnetic media is likely to be both time consuming and problematic, given the  
11 technological obsolescence issues that may arise. Specifically, PG&E must locate a tape drive  
12 capable of reading the magnetic tape backup, and it also must have a comparable IT system for  
13 the backup to be restored to. PG&E also must have copies of the necessary applications used at  
14 the time to create the mainframe listing in the first instance, in order to access the data in a  
15 readable format.

16  
17 The absence or incompleteness of critical leak information contributes to diminished PG&E  
18 pipeline safety. In addition, the accuracy of leak information that is recorded has been placed at  
19 issue by CPSD discovery of PG&E, and by PG&E itself.

#### 20 21 22 **6.6.9. Scanning**

23 Scanning, if undertaken properly, and for the right reasons, can make information more  
24 accessible, and reduce the amount of physical space taken up by paper records. However, it can  
25 also have serious cost and legal implications. It is important when scanning to follow appropriate  
26 policies and procedures in place to ensure that any scanning carried out can be relied upon as a  
27 true copy of the original. This is particularly so when legal discovery processes may be invoked.  
28 Prior to 2010, scanning had not been undertaken on a systematic basis within the Gas  
29 Transmission Division. However, as of December 30, 2011, approximately 2,597,000 single  
30 page images had been scanned into ECTS for the MAOP project.<sup>175</sup>

31  
32  
33  

---

<sup>175</sup> The actual number of multi-page documents scanned cannot be estimated.

1 **Table 6-31: Impact Statement: Technology (Gas Leak Records)**

2

IMPACT – TECHNOLOGY – GAS LEAK RECORDS and IGIS SYSTEM DEFICIENCIES <sup>176</sup>							
<p>The lack of a complete and comprehensive inventory of all recorded gas leaks over the lifetime of any given pipeline leaves PG&amp;E exposed to:</p> <ul style="list-style-type: none"> <li>• Incomplete sets of safety critical information;</li> <li>• Technological obsolescence of its digital archives;</li> <li>• Loss of knowledge of historical gas leak problems and patterns (pre-1999);</li> <li>• Inability to locate safety critical pipeline information;</li> <li>• Poor decision making and risk assessments based upon incomplete information;</li> <li>• Poor management of safety critical assets;</li> <li>• Failure of its integrity management program;</li> <li>• Inaccurate databases, poor data quality and missing pipeline attributes;</li> <li>• Failure to comply with legal and business requirements;</li> <li>• Inefficient and ineffective information retrieval and time consuming searches;</li> <li>• Failure in its duty of care to maintain and retain records throughout their life-cycle; and,</li> <li>• Legal and fiscal penalties.</li> </ul>							
GARP® Assessment Criteria – Technology – Gas Leak Records							
Accountability	Compliance	Transparency	Availability	Integrity	Protection	Retention	Disposition
1	1	1	1	1	1	1	1

3

4

5

---

<sup>176</sup> The National Transportation Safety Board Stated, “Until May 6, 2011, the PG&E GIS had listed the cause of the leak as “unknown.” However, as a result of records discovered during a PG&E post accident records search, information was added to indicate that 12 feet of Line 132 had been replaced “due to a longitudinal defect.” A leak survey inspection and repair report dated October 27, 1988, classified the cause of the leak as a “material failure” and indicated that a material failure report was prepared, but PG&E could not locate any such report. Records showed that the replacement work had started on November 1 and been completed on November 4, 1988. No further information was available regarding the cause of the leak. Pacific Gas and Electric Company Natural Gas Transmission Pipeline Rupture and Fire San Bruno, California September 9, 2010, P. 38. These problems are examples of incomplete sets of safety critical information due to lack of a complete and comprehensive inventory of all recorded gas leaks over the lifetime of any given pipeline, as identified in the impact statement above.

1 **6.7. Poor records management has increased the risk of earthquake damage to PG&E's**  
2 **gas transmission pipelines**

3  
4 In order to demonstrate the importance of good records management, particularly in California,  
5 we have included a short section that links earthquakes, pipelines and records management.

6  
7 **6.7.1. Lack of accurate gas transmission line records has left PG&E uncertain that each of**  
8 **its pipelines built before 1950 would withstand some earthquakes**

9  
10 The 1992 Federal Emergency Management Agency (FEMA) report on the earthquake resistant  
11 construction of gas and liquid fuel pipeline systems concluded that:

12  
13 “the overall performance record of gas and liquid fuel pipeline systems in  
14 past earthquakes was relatively good. However, catastrophic failures did  
15 occur in many earthquakes, particularly in areas of unstable soils.  
16 Modern, welded steel pipelines, with adequate corrosion protection, have a  
17 good performance record. Older pipelines, including welded pipelines  
18 built before 1950 in accordance with quality control standards less  
19 stringent than those used currently, as well as segmented case iron  
20 pipelines, have been severely damaged.”<sup>177</sup>

21  
22 This conclusion elevates the importance of having accurate, complete and accessible records for  
23 welded pipelines built before 1950, which happens to include line 132. While part of PG&E line  
24 132, segment 180 was relocated in 1956, this pipeline is listed as being built in 1948. Even for  
25 PG&E's recently built gas transmission pipelines, PG&E's lack of complete, accurate, accessible  
26 and up-to-date weld and corrosion records is problematic.

27  
28 **6.7.2. Lack of accurate gas transmission line records has left PG&E unable to precisely**  
29 **identify which pipelines are prone to extensive damage during some earthquakes**

30  
31 In California, pipeline records showing accurate dates and characteristics, such as yield strengths  
32 and types of welds, were essential in identifying the kind of gas transmission line that suffered  
33 extensive damage during the 1971 San Fernando earthquake.  
34

---

<sup>177</sup> Yokel, F.Y. and Mathey, R.G. (1992) Earthquake Resistant Construction of Gas and Liquid Fuel Pipeline Systems Serving, or Regulated by, the Federal Government. Federal Emergency Management Agency, FEMA- 233, July 1992.

1 As the FEMA study<sup>178</sup> states:

2  
3 “Extensive damage occurred to underground welded-steel transmission  
4 pipelines during the 1971 San Fernando earthquake. The most serious  
5 damage occurred to anoxy-acetylene-welded pipeline installed about 1930.  
6 In the same general area of the San Fernando Valley that experienced  
7 extensive ground failures, several newer pipelines installed after 1960 did  
8 not experience failure. Before the early 1930s, steel pipelines in California  
9 were often constructed under quality control less stringent than that  
10 imposed today. The newer pipelines were characterized by higher yield  
11 strengths (x-grade) and modern arc welding”<sup>179</sup>

12  
13 Accurate, comprehensive and quickly accessible records are also essential in order for PG&E to  
14 identify similar kinds of pipelines to the one that was damaged during the 1971 San Fernando  
15 earthquake.

---

<sup>178</sup> Ibid.

<sup>179</sup> Ibid.

## 7. Records Management Assessment

This section consolidates the review findings and analysis presented in section 6 pertaining to PG&E records management activities and information maturity prior to the San Bruno pipeline rupture and fire.

### 7.1. Introduction

We find that PG&E's record management activities in the Gas Transmission Division prior to the San Bruno pipeline rupture and fire to have been '**Sub-Standard**'<sup>180</sup> (Mean Maturity Score = 1.2). While some elements of PG&E's records management activities, such as the creation of records retention policies rate slightly higher '**In-Development**' rating (Maturity Score = 2.5), no elements were sufficiently developed to meet the '**Essential**' minimum requirements (Maturity Score = 3) necessary to meet PG&E's legal and regulatory requirements. The definition of each of the Information Maturity levels is explained below:

**Level 1 (Sub-standard):** This level describes an environment where record-keeping concerns are either not addressed at all, or are addressed in a very ad hoc manner. Organizations that identify primarily with these descriptions should be concerned that their programs will not meet legal or regulatory scrutiny.

**Level 2 (In Development):** This level describes an environment where there is a developing recognition that record-keeping has an impact on the organization, and that the organization may benefit from a more defined information governance program. However, in Level 2, the organization is still vulnerable to legal or regulatory scrutiny since practices are ill-defined and still largely ad hoc in nature.

**Level 3 (Essential):** This level describes the essential or minimum requirements that must be addressed in order to meet the organization's legal and regulatory requirements. Level 3 is characterized by defined policies and procedures, and more specific decisions taken to improve record-keeping. However, organizations that identify primarily with Level 3 descriptions may still be missing significant opportunities for streamlining business and controlling costs.<sup>181</sup>

---

<sup>180</sup> We have used the Generally Accepted Record-keeping Principles (GARP®) and the ARMA International Information Maturity Model to arrive at this conclusion. See <http://www.arma.org/garp/metrics.cfm>

<sup>181</sup> <http://www.arma.org/garp/metrics.cfm>

1 **Table 7-1: PG&E Gas Transmission Division’s Information Maturity prior to the San**  
 2 **Bruno Pipeline rupture and fire, based upon GARP® Principles**

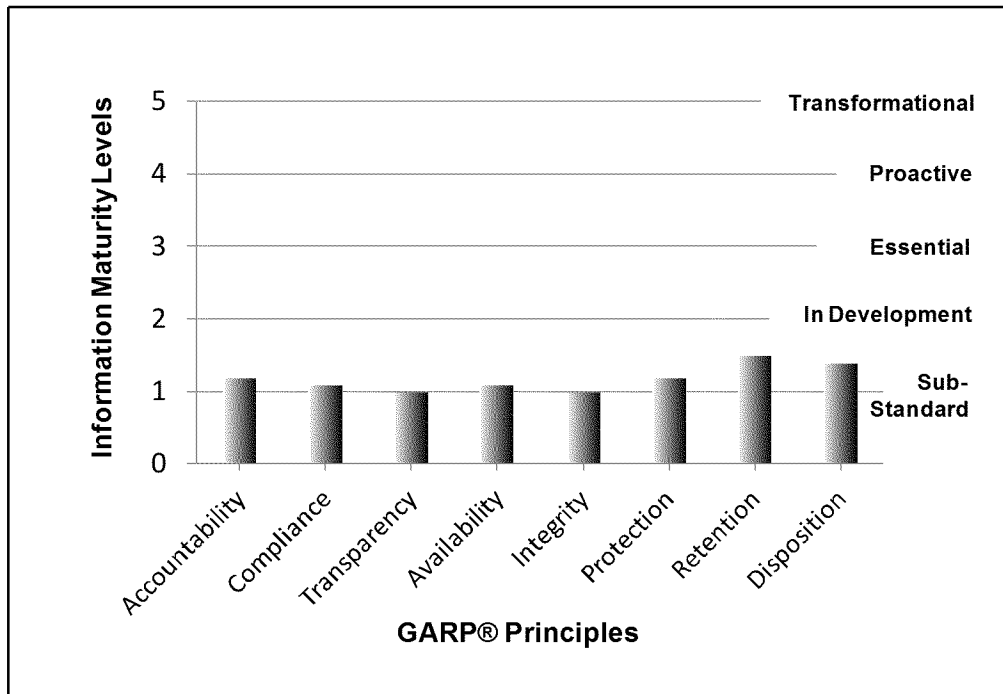
3

GARP® Assessment Criteria	Accountability	Compliance	Transparency	Availability	Integrity	Protection	Retention	Disposition
Records Management Theme								
Strategy	1.5	1.5	-	-	-	-	-	-
Responsibilities	1.5	1.5	1	1	1	1	1	1
Training	-	1	-	1	-	1	1	1
Policies, Standards, Procedures	1	-	-	2	-	-	-	-
Records Retention	1.5	1	1	1	1	1	2.5	2
Business Continuity & Vital Records	-	1	-	-	1	2.5	-	-
Records Management Processes	1	1	1	1	1	1	1.5	1.5
Records Management Storage	1	1	1	1	1	1	1.5	1.5
Technology	1	1	1	1	1	1	1.5	1.5
Average Maturity Score (1-5)	1.2	1.1	1.0	1.1	1.0	1.2	1.5	1.4

4

5 **Figure 7-1: PG&E’s position on the GARP® Information Maturity Model**

6



7

8

1 **7.2. Generally Accepted Record-keeping Principles ® (GARP ®)**

2  
3 In this section, our findings are summarized in terms of both the review themes and GARP®<sup>182</sup>  
4 principles used to assess them.

5  
6 **7.2.1. Principle of Accountability<sup>183</sup>**

7  
8 *“An organization assigns a senior executive who will oversee a record-keeping program and*  
9 *delegate program responsibility to appropriate individuals. The organization adopts policies and*  
10 *procedures to guide personnel, and ensure the program can be audited.”*

11  
12 The following summarizes why PG&E received an overall accountability score of 1.2, as shown  
13 in Table 7-1 and Figure 7-1:

14  
15 PG&E as a company did not have:

- 16 • A strategy to deliver a company-wide record-keeping program;
- 17 • A senior executive actively involved in monitoring records management across all PG&E  
18 departments, divisions, offices;
- 19 • Clear lines of delegation for either managing the company-wide systems for record-  
20 keeping, or for supervising the people who completed the record-keeping activities;
- 21 • Record-keeping procedures or guidance on the implementation of the record retention  
22 standard practices for the Divisions;
- 23 • Records management goals in relation to accountability for compliance with the retention  
24 schedules.

25  
26 PG&E’s Gas Transmission Division also had the following specific problems:

- 27 • Not everyone was aware of the PG&E policies and standard practices documents relating  
28 to records retention;
- 29 • Little evidence was observed to demonstrate the existence of a standardized records  
30 management program across the division, or of an on-going program of monitoring for  
31 compliance or corrective actions;
- 32 • The records manager’s role was largely non-existent, and regarded as an  
33 administrative/clerical role distributed among general staff and supervisors.

34  
35  

---

<sup>182</sup> [www.arma.org/garp](http://www.arma.org/garp)

<sup>183</sup> <http://www.arma.org/garp/metrics-accountability.cfm>

1 **7.2.2. Principle of Transparency<sup>184</sup>**

2  
3 *“The processes and activities of an organization’s record-keeping program are documented in a*  
4 *manner that is open and verifiable and is available to all personnel and appropriate interested*  
5 *parties.”*

6  
7 The following summarizes why PG&E received an overall transparency score of 1.0, as shown in  
8 Table 7-1 and Figure 7-1:

9  
10 Within PG&E:

- 11 • Elements of PG&E record-keeping practices were embedded within corporate standard  
12 practices, and not delivered clearly at the operational level.

13  
14 Within the PG&E Gas Transmission Division:

- 15 • Not all staff were aware of the corporate standard practices’ documents;  
16 • There was no standard process for the management of the Gas Transmission Division’s  
17 pipeline records or their related job-files;  
18 • The company did not provide clear, complete, consistent and documented processes and  
19 activities in relation to their record-keeping;  
20 • No verification of the Gas Transmission Division’s record-keeping processes was  
21 undertaken and documented.

22  
23 **7.2.3. Principle of Integrity<sup>185</sup>**

24  
25 *“A record-keeping program shall be constructed so the records and information generated or*  
26 *managed by or for the organization have a reasonable and suitable guarantee of authenticity*  
27 *and reliability.”*

28  
29 The following summarizes why PG&E received an overall integrity score of 1.0, as shown in  
30 Table 7-1 and Figure 7-1:

31  
32 Within PG&E:

- 33 • Their record-keeping systems did not accurately and completely record the activities of  
34 the organization and as PG&E’s records cannot be guaranteed as reliable.

---

<sup>184</sup> <http://www.arma.org/garp/metrics-transparency.cfm>

<sup>185</sup> <http://www.arma.org/garp/metrics-integrity.cfm>



1 Within the PG&E Gas Transmission Division:

- 2 • There are no defined processes to provide an audit trail of the authenticity of the Gas  
3 Transmission Division’s records, and as such it is difficult for PG&E to demonstrate that  
4 it conducted all of its activities in a lawful and appropriate manner.

5  
6 The **integrity** of a record is directly related to the ability to prove that a record is authentic and  
7 unaltered. PG&E’s senior officers are ultimately responsible for business records, as they are  
8 strategic and operational assets. Over PG&E’s history, the management of its job files’ records  
9 has not been efficient or effective, and the index of the job files was neither complete nor  
10 accurate. The approach to capturing descriptive information (metadata) including storage  
11 locations about the records has varied considerably over time, and was poorly implemented.

12  
13 **7.2.4. Principle of Protection<sup>186</sup>**

14  
15 *“A record-keeping program shall be constructed to ensure a reasonable level of protection to*  
16 *records and information that are private, confidential, privileged, secret, or essential to business*  
17 *continuity.”*

18  
19 The following summarizes why PG&E received an overall protection score of 1.2, as shown in  
20 Table 7-1 and Figure 7-1:

21  
22 Within PG&E:

- 23 • The systems, processes and tools (e.g. Documentum) existed to provide an auditable  
24 system of electronic records management capable of providing some level of protection  
25 and access controls, but were not used within the Gas Transmission Division.
- 26 • The level of protection provided to the records varied from office to office with access  
27 controls to records implemented by individual record owners;

28  
29 Within the PG&E Gas Transmission Division:

- 30 • The decentralized nature of Gas Transmission Division’s job file storage and the lack of  
31 records tracking and control made protection and access to hard copy records impossible  
32 to manage;
- 33 • Records for business continuity purposes were identified but with no corporate policy on  
34 access it is unlikely that PG&E’s hardcopy vital records were well protected;

---

<sup>186</sup> <http://www.arma.org/garp/metrics-protection.cfm>

- 1 • The corporate standard electronic document management system (Documentum) had not  
2 been introduced, despite its success in PG&E’s Nuclear Division.

3  
4 **7.2.5. Principle of Compliance<sup>187</sup>**

5  
6 *“The record-keeping program shall be constructed to comply with applicable laws and other  
7 binding authorities, as well as the organization’s policies.”*

8  
9 The following summarizes why PG&E received an overall compliance score of 1.1, as shown in  
10 Table 7-1 and Figure 7-1:

11  
12 Within PG&E the company did not have:

- 13 • A central view of its record-keeping practices;  
14 • Complete and accurate metadata associated with the job files;  
15 • A complete and comprehensive set of project files;  
16 • A fully implemented and audited records retention process;

17 Therefore PG&E lacked a consistently defensible position.

18  
19 Within the Gas Transmission Division:

- 20 • Staff defined their own compliance practices based on their awareness and interpretation  
21 of various laws and regulations.

22  
23 **7.2.6. Principle of Availability<sup>188</sup>**

24  
25 *“An organization shall maintain records in a manner that ensures timely, efficient, and accurate  
26 retrieval of needed information.”*

27  
28 The following summarizes why PG&E received an overall availability score of 1.1, as shown in  
29 Table 7-1 and Figure 7-1:

30  
31 Within PG&E there was:

- 32 • No company-wide electronic document management system;

---

<sup>187</sup> <http://www.arma.org/garp/metrics-compliance.cfm>

<sup>188</sup> <http://www.arma.org/garp/metrics-availability.cfm>

- 1       • No definitive records management cataloging system;

2  
3 With the Gas Transmission Division:

- 4       • It was unclear where to go to find up-to-date and accurate information on line 132;
- 5       • There was a lack of knowledge as to who to go to, to find records;
- 6       • There was a lack of a single, complete and accurate index of folders with appropriate  
7 metadata and consistent numbering conventions to aid searching;
- 8       • A number of the records required, had been retained by employees either in local offices,  
9 or in their homes after they had left the organization;
- 10      • Storage conditions of physical documents varied greatly from office to office with  
11 documents housed in “boxes, file cabinets, desktops, inboxes, off-site locations, adjacent  
12 buildings, and external storage sheds/containers<sup>189</sup>.

13  
14 As physical storage across all 46 offices/record stores was not well-managed it would have been  
15 difficult for PG&E to minimize inconsistent and erroneous interpretation of the facts, simplify  
16 legal processes and regulatory investigations, or protect valuable information from being lost,  
17 corrupted, or stolen. Pipeline-related records were not readily available when needed. Given the  
18 distributed manner in which they were stored, it would have taken a significant time and effort to  
19 locate the records and establish a master set of all job file related records with the complete,  
20 accurate and correct versions.

21  
22 **7.2.7. Principle of Retention<sup>190</sup>**

23  
24 *“An organization shall maintain its records and information for an appropriate time, taking into  
25 account legal, regulatory, fiscal, operational, and historical requirements.”*

26  
27 The following summarizes why PG&E received an overall retention score of 1.5, as shown in  
28 Table 7-1 and Figure 7-1:

29  
30 Within PG&E the company had:

- 31       • Corporate standard practices for record retention and destruction that included schedules  
32 identifying the laws, regulations and CPUC resolutions that related to record-keeping;
- 33       • No structure for auditing or monitoring the implementation of these standard practices.

34  
35  

---

<sup>189</sup> GasTransmissionSystemRecordsOIL\_DR\_CPUC\_025-Q02(i) Supplement - Summary of Information Management Key Themes: PG&E Gas Mapping Organization, Internal PG&E report produced by PwC. [Preliminary Draft as of January 18, 2012].

<sup>190</sup> <http://www.arma.org/garp/metrics-retention.cfm>

1 Within the PG&E Gas Transmission Division:

- 2 • Staff retained records in several locations based on their own or local business needs;
- 3 • The lack of central control over pipeline-related records and a decentralized approach to
- 4 their storage meant that any attempt at applying PG&E records retention periods from the
- 5 schedule would be very difficult and most likely was not undertaken on a regular basis
- 6 with appropriate monitoring;
- 7 • Education and training about the retention schedules, their importance, and the necessity
- 8 to comply with them, was not provided to staff;
- 9 • Some employees were not aware of how long to keep specific records, where to find this
- 10 information, or even if a records retention schedule exists;
- 11 • Most employees were unaware of the specific record retention guidelines as defined by
- 12 GOV-7001S.<sup>191</sup>

13  
14 We believe that the rules and regulations that should define retention were not systematically  
15 applied in the Gas Transmission Division. The implementation of the corporate records retention  
16 guidelines was haphazard at best. In the absence of retention schedules, employees either kept  
17 everything or disposed of records based on their own local office practices and business needs,  
18 rather than those of the organization. While a retention schedule was available, it did not  
19 encompass all record types present within the gas transmission business and was not well known  
20 around the division.

### 21 22 **7.2.8. Principle of Disposition<sup>192</sup>**

23  
24 *“An organization shall provide secure and appropriate disposition for records that are no*  
25 *longer required to be maintained by applicable laws and the organization’s policies.”*

26  
27 The following summarizes why PG&E received an overall disposition score of 1.4, as shown in  
28 Table 7-1 and Figure 7-1:

29  
30 Within PG&E:

- 31 • The process for suspending disposition in the event of investigation was not apparent;
- 32 • There is a realization of the importance of suspending disposition in a consistent manner,
- 33 repeatable by certain legal groupings, but little enforcement or auditing of disposition.

---

<sup>191</sup> GasTransmissionSystemRecordsOIL\_DR\_CPUC\_025-Q02(i) Supplement - Summary of Information Management Key Themes: PG&E Gas Mapping Organization, Internal PG&E report produced by PwC. [Preliminary Draft as of January 18, 2012].

<sup>192</sup> <http://www.arma.org/garp/metrics-disposition.cfm>

1 Within PG&E’s Gas Transmission Division:

- 2 • While there was a process for the Records Center in the Standard Practice there was little  
3 evidence of any proactive work to identify records eligible for disposition;
- 4 • Not all document destruction has occurred in accordance with PG&E records retention  
5 schedules, and, in some cases (cf. the disposal of the historical pipeline files) was in  
6 direct contravention of existing policies;
- 7 • Record retention and disposal processes were not aligned with GOV-7001S;
- 8 • While there is no formal appraisal process for disposing of records, mapping staff still  
9 spend time removing and disposing of “unnecessary information” from their job folders;
- 10 • Education related to retention and disposal was not consistent, or well communicated,  
11 and varies from office to office.

12  
13 Disposal of records should be performed in a secure and environmentally friendly manner,  
14 ensuring that records to be destroyed are transported securely and destroyed completely.  
15 Given the lack of control over PG&E’s records, it would have been difficult for PG&E to  
16 demonstrate that it had made a reasonable effort to ensure that all versions and copies of the  
17 records were included in any disposition exercise. If the disposal actions on the historical  
18 pipeline records had been formally appraised prior to their destruction, the historical or  
19 intrinsic value of these records should have been recognized, and they may not have been  
20 disposed of.

21  
22 **7.3. Impact**

23  
24 Tables 7.2, 7.3 and 7.4 in the following section each respectively identifies PG&E’s exposure to  
25 a range of risks associated with the records management themes reviewed in each section of our  
26 report. Each table summarizes the specific issues and impacts identified in this report and uses  
27 the GARP® assessment criteria to link PG&E’s information maturity and records management  
28 to risk.  
29

1 **Table 7-2: Impact Summary: Strategy**

2

THEMES	IMPACT
<b>STRATEGY</b>	<p>Lack of a strategy to assign a senior officer to develop and deliver a records management program with policy, auditable process and guidance that support the objectives of the company, leaves PG&amp;E exposed to:</p> <ul style="list-style-type: none"> <li>• Lack of corporate governance and a failure to comply with legal and business requirements;</li> <li>• Actual working practices failing to implement corporate policies;</li> <li>• Unaudited, subjective processes and procedures for managing records;</li> <li>• Staff untrained in records management principles and corporate governance requirements; and,</li> <li>• Penalties and / or costs.</li> </ul>
<b>Strategy - RESPONSIBILITIES</b>	<p>Lack of consistent and clear instruction to senior officers to ensure that they understand and deliver their actions within the records retention standard practices. This leaves PG&amp;E exposed to:</p> <ul style="list-style-type: none"> <li>• Incomplete and inconsistent process for disposition of records;</li> <li>• Inconsistent and un-followed methods for indexing, accessing, filing and storing records;</li> <li>• Time wasted re-inventing record-keeping processes;</li> <li>• Increased likelihood of more than one incomplete set of records being retained in different locations;</li> <li>• Inability to monitor compliance with the corporate standard practices and policies; and,</li> <li>• No knowledge as to who is responsible for record-keeping practices within the Division to comply with the PG&amp;E company-wide Records Retention Standard Practices' requirements.</li> </ul>
<b>Strategy – TRAINING</b>	<p>Lack of any RM training, mentoring or support for staff with record-keeping responsibilities as well as all other staff leaves PG&amp;E exposed to:</p> <ul style="list-style-type: none"> <li>• Legal and Fiscal Penalties when staff dispose of records that are required to be retained;</li> <li>• Staff with no knowledge of RM Program and compliance requirements of the standard practices;</li> <li>• Vital Records being removed from office to home without controls;</li> <li>• Pockets of un-indexed legacy filing when staff leave; and,</li> <li>• Time wasting when staff don't know where and how to retrieve up-to date information.</li> </ul>

GARP® Assessment Criteria	Accountability	Compliance	Transparency	Availability	Integrity	Protection	Retention	Disposition
Strategy	1.5	1.5	-	-	-	-	-	-
Responsibilities	1.5	1.5	1	1	1	1	1	1
Training	-	1	-	1	-	1	1	1

3

4

1 **Table 7-3: Impact Summary: Policies, Standards and Procedures**

2

THEMES	IMPACT
<b>POLICIES, STANDARDS, PROCEDURES</b>	<p>Inconsistent adoption of the Dewey classification scheme that proved difficult to apply at the gas transmission level may have assisted in the:</p> <ul style="list-style-type: none"> <li>• Untimely disposal of records;</li> <li>• Lack of consistent indexing;</li> <li>• Inefficient access and retrieval of records.</li> </ul>
<b>Policies, Standards, Procedures – RECORDS RETENTION</b>	<p>PG&amp;E had retention standards from the 1950s to the present day, however it appears they were not well known around the organization and required that Divisions created their own retention schedules. This approach may well result in:</p> <ul style="list-style-type: none"> <li>• An incomplete set of record types being identified;</li> <li>• Lack of a regular review and update to the schedules;</li> <li>• Out of date laws, regulations, standards and resolutions being applied against the records;</li> <li>• Untimely disposal of records; and / or, keeping personal data longer than regulations require;</li> <li>• Ignorance of the business needs to retain certain records;</li> <li>• Inconsistent methods for managing compliance with the retention standard practices;</li> <li>• Subjective, and / or, incorrect interpretation of laws and regulations resulting in: Ignorance regarding 'legal holds'; Destruction of records that must be retained for the 'life of the facility'; Out of date versions of drawings, specifications and other records being retained as 'masters'; and this could lead to: Unsafe working practices</li> </ul>
<b>Policies, Standards, Procedures – BUSINESS CONTINUITY &amp; VITAL RECORDS</b>	<p>PG&amp;E recognized the need for a Vital Records Standard in 1969 as being “separate and distinct from the records retention program” and cited “key operational records” as being in the ‘vital’ category. It is important that this set of records is identified and included in all RM Program standards and guidance. Lack of understanding the difference between vital records and those required for retention, legal and business needs, may result in PG&amp;E</p> <ul style="list-style-type: none"> <li>• Identifying &amp; protecting an incomplete set of records for business continuity purposes;</li> <li>• Confusing records that may be duplicated and retained in a secure and separate area with those that are required to be retained unchanged for legal and fiscal reasons; and,</li> <li>• Disposing of records that are dual purpose but where there is only one copy.</li> </ul>

GARP® Assessment Criteria	Accountability	Compliance	Transparency	Availability	Integrity	Protection	Retention	Disposition
<b>Policies, Standards, Procedures</b>	1	-	-	2	-	-	-	-
<b>Records Retention</b>	1.5	1	1	1	1	1	2.5	2
<b>Business Continuity &amp; Vital Records</b>	-	1	-	-	1	2.5	-	-

3

1 **Table 7-4: Impact Summary: Records Management Processes, Storage and Technology**  
 2

THEMES	IMPACT																																				
<b>PROCESSES</b>	<p>PG&amp;E failed to provide a complete, consistent, controlled and readily accessible set of pipeline records covering the lifetime of each pipeline. There was no definitive catalog of their pipeline records and no consistent, quality assured numbering system for the pipeline-related jobs and job folders. This leaves PG&amp;E exposed to:</p> <ul style="list-style-type: none"> <li>• Inability to locate safety critical pipeline information;</li> <li>• Poor decision making based upon incomplete information leading to costly and potentially fatal mistakes;</li> <li>• Poor management of safety critical assets;</li> <li>• Failure of its integrity management program;</li> <li>• Inaccurate databases, poor data quality and missing pipeline attributes;</li> <li>• Failure to comply with legal and business requirements;</li> <li>• Inefficient and ineffective information retrieval and time consuming searches;</li> <li>• Failure in its duty of care to maintain and retain records throughout their life-cycle; and,</li> <li>• Legal and fiscal penalties.</li> </ul>																																				
<b>STORAGE</b>	<p>The decentralized approach to records storage adopted within the Gas Transmission Division; the lack of a central index of the distributed job folders; and, the lack of a central catalog of all pipeline-related records also leave PG&amp;E exposed to an identical set of issues as the records management processes cited above.</p>																																				
<b>TECHNOLOGY</b>	<p>The lack of: a comprehensive inventory of all recorded gas leaks; an integrated job tracking and document control system for all pipeline-related projects; quality assured pipeline attributes and other pipeline-related metadata; and a single, searchable, readily accessible and fully populated electronic document and records management system (EDRMS) leaves PG&amp;E exposed to the same issues as the records management processes cited above, as well as :</p> <ul style="list-style-type: none"> <li>• Incomplete sets of safety critical information;</li> <li>• Technological obsolescence of its digital archives;</li> <li>• Loss of knowledge of historical gas leak problems and patterns (pre-1999);</li> <li>• Inability to locate safety critical pipeline information;</li> <li>• Poor decision making and risk assessments based upon incomplete information.</li> </ul>																																				
<b>GARP® Assessment Criteria</b>	<table border="1"> <thead> <tr> <th></th> <th>Accountability</th> <th>Compliance</th> <th>Transparency</th> <th>Availability</th> <th>Integrity</th> <th>Protection</th> <th>Retention</th> <th>Disposition</th> </tr> </thead> <tbody> <tr> <td>Processes</td> <td>1</td> <td>1</td> <td>1</td> <td>1</td> <td>1</td> <td>1</td> <td>1.5</td> <td>1.5</td> </tr> <tr> <td>Storage</td> <td>1</td> <td>1</td> <td>1</td> <td>1</td> <td>1</td> <td>1</td> <td>1.5</td> <td>1.5</td> </tr> <tr> <td>Technology</td> <td>1</td> <td>1</td> <td>1</td> <td>1</td> <td>1</td> <td>1</td> <td>1.5</td> <td>1.5</td> </tr> </tbody> </table>		Accountability	Compliance	Transparency	Availability	Integrity	Protection	Retention	Disposition	Processes	1	1	1	1	1	1	1.5	1.5	Storage	1	1	1	1	1	1	1.5	1.5	Technology	1	1	1	1	1	1	1.5	1.5
	Accountability	Compliance	Transparency	Availability	Integrity	Protection	Retention	Disposition																													
Processes	1	1	1	1	1	1	1.5	1.5																													
Storage	1	1	1	1	1	1	1.5	1.5																													
Technology	1	1	1	1	1	1	1.5	1.5																													

3  
4



1 **7.4. Conclusions**

2  
3 Within PG&E’s Gas Transmission Division the records management practices were unsound and  
4 led to inefficient and unsafe working practices. PG&E’s failure to ensure that complete and  
5 accurate information was available at the right time contributed towards creating a safety risk to  
6 the general public. While the San Bruno pipeline rupture and fire cannot be attributed simply to  
7 inadequate records management practices, PG&E’s failure to manage the Gas Transmission  
8 Division’s information in a systematic and controlled manner was a contributing factor.

9  
10 Given the safety critical nature of PG&E’s business, and the 100 year plus life expectancy of its  
11 pipeline infrastructure, PG&E should have had in place a records management strategy that put  
12 greater emphasis upon managing its pipeline-records, completely and accurately, for the “life of  
13 the asset”; and focused on long term access, storage, retention, preservation and protection of its  
14 physical and digital records. While PG&E has a duty to service its operations and maintain  
15 records that may be required for evidential purposes, it did not have a strategy in place to ensure  
16 that their standard practices relating to record-keeping were being implemented.

17  
18 At the time of the San Bruno pipeline rupture and fire PG&E’s Gas Transmission Division did  
19 not have:

- 20 • A strategy for record management;
- 21 • Records management practices and processes that were verifiable, documented and  
22 available to all;
- 23 • Complete and accurate records of the organization;
- 24 • A level of protection that had appropriate access controls;
- 25 • A record-keeping program that could comply with applicable laws and business  
26 requirements;
- 27 • The ability to accurately and efficiently retrieve their records in a timely manner;
- 28 • Education and training in records management practices available and compulsory for all  
29 staff ;
- 30 • A secure and monitored disposal process with appropriate facility for ‘legal holds’.

31  
32 PG&E had been slow to recognize the value of its information as a corporate asset, and as such  
33 did not have the management systems in place commensurate with its value. The development of  
34 company policies and standards for records and information management had not been viewed as  
35 a priority, nor had the need to manage records systematically and consistently across the  
36 Division. Records management was not sponsored at a senior level and as such many staff did  
37 not have a clear idea of their roles and responsibilities in this area. The lack of communication,  
38 education and training, simply compounded this issue.

1 While a significant amount of work has been undertaken to develop the company's GIS systems,  
2 a focus of attention in this area has diverted attention away from some of the more fundamental  
3 and long-term records management and data quality issues facing the business.

4  
5 A number of different electronic indexes/manual ledgers and map-based access routes were used  
6 to access different sets of documentation. As such, it was extremely difficult for anyone to  
7 undertake any form of comprehensive search for pipeline records without the assistance of the  
8 Engineering Library Staff in Walnut Creek. Even then, the results were not definitive as the  
9 catalogs at their disposal were neither complete nor comprehensive. In addition, the duplication,  
10 geographic spread and evolutionary nature of the pipeline job folders meant that the records staff  
11 could not have provided any assurance that their searches located ALL pertinent information,  
12 unless they retrieved all of the related job folders from their respective storage locations/offices  
13 across the Gas Transmission Division. The diversity of different systems, catalogs, and storage  
14 locations meant that it was difficult for staff to gain a full picture of the information available to  
15 them on a given pipeline, let alone understand what was missing.

16  
17 The bulk of the Gas Transmission Divisions Records Management activities prior to San Bruno  
18 focused upon addressing the operational needs of active projects. Little attempt had been made to  
19 address the PG&E's 'paper-mountain' of historical records or develop of a comprehensive  
20 inventory and control process for all of the Gas Transmission Divisions historical records. This  
21 has left a legacy of records management issues in its wake, which are only now, post San Bruno,  
22 starting to be addressed.

23  
24 Many different industries have to operate in safety critical environments. The companies that  
25 operate in these sectors have all faced similar records management challenges to that of PG&E  
26 and have had to create the necessary programs, policies, procedures, systems and training to cope  
27 with such demands. Those that have been most successful have recognized the importance of  
28 their records and managed them as they would any other company asset. There a numerous  
29 success stories out there that demonstrate that it is possible to get records management right.

30  
31 This report, and its findings and conclusions, are consistent with the findings and conclusions of  
32 the NTSB, the Blue Ribbon Panel, and PG&E itself. Each may have reached its findings and  
33 conclusions based on different considerations and perspectives. However, each has concluded  
34 that PG&E's recordkeeping practices have been deficient and have diminished pipeline safety.  
35 NTSB, the agency charged with ascertaining the cause of the September 9, 2010 pipeline  
36 rupture, has discussed PG&E recordkeeping deficiencies in its reports on the incident and its  
37 urgent safety recommendations also flowing from the incident. On January 3, 2011 the NTSB  
38 issued an "urgent safety recommendation" that noted:

39  
40 "The NTSB's examination of the ruptured pipe segment and  
41 review of PG&E's records revealed that although the as-built  
42 drawings and alignment sheets mark the pipe as seamless API 51  
43 Grade X42 pipe, the pipeline in the area of the rupture was  
44 constructed with longitudinal seam-welded pipe.....Consequently,

1 the short pieces of pipe of unknown specifications in the ruptured  
2 pipe segment may not be as strong as the seamless API 51, Grade  
3 X42 steel pipe listed in PG&E's records....It is critical to know all  
4 the characteristics of a pipeline in order to establish a valid MAOP  
5 below which the pipeline can be safely operated. The NTSB is  
6 concerned that these inaccurate records may lead to incorrect  
7 MAOPs.”  
8

9 The same urgent safety recommendation urged PG&E to search “aggressively and diligently” for  
10 all “as-built drawings, alignment sheets, and specifications, and all design, construction,  
11 inspection, testing maintenance, and other related records...” in class 1 and 2 locations that had  
12 not had MAOP validated through hydro testing. The NTSB added that the “records should be  
13 traceable, verifiable, and complete”.<sup>193</sup> PG&E was unable to comply with the recommendation  
14 and order, causing the Commission to issue its order to show cause. PG&E's inability to comply  
15 to gather and analyze data, in response to an urgent NTSB recommendation and Commission  
16 order, is a damning testament to the state of PG&E's recordkeeping. In its September 2011 final  
17 report on the San Bruno pipe rupture, the NTSB concluded that “PG&E lacks robust data and  
18 document information management systems and processes. These hinder the collection, quality  
19 assurance/quality control, and analysis of data to fully characterize threats to pipelines as well as  
20 assess the risk posed by the threats on the likelihood of a pipeline's failure”. After the San  
21 Bruno rupture, the Commission contracted various experts for an analysis and report on the  
22 reasons why it occurred. In June 2011 a panel of consultants, named the “Blue Ribbon” panel,  
23 released their report. The panel implicated recordkeeping deficiencies as one of the factors that  
24 led to the rupture.  
25

26 Despite PG&E admitting to this Commission that its pipeline recordkeeping was deficient, it has  
27 asked this Commission for authority to spend \$222.8 million to reform its recordkeeping, and  
28 charge these costs back to its ratepayers. As consultants, we suggest that these costs are  
29 excessive, and we cannot support PG&E's request for them regardless of their total. The scope  
30 and degree of PG&E's proposals do, however, inform the Commission of the nature of the  
31 recordkeeping transformation and improvement that PG&E must undertake. We also suggest  
32 that the Commission take note of the final version of PG&E's Internal Report pertaining to  
33 recordkeeping in the Gas Transmission Division that is being developed on its behalf by  
34 Pricewaterhouse Coopers, and is due for released in early March. As we have stated earlier, the  
35 draft of this report provided a damning indictment of the state of PG&E's current record  
36 keeping practices many of which have not changed since the San Bruno Pipeline rupture and fire.  
37 Finally, we recommend that the commission consider implementing an annual records  
38 management audit of PG&E to monitor its ongoing records management activities, performance  
39 and improvement.  
40

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<sup>193</sup> National Transportation Safety Board. 2011. Pacific Gas and Electric Company Natural Gas Transmission Pipeline Rupture and Fire, San Bruno, California, September 9, 2010. Pipeline Accident Report NTSB/PAR-11/01. Washington, DC, p.133

## 8. Appendices

### 8.1. Appendix 1: An Introduction to Records Management

#### 8.1.1. A short history of Records Management

As this investigation covers an extended period of time, from 1955 to date, and references records management practices from the early 1900s, it is worthwhile placing records management in its historical context. Our reason for discussing these matters is to show that from the 1930s large corporations such as PG&E should have been accustomed to record keeping requirements and compliance with standards.

It is worth noting that on October 23 1912 the Railroad Commission of the State of California established and issued the Uniform Classification of Accounts for Gas Corporations that was adopted in January 1913. While it was primarily a system for managing financial information it did include references to keeping engineering and other records and memoranda. Since October 10, 1912, the CPUC's General Order 28, required every public utility and common carrier under CPUC jurisdiction to "preserve all records, memoranda and papers supporting each and every entry (for) (a)ll records pertaining to depreciation and replacement of equipment and plant."

**The 1930s and 40s:** It was in the 1930s that record keeping practices became more widely recognized.<sup>194</sup> The National Archives and Records Administration (NARA) was established as the result of legislation passed by Franklin D Roosevelt, in 1934 and "is the nation's record keeper".<sup>195</sup> NARA's remit was to identify, from the volume of records being created by the US government, federal records that should be retained. By the late 1930s the National Archive had recognized that duplication, lack of procedures and inconsistency in managing records was rife amongst the various different government agencies. In 1943 the Records Disposal Act was passed and then amended in 1945. The amendment provided a general schedule identifying and authorizing the disposal of certain records common amongst government agencies. In 1948 the National Records Management Council of New York was awarded a contract to make recommendations to improve government efficiency in managing records. This initiative came from the first Hoover Commission that had recommended organizational changes to promote economy, efficiency, and improved service.

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<sup>194</sup> P2-191- (Chapter 2 and 2A Attachments) PG&E Circular Letter Ex642: Federal Power Regulations to Govern the Preservation of Records (05/17/1951) refers to a letter from a Mr. Downing, dated 8 December 1938, relating to the Federal Power Commission's Regulation to govern the preservation of records of public utilities and licensees, effective August 1938,

<sup>195</sup> [www.nara.gov](http://www.nara.gov)

1 The U.S. National Archives and Records Administration (NARA) has recognized Records  
2 Management from its beginnings in the 1930's to modern day. Under NARA Regulations Sub  
3 Chapter B of 36 CFR Chapter XII parts 1220 to 1239 it provides detailed records management  
4 guidance to government agencies. It references ISO 15489 throughout parts 1220 to 1239 as the  
5 standard used as guidelines for Subchapter B. Subchapter B contains the regulations affecting  
6 Federal agencies and their records management programs. The most recent revision to these  
7 regulations was effective 2 November 2009. NARA provides a 'crosswalk' from the previous  
8 regulations to the current. NARA regulations are relevant to the San Bruno investigation  
9 because they have provided background and context to recognized record keeping standards  
10 since the 1930s. The fact that NARA provides records management guidance to government  
11 agencies, impacts on record keeping statements within laws and regulations, as well as the record  
12 keeping practices within all sectors of the U.S. economy, including gas transmission.

13

14 **The 1950s and 60s:** The Water Power Commission (1920) became the Federal Power  
15 Commission in 1930 when Federal Regulation began in earnest and by the 1950s the FPC's  
16 Regulation to govern the preservation of records of public utilities and licensees (1938) had been  
17 in effect for 12 years. However, Records Management as a profession with a set of principles and  
18 standards, was still in its infancy in the 1950s but organizations with a clear remit to preserve  
19 records were already developing policies and practices to manage their records. The Federal  
20 Records Act of 1950 established the framework for records management programs in  
21 Government Agencies. In the energy and engineering sectors in the 1950s drawings,  
22 specifications, welders documentation were hand-written and produced on paper; managed and  
23 maintained by the engineers and technicians and if they were typed, perhaps then 'filed' by the  
24 secretary in the local offices. Rarely, if at all, were 'active' records maintained centrally, the  
25 person who created and used the documents kept the documents. Duplication was not a simple  
26 matter unless the document was typed with a carbon copy so little was removed and protected in  
27 a central location. During the 1950s the commercial records management industry was born with  
28 a number of removal companies developing specialized storage services for records. They  
29 provided warehousing, transport and cartons to pack and store documents that organizations had  
30 to retain for numbers of years. Similarly, PG&E, in 1961<sup>196</sup>, introduced the Records Center to  
31 the General Office Departments to provide storage for corporate records that were required to be  
32 retained. . In 1955, the American Records Association (ARMA)<sup>197</sup> was founded. It later merged  
33 with The Association of Records Executives and Administrators (AREA) to become the  
34 Association of Records Managers and Administrators retaining the acronym ARMA and  
35 becoming the national professional body for records and information managers. Today, with  
36 more than 10,000 members across the globe, the association provides education, standards,  
37 guidelines and publications including the "Generally Accepted Record-Keeping Principles"  
38 (GARP<sup>®</sup>)<sup>198</sup> cited in this document, and is a recognized leader in the development of the records  
39 management profession.

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<sup>196</sup> P2-194 (Chapter 2 and 2A Attachments)PG&E SP 210.4-3 Retention of Records General Office Departments (03/01/1961)

<sup>197</sup> [www.arma.org](http://www.arma.org)

<sup>198</sup> [www.arma.org/garp/](http://www.arma.org/garp/)

1 **The 1970s:** The work undertaken by the government did not always impact the private sector.  
2 Organizations of the time, within certain sectors such as pharmaceuticals, energy, engineering,  
3 more attention was being paid to the development of records management programs to manage  
4 documents to prove that products and structures had been designed, developed, built to industry  
5 standards, and, in accordance with laws and regulations. To abide by the increasing number of  
6 new laws and regulations that contained rules and guidance on how long records should be kept,  
7 in-house records centers were being established to mirror those in the public sector, and  
8 documents were being sent to commercial storage companies for retention. With the  
9 introduction of word processors, and, as the ability to create and print documents accelerated,  
10 linked with longer time periods being introduced to retain documents, the need for more records  
11 management controls, and a greater awareness of the need to file, maintain and retain documents  
12 became the status quo.

13

14 **The 1980s:** This decade saw both public and private sector introduce personal computers on  
15 every desktop. Printers were scattered around offices and consequently more and more paper  
16 appeared multiplying the numbers of the same document around the office. The Paperwork  
17 Reduction Act of 1980, via the Office of Management and Budget, resulted in authority being  
18 given to the Office of Information and Regulatory Affairs to regulate matters with regard to  
19 federal information, and to establish information policies in an attempt to reduce the amount of  
20 paperwork being handled by the government. Records Management had never been needed more  
21 than at this time.

22

23 **The 1990s:** With the introduction of more and more technology to assist organizations to gain  
24 efficiency and market and sell their products more easily, alongside a need to reduce operating  
25 costs, the early 1990's saw many records centers 'downsize' and staff were replaced with  
26 document management software and electronic storage systems that 'could do the record-  
27 keeping job more easily' removing the necessity for records clerks to file and maintain paper  
28 repositories. This proved to be a mistake as the paper mountains increased, the new electronic  
29 systems were not intuitive so people reverted to paper, and previously well managed paper filing  
30 systems fell into disarray.

31

32 **The 2000s:** The turn of the century saw an increase in technology and even more paper was  
33 being scattered across organizations as staff printed emails and copies of the same document  
34 over and over again. Filing and finding on desktop computers, laptops and eventually smart  
35 phones and tablets necessitated the recent introduction of robust searching tools and various  
36 applications to catalog; create taxonomies and try to manage retention and disposition of  
37 electronic records. Towards the late 2000s, content management and workflow products began  
38 to include records management in their applications requiring records managers and others with  
39 information governance responsibilities to manage the information lifecycle with electronic  
40 tools. Paper still abounds in certain organizations where legacy systems are held on paper.  
41 Organizations are recognizing that information held in their records is one of their major assets.  
42 Compliance, retention and disposition are at the forefront of every records management  
43 practitioner's job.

44

1 **8.1.2. Retention**

2

3 The retention and disposal of information is governed not only by business requirements but by  
4 laws and regulations related to the sector in which the business operates. So it is with the energy  
5 sector and records retention statements have been inserted in standards, rules, regulations and  
6 laws since 1913. The National Archives and Records Administration (NARA) issues clear  
7 guidelines on Records Management Sub Chapter B of 36 CFR Chapter XII parts 1220 to 1239.

8

9 Retention schedules are based on legal, regulatory or operational requirements, and establish  
10 trigger dates that authorize the dispatch of records to archival storage for long term retention or  
11 their destruction if no longer needed. PG&E operates in a number of highly regulated, safety-  
12 critical sectors and non-compliance with stringent privacy, security and retention requirements  
13 can give rise to hefty fines and penalties.

14

15 **Defining retention rules**

16

17 Finding and understanding the laws and regulations that govern the organization in relation to  
18 records retention is a lengthy research process. Finding all the sources can be challenging as  
19 knowledge of the subject matter; the work processes; and records management is needed to find,  
20 interpret and apply the stated rules. These rules regularly conflict with each other and can be  
21 ambiguous. Most often the retention periods stated are minimum time frames. Legislation and  
22 regulations that contain records retention statements can date back 100 years.<sup>199</sup> Rules governing  
23 engineering documentation and safety,<sup>200</sup> may be placed in a section on ‘welding’ or ‘operations  
24 and maintenance’ and the regulations<sup>201</sup> may cross refer to other legislation and standards.

25

26 As a general ‘rule of thumb’ ”perhaps 30 per cent of the documents that an organization keeps  
27 are governed by laws and regulations. Of the rest, a further 20 per cent may have codes of  
28 practice or defined best practice rules that govern them, leaving the remaining 50 per cent with  
29 no rules whatsoever. Many of the statutes and regulations leave the decision on the actual length  
30 of time the record is kept up to the organization to decide, based on the needs for and use of the  
31 record in terms of the organization’s business or sector.”<sup>202</sup>

32

33

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<sup>199</sup> Uniform Classification of Accounts for Gas Corporations prescribed by The Railroad Commission of the State of California adopted October 23 1912, effective January 1913

<sup>200</sup> ASME B31.1.8-1938

<sup>201</sup> 49 CFR part 192-917

<sup>202</sup> North, Alison – Managing Records Retention and Disposal US Edition - 2011

1 In sectors that have a need to focus on safety, such as the energy sector, the percentage of records  
2 governed by regulations increases as does the number of documents that contain sentences on  
3 record-keeping and retention / disposition. For these very reasons it is imperative that the person  
4 responsible for the development and maintenance of the records retention schedule is  
5 experienced not only in the records management principles but has full knowledge of the work  
6 that is undertaken and the documents that are created and maintained within each section of the  
7 organization. In the oil and gas sector, the records life cycle, often mirrors that of the asset life  
8 cycle, for example, pipeline, well and facility records are kept for as long as the asset is retained  
9 by the organization irrespective of the minimum legal retention periods set by statute. This is  
10 because the information is essential to effectively managing the asset lifecycle. The information  
11 has both evidential and business value - and can be as valuable to the organization at the end of  
12 the assets life, for example, during decommissioning, asset transfer or sale, as it was during  
13 installation.

14

15 Development of a retention schedule at a corporate level that only takes into consideration  
16 corporate records such as financial; human resources; company documents, is incomplete and  
17 can lead to complacency and a belief that the organization is completely compliant. Leaving the  
18 operating sections to interpret the regulations; develop their own retention schedules and,  
19 implement them; and store their own records (electronic and paper); in a consistent fashion  
20 without the benefit of a clear retention policy; and implementation guidelines with a monitoring,  
21 auditing and training program appended; and, identification of those responsible for the various  
22 parts of the program is negligent and can lead to inefficient record-keeping practices and unsafe  
23 decisions on the retention and disposal of records. Highly-governed sectors such as  
24 pharmaceuticals and financial services have clearer guidelines and more laws, regulations and  
25 codes of practice to follow. These sectors have formed groups across organizations to discuss  
26 and develop retention guidelines for their sector. In addition, professional bodies such as ARMA  
27 and many national archives provide assistance via their websites and publications.

28

### 29 **8.1.3. Records Management Responsibilities**

30 'Records management is a necessary part of the work of almost all employees within an  
31 organization'.<sup>203</sup> As such, records management policies must permeate all organizational levels,  
32 generate responsibilities and promulgate procedures and practices that need dedicated  
33 implementation and monitoring to ensure that the 'business need for evidence, accountability and  
34 information about its activities is met'.<sup>204</sup> Responsibilities may be centralized through a single  
35 point of authority, or decentralized and spread across the departments and sections. In either  
36 case, responsibilities must be clearly defined and assigned to ensure that the organization has a  
37 solid network that supports delivery of an effective the records management program.

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<sup>203</sup> E. Shepherd and G. Yeo, *Managing records: a handbook of principles and practice*, London : Facet Publishing, p.1, 2003.

<sup>204</sup> Ibid.



1 Senior management support and endorsement together with adequate allocation of resources are  
2 essential. The International Organization for Standardization (ISO) has developed two new  
3 management systems standards for records aimed at senior management to ‘get their  
4 commitment to provide the appropriate leadership, funds and people for the implementation of  
5 records management processes’.<sup>205</sup>

#### 6 7 **8.1.4. Poor records management and business risk**

8 Where records are not properly managed they ‘will often be inadequate for the purposes for  
9 which they are needed’.<sup>206</sup> Potential risks include loss or premature destruction of important  
10 records. Other types of risks include:

- 11 • Mismanagement and incoherent decision making due to lack of accurate and complete  
12 information;
- 13 • Lack of evidence, proof of rights and ownership of assets, and inability to protect the rights  
14 of employees and clients;
- 15 • Vulnerability in cases of litigation;
- 16 • Non-compliance with legal, statutory or regulatory requirements;
- 17 • Failure to handle confidential information with appropriate security and the possibility of  
18 unauthorized access or disposal taking place;
- 19 • Failure to protect vital records, leading to inadequate business continuity planning;
- 20 • Over-reliance on human memory and the experience of individual members of staff;
- 21 • Ad-hoc decision-making within work units working in isolation, lack of standardization in the  
22 way records are managed, creation of information silos, disruption and fragmentation of the  
23 information flow across the organization.

#### 24 25 **8.1.5. The Benefits of Records Management**

26 A systematic approach to the management of records is essential in order for the organization to:

- 27 • Maintain corporate, personal or collective memory;
- 28 • Meet legislative and regulatory requirements;
- 29 • Conduct business in an orderly, efficient and accountable manner;
- 30 • Reduce risk of penalties from regulators for incomplete or poor record-keeping;
- 31 • Improve access to information access which may in turn improve productivity;
- 32 • Deliver services in a consistent and equitable manner;
- 33 • Support and document policy formation and managerial decision making;
- 34 • Provide consistency, continuity and productivity in administration;
- 35 • Provide continuity in the event of a disaster;

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<sup>205</sup> International Organization for Standardization, Corrected frequently asked questions on ISO/DIS 30300 and ISO/DIS 30301 documents, 2009.

<sup>206</sup> E. Shepherd and G. Yeo, *Managing records: A handbook of principles and practices*, London: 2003.

- 1 • Provide protection and support in litigation including the management of risks associated
- 2 with the existence/lack of evidence of activity;
- 3 • Protect the interests of the organization and the rights of employees, clients and present
- 4 and future stakeholders;
- 5 • Support and document current and future research and development activities,
- 6 developments and achievements, as well as historical research.

7

8 Recent high-profile events reported in the press have questioned the credibility of even the

9 largest companies. The most notable development in this area is the implementation of the

10 Sarbanes-Oxley Act in 2002, and the Pipeline Safety Bill in 2012. These acts have focused

11 attention on records management as a critical compliance issue with regard to corporate

12 governance.

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1 **8.2. Appendix 2: Records-related issues in PG&E’s Mapping Division**  
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3 This appendix contains a summary of the records-related issues identified in PG&E’s Mapping  
 4 Division by PG&E’s own management consultants, Pricewaterhouse Coopers (PwC). The table  
 5 below contains extracts from the PwC draft Internal Report January 18, 2012, issued to CPUC as  
 6 Data request 25<sup>207</sup> grouped by section/theme, for ease of reference.  
 7

Ref.	Theme/ Issue
<b>I</b>	<b>PEOPLE</b>
<b>I-A</b>	<b>Governance</b>
	<p><b>Governance:</b> Lack of formal governance structure (roles and responsibilities), policies, and procedures relating to the management of records and information. Informal or implied governance-centric practices, no true ownership and accountability of the lifecycle management of the records and information.</p> <p><b>Processes:</b> Processes do not necessarily address where information is collected, created, updated, shared between groups, stored in electronic systems, or disposed. Defined process and ownership of control points do not exist to validate the information</p> <p><b>Controls:</b> Separate quality assurance roles and processes are not defined. Quality control is undertaken by the Mappers themselves.</p> <p><b>Retention:</b> Document Retention Strategies not aligned with GOV-7001S. Education related to retention periods and retention schedules is not consistent and not well communicated. Changes to regulations and standards are distributed via email in the form of bulletins often only to specific individuals (i.e. supervisors) and may never reach the relevant staff.</p> <p><b>Metrics:</b> No formal internal auditing/monitoring of record and information management practices. No formal review of the information lifecycle management, governance and processes.</p>
<b>I-B</b>	<b>Morale and Incentive</b>
	<p>Loss of many experienced Mapping staff during recent business transformation (Mapper staff cuts from 217 down to 75, offset by increased productivity associated with, but prior to roll-out of GIS)</p> <p>Weak collaboration between groups that share information with one another (e.g. construction and mapping)</p> <p>Little accountability by groups that supply Mapping with data, to provide quality work packets to be mapped.</p>
<b>I-C</b>	<b>Resource Constraints</b>
<b>I-C-1</b>	<b>Supervisors and Leads:</b> Supervisors spread too thin and often can't provide the support, guidance, education and communication to their leads.
<b>I-C-2</b>	<p><b>Mappers:</b> Mappers often take on other roles and responsibilities outside of core mapping (e.g. following up missing information with construction crews, taking calls from the field, and printing maps for other groups). Lack of resources to keep up with the workload and to catch up on the backlog (including posting maps, filing paperwork, and following up on outstanding information)</p> <p><b>Backlogs:</b> Mapping backlog (unmapped jobs) exists but cannot be quantified. Additional Workloads (special projects and programs reduces their ability to perform core mapping responsibilities</p> <p><b>Missing Information:</b> Job files that simply cannot be mapped as they were originally received with missing information (from PG&amp;E or third party construction). Development's map (25 years old) missing 12 houses that exist on a certain street.</p> <p><b>Standardization :</b> Perceived inconsistencies in Mappers roles and responsibilities and the manner and practice that work is carried out across the various sites.</p>
<b>I-C-3</b>	<b>Clerks:</b> Clerks provide an inconsistent control function (e.g. reviewing forms for completeness and accuracy prior to paperwork being sent to mapping. High turnover of clerical staff contributes to inconsistencies.

<sup>207</sup> GasTransmissionSystemRecordsOIL\_DR\_CPUC\_025 -Q02(i) Supplement - Summary of Information Management Key Themes: PG&E Gas Mapping Organization, Internal PG&E report produced by PwC. [Preliminary Draft as of January 18, 2012].

I-D	<b>Training and Education</b>
I-D-1	<p><b>Employee Training:</b> The existing mapping training program "MAP" contains modules that demonstrate outdated and obsolete techniques (ink and vellum) which are no longer as applicable to the day-to-day responsibilities of mapping and how they execute their work.</p> <p>Employees lack sufficient training on records retention requirements and processes. Some employees are not aware of how long to keep specific records, where to find this information, or even if a records retention schedule exists. Most employees were unaware of the specific record retention guidelines as defined by GOV-7001S.</p>
I-D-2	<p><b>System Training:</b> Little to no effective training on widely used systems (SAP, GEMS, SharePoint, IGIS, ECTS, etc.) for the larger mapping population. Train-the-trainer techniques have been used with mixed results.</p>
<b>II</b>	<b>PROCESS</b>
II-A	<p><b>Process, Procedure and Standardization</b></p> <p>Lack of consistency in how processes are designed and communicated, and how different groups across offices understand and are accountable for their roles as inputs into the eventual mapping of a job.</p>
II-A-1	<p><b>Standards, Procedures and Manuals:</b> The mapping manual is outdated and does not include current standards. It has not been updated since the late 80s/ early 90s and does not incorporate the update bulletins that are now issued. Many mappers still retain old physical copies of the manual. While some Mappers have taken personal initiative to update their own manuals with new standards, most have not.</p> <p><b>Distribution:</b> Bulletins are periodically sent out via email, but a comprehensive location with all the most current mapping standards is not readily available or known to exist. Bulletins are not distributed to all Mappers, only supervisors or specific groups of individuals. It is the supervisor's responsibility to filter and forward bulletins to the Mappers. If a supervisor fails to forward the bulletins, the Mappers may not be aware of any changes unless they proactively refer to the Technical Library.</p> <p><b>Standardization:</b> Lack of standards in terminology and the use of forms across locations. Lack of consistency - in one office, regulation drawings are done manually and updated by pencil rather than in CAD.</p>
II-A-2	<p><b>Resource Management Centers:</b> Perceived lack of standards around processes and procedures results in inconsistencies around what information is included in job folders.</p> <p><b>Job Folders:</b> Job folders sent from RMC to Mappers often contain duplicated and unnecessary information. Mappers spend time removing and disposing of unnecessary information from the job folders. The process of transferring job folders between groups/individuals is tedious and inefficient. USPS is used to transfer physical files resulting in lost time / inefficiency and potentially lost paperwork.</p> <p><b>Standardization :</b> The standard process for scanning jobs into SAP is not consistently followed. Job folders scanned into SAP by RMC clerks may not be complete, do not always contain the final versions of documents, and may be unreadable or unusable, or not scanned at all. The process for closing out jobs is inconsistent at the Resource Management Center (RMC) and in the field locations.</p>
II-A-3	<p><b>Contractors:</b> Lack of controls over contractors cited for completeness, consistency, and quality of work.</p>
II-A-4	<p><b>Leak Surveys:</b> Reports of areas missing from the leak survey schedules. Existing services and mains missing from maps and may not have been leak surveyed. Lack of standardization in terms of documents received from the field, tracking mechanisms, hard copy document storage, and general process for the execution of leak surveys.</p>
II-A-5	<p><b>Map Corrections:</b> Lack of process and controls for field personnel submitting map corrections. The map correction process varies by location.</p>
II-A-6	<p><b>Emergency Zones:</b> Varying practices around the management of information related to emergency zones and associated shutoff valves. For example, some offices maintain this information in SharePoint while others are maintaining hard copies. In some offices mapping houses physical emergency zone shutoff binders. In one office a large map was displayed that engineering was responsible for updating.</p>
II-A-7	<p><b>Job Folders:</b> Lack of standardization of job folder contents and the order of the documents. Each office's practices for management and storage of job folders vary. Some locations have a backlog of job folders (work that still remains to be mapped due to lack of resources or to lack of information from the field that is still in the process of being retrieved) Many of the different areas that touch a particular job maintain their own folder of information as the job is passed along from function to function. Duplicate job folders and thus duplicate information can potentially exist between Gas Transmission Records, Division Offices, Engineering, Construction, and Billing.</p>
II-A-8	<p><b>Vectorization:</b> A large portion of maps in GEMS have not been vectorized. This cause issues when Mappers are accessing maps in GEMS.</p>
II-A-9	<p><b>Construction:</b> Lack of focus on paperwork quality and completeness, and there is no accountability or repercussions for incomplete paperwork. Mappers often feel as if they are doing part of construction's job by filling in or chasing down information that construction should have completed in the field. As-built drawings are not</p>

	always included in the job folders and often the red-lined original estimates are substituted as the as-built, with a notation made on the map.
II-B	<p><b>Physical Records:</b> The Gas Service Record (GSR) form is not easy to use or read. The format has changed multiple times making it increasingly complicated with each change (e.g. The new Op Change Form does not contain a field to document the job tracking number.)</p> <p><b>Tracking:</b> Physical security of documents is inadequate. "Out" cards are not consistently used and the process by which folders are "checked out" is not formalized.</p> <p><b>Conditions:</b> Storage conditions of physical documents vary greatly from office to office (documents housed in boxes, file cabinets, desktops, inboxes, off-site locations, adjacent buildings, and external storage sheds/containers). Physical documents not stored in controlled environments risk damage from leaks or other conditions that may contribute to physical deterioration of documents and records. Location of certain records is often based on institutional knowledge of the local staff and varies from location to location.</p> <p><b>Filing:</b> Records retrieved for litigation, regulatory, or the MAOP project may have been returned but not yet been re-filed. Local office personnel do not always re-file the records so they remain in the boxes in which they were returned.</p>
II-C	<p><b>Archival and Retention:</b> Paper records are being kept indefinitely (i.e. there is no proactive effort to identify records that are eligible for disposition) even though permanent retention is not mandated for processes like Leak Survey. Not all documents have, however, been retained permanently, as proven through the MAOP validation project activities in the search for transmission pressure test records.</p> <p><b>Missing Records:</b> There is no positive affirmation that records do exist; for example, missing records are often discovered when someone attempts to retrieve a record that is perceived not to exist. No action or understanding around record retention and the importance of purging records beyond their required retention period exists.</p> <p><b>Retention:</b> Lack of formal guidance around what is an official Record versus a transient document. Application of this knowledge is inconsistent from office to office. No formal process for record/document disposition is in place. Records Retention and Policy related information is difficult to locate and found in multiple areas (intranet, technical library, paper standards manuals on desks, organization memory, etc.)<sup>208</sup></p>
II-D	<p><b>Metrics / Quality Control:</b> PG&amp;E lacks the systems or processes to measure the mapping population and their responsibilities effectively. Mappers are measured in terms of their production time and not the quality of the services provided to their M&amp;C and GC colleagues or the quality review activities undertaken.</p>
II-E	<p><b>Access to Information:</b> Many Mappers spend at least half of their day searching for information (e.g., items that should have been placed into A-forms, GSRs and other forms, maps, job file data, standards, etc.) rather than actually performing core mapping functions. Some relocation of Mappers has occurred where a they have had to leave behind a portion or subset of records (documents/files/maps/etc.). Mappers then need to make trips to the old office to retrieve records, or waste time sending documents back and forth via the mail, or e-mail.</p> <p><b>Job Folders:</b> There is no process for storing certain types of records other than job packets and the associated documents. For example, communications with the field may be stored in email or tracked by the lead in a spreadsheet. In some offices, the lead does all of the communicating with the field, in other offices it is individual Mappers.</p> <p><b>Standardization:</b> Each office has different ideas about whether the most accurate tracking for outstanding jobs comes from SAP, a spreadsheet maintained by the lead, or perhaps what arrives in an inbox. Related paper and electronic records can be difficult to locate from office to office because of the unique process each office has created to ensure the Mappers have access to the information they need.</p> <p><b>Storage Location:</b> Location and organization of physical records varies by location and is often only known to a few individuals performing the filing. This has been further complicated with the records pulled for the MAOP and other special projects after the San Bruno incident.</p>

<sup>208</sup>As identified in the National Transportation Safety Board Report, "On June 9, 2011, the CPUC issued an order. . .The order requires operators to develop and file with the CPUC implementation plans to achieve orderly and cost-effective replacement or hydrostatic pressure testing of all gas transmission pipelines that have not been pressure tested. The proposed decision also provides requested guidance to PG&E in how it should complete its records-based MAOP determination and the limited uses for engineering assumptions." Pacific Gas and Electric Company Natural Gas Transmission Pipeline Rupture and Fire San Bruno, California September 9, 2010, P. 73. In light of the missing records and lack of formal retention guidance identified by the PWC report, a concern is raised about whether PG&E will create and successfully implement an effective Standard Practice to keep an accessible set of records that come from its MAOP validation efforts.

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III	TECHNOLOGY
	The systems are not well integrated, contain duplicate information, and have significant data integrity (accuracy and completeness) issues. Lack of sufficient and knowledgeable IT support for Mappers and for technical systems used and relied upon in the field.
III-A	<b>ECTS:</b> Many offices had no knowledge of ECTS. For those offices aware of ECTS, all reported issues with the usability of the front end, search functionality, poor quality of scans, duplicate information, missing information and other issues. Some of these issues may be due to lack of training on the use of the system.
III-B	<p><b>GEMS:</b> Some map scans in GEMS are of poor quality and unreadable; most distribution mapping offices retain and use the original mylar drawings to combat the issue. This causes a divergence in the information as some use the updated GEMS map, and others use the outdated mylar print.</p> <p><b>Scanning:</b> GEMS is generally acknowledged as the system of record, however, offices retain mylar prints because although scanning quality is improving, there is content written in margins and the margins were not part of the original scanning process. Mappers frequently refer back to mylars. Many offices cited at least weekly reference to mylar if not daily reference.</p> <p><b>Standardization:</b> Labels or symbology on maps may differ from division to division (e.g. the lack of standard for valve numbering procedures). Maps are inconsistent between Gas Transmission and Gas Distribution, as well as between divisions. Most diagrams are still in manual form and have not been vectorized for easy reading or electronic retrieval.</p>
III-C	<b>Intranet &amp; Technical Library (TIL):</b> The PG&E Intranet site and the Technical Information Library (TIL) is not user friendly, not meaningfully organized, difficult to locate information, and lacks adequate search functionality. (e.g. When provided with the PG&E Standard number "GOV-7001S" no search results were return even when various combinations of "GO 7001 S" or "GO 7001S" are run.
III-D	<b>SAP:</b> SAP is generally perceived to be the system with the least amount of data integrity issues, however, its extensive functionality has not been leveraged by the organization. "Hidden" job packages exist that are not entered into SAP because they are missing information from construction and Mappers would be unfairly penalized for the lack of job completion. There is no reliable tracking of the "Completeness of records" in SAP, other than anecdotal information from local offices.
III-E	<p><b>SharePoint:</b> SharePoint has not been fully developed. It is used as another shared drive in most cases, albeit more cumbersome and difficult to use than a share drive. Some staff described the leak survey tracking in SharePoint as painful, inefficient. Lack of collaboration across sites is a challenge, as is the lack of controls or guidance for SharePoint usage overall.</p> <p><b>Shared Drives:</b> Shared Drives are used by many groups to store legacy data or duplicative data that may also be in SharePoint or other systems, as it is easier and more convenient for staff to access.</p>
III-F	<p><b>IGIS:</b> The process of entering A-Forms is difficult and inefficient due to IGIS entry form not directly corresponding to the hard copy A-Form (e.g., fields in different order, different field names, and required fields in IGIS but generally not completed or required on the A-Form).</p> <p><b>Data Validation:</b> Validation of data entered in the IGIS form does not occur until the final page has been submitted which results in the user searching the form for missing fields. This has been further corroborated by instances in which the A-Form differed from what was entered into IGIS.</p>
III-G	<b>Non-Leak Information System (NLIS):</b> Not all offices reported entering jobs into NLIS. Those offices that reported using the system indicated that the necessary information to complete the form is not always provided to the Mappers. New addresses not in the system take roughly one week to get updated in the system and in some instances may cause delays in entering jobs.

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1 **8.3. Appendix 3: Extract from PG&E Standard Practices Documents 1951-2010**

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Responsible Party	Responsible for	Date Document issued	Issuing Party
General Office Department Heads and Division Managers	Supervision of the preservation and indexing of records	17 May 1951 <sup>209</sup>	Secretary
No responsible party cited but Records Management Consultant cited as available to assist and distribution to company officers and department heads	Destruction of all general office records which have outlived their usefulness to the company from a legal, operating and administrative standpoint	1 March 1959 <sup>210</sup>	President
Delegated responsibility to Divisions for disposal of records – distributed to company officers; department heads; division managers; records management advisors	Destruction of Division records held in Divisions	1 August 1959 <sup>211</sup>	President
Delegated responsibility to each General Office Department. – distributed to Company Officers; department heads and San Francisco Division Manager	To issue its own retention schedule and send to Records Center Supervisor with RM Consultant available for advice; Destruction of general office records and introduction of records center as storage for records that must be retained for a period of time	1 March 1961 <sup>212</sup>	Manager, Department on Procedures and Organization
General Office Department continuing responsibility– no distribution list only header “General Office”	To prepare a records retention schedule; To achieve maximum economy in the storage of inactive records and destroy when legally permissible those records that are no longer needed	1 July 1968 <sup>213</sup>	Secretary
Each General Office department to delegate one person to act as Department Representative	To be responsible for the transfer of records to Records Center, maintain an inventory of record locations at the Center and act as liaison between the department and the Records Center;  To achieve maximum economy in the storage of inactive records and destroy when legally permissible those records that are no longer needed	1 Nov 1976 <sup>214</sup>	Secretary
All Divisions to appoint a Division Records Management Advisor;  Supervisor of Records	To check periodically to see that records are destroyed in accordance with retention periods in FPC Regulations and CPUC Resolutions	November 1 1976 <sup>215</sup>	

<sup>209</sup> P2-191- (Chapter 2 and 2A Attachments) PG&E Circular Letter Ex642: Federal Power Regulations to Govern the Preservation of Records (05/17/1951)

<sup>210</sup> P2-192 (Chapter 2 and 2A Attachments) PG&E SP 210.4-3 Retention of Records General Office Departments (03/01/1959)

<sup>211</sup> P2-193 (Chapter 2 and 2A Attachments) PG&E SP 210.4-4 Retention of Records Divisions (08/01/1959)

<sup>212</sup> P2-194 (Chapter 2 and 2A Attachments) PG&E SP 210.4-3 Retention of Records General Office Departments (03/01/1961)

<sup>213</sup> P2-196 (Chapter 2 and 2A Attachments) PG&E SP 210.4-3 Retention and Destruction of Records General Office Departments (07/01/1968)

<sup>214</sup> P2-199 (Chapter 2 and 2A Attachments) PG&E SP 210.4-3 Retention and Destruction of Records General Office Departments (11/01/1976)

<sup>215</sup> P2-200 (Chapter 2 and 2A Attachments) PG&E SP 210.4-4 Retention and Destruction of Records Divisions (11/01/1976)

Responsible Party	Responsible for	Date Document issued	Issuing Party
	To provide staff assistance to all divisions in all matters pertaining to records retention. . .and other areas of the records management field		
Mr. L F Badet Supervisor of Records	He is referenced in letter to Company Officers and Department Heads (long circulation list of names attached)	January 3 1977 <sup>216</sup>	Secretary
Each General Office Department to delegate one person to act as Department Representative	To be responsible for the transfer of records to Records Center; maintain an inventory of record locations at the Center and act as liaison between the department and the Records Center; To achieve maximum economy in the storage of inactive records and destroy when legally permissible those records that are no longer needed; Departments should maintain an accurate inventory of records in storage at the Records Center	August 1 1977 <sup>217</sup>	Secretary
Department Heads – General Office Departments  Supervisor of Records	Determine retention periods under requirements show in this standard practice Ensure that records under their care and custody are retained for the periods specified by regulatory requirements indicated in this standard practice Transfer records to Record Storage Facilities as directed by this standard practice Review the destruction notice for records under their jurisdiction Supervise the operation of Company Record Storage Facilities Prepare and distribute Record Destruction Notices Administer the Record Retention Program and respond to questions or provide consultation when requested	June 1 1986 <sup>218</sup>	VP and Corporate Secretary
Regional Managers or their Designees - Operating Regions	Determine retention periods under requirements shown in this standard practice Ensure that records under their care and custody are retained for the periods specified by regulatory requirements indicated in this standard practice Ensure that records under their jurisdiction are promptly and properly destroyed when it	June 1 1986 <sup>219</sup>	VP and Corporate Secretary

<sup>216</sup> P2-201 (Chapter 2 and 2A Attachments) PG&E Memorandum re new standard practice 210.4-3 Retention of Records (01/03/1977)

<sup>217</sup> P2-202 (Chapter 2 and 2A Attachments) PG&E SP 210.4-3 Retention and Destruction of Records General Office Departments (08/01/1977)

<sup>218</sup> P2-204 (Chapter 2 and 2A Attachments) PG&E SP 210.4-3 Retaining and Destroying Records – General Office Departments (06/01/1986)

<sup>219</sup> P2-205 (Chapter 2 and 2A Attachments) PG&E SP 210.4-4 Retaining and Destroying Records – Operating Regions (06/01/1986)



Responsible Party	Responsible for	Date Document issued	Issuing Party
Supervisor of Records	is legally permissible to do so Administer the Record Retention Program and respond to questions or provide consultation when requested		
Corporate Secretary	Responsible for issuing, updating, and monitoring compliance with the corporate records policy that applies to PG&E and its subsidiaries...plus additional responsibilities around records center and safety and accessibility	June 13 1986 <sup>220</sup>	unknown
Officers; business unit general managers; region VPs; division managers; managers or designees	Responsible for compliance with accounting record retention regulations and preservation procedures and schedules	July 1 1991 <sup>221</sup>	Controller
Managers of Departments having major direction over the operation of subsidiary companies	Responsible for a number of actions relating to the filing and preservation of records of the subsidiary companies	January 2 1993 <sup>222</sup>	Corporate Secretary
Regional VPs or their designees  Supervisor of Records	Determine retention periods under requirements shown in this standard practice Ensure that records under their care and custody are retained for the periods specified by regulatory requirements indicated in this Standard Practice Ensure that records under their jurisdiction are promptly and properly destroyed when it is legally permissible to do so. Administer the Record Retention Program and respond to questions or provide consultation when requested	January 2 1993 <sup>223</sup>	Corporate Secretary
PG&E Departments and Subsidiaries: - Officers and their designees  - Supervisor of Records	Establish retention periods under requirements shown in this Standard Practice Ensure that records under their care and custody are retained for the periods specified by regulatory requirements indicated in this Standard Practice Transfer records to Record Storage Facilities as directed by this Standard Practice Review the destruction notice for records under their jurisdiction Supervise the operation of Company Record	April 1 1994 <sup>224</sup>	Corporate Secretary

<sup>220</sup> P2-206 (Chapter 2 and 2A Attachments) PG&E Corporate Records – Statement of Policy (06/13/1989)

<sup>221</sup> P2-208 (Chapter 2 and 2A Attachments) PG&E SP 210.4-1 Preservation of Accounting Records (07/01/1991)

<sup>222</sup> P2-209 (Chapter 2 and 2A Attachments) PG&E SP 210.4-2 Correspondence and Records of PG&E Subsidiary Companies (01/02/1993)

<sup>223</sup> P2-210 (Chapter 2 and 2A Attachments) PG&E SP 210.4-4 Retaining and Destroying Records – Operating Regions (01/02/1993)

<sup>224</sup> P2-211 (Chapter 2 and 2A Attachments) PG&E SP 210.4-3 Retaining and Destroying Records – All PG&E Departments and Subsidiaries (04/01/1994)

Responsible Party	Responsible for	Date Document issued	Issuing Party
	Storage facilities Prepare and distribute Record Destruction Notices Administer the Record Retention Program and respond to questions and provide consultation when requested		
Corporate Secretary  Officers of PG&E and all subsidiaries	Responsible for issuing, updating, and monitoring compliance with the corporate records policy that applies to PG&E and its subsidiaries. Provide originals of all corporate records as defined on page E3.4-1 to corporate secretary, or as delegated by the Corporate Secretary who retains records in a safe and accessible manner	May 10 1996 <sup>225</sup>	Unknown – subsequent documents reference a corporate policy manual with same E3.4 nomenclature
Officers or their designees  Supervisor of Records (Mr. L Badet still in post)	Monitor compliance with the corporate standard practice CSP4 Administers the Record Retention Program.....	July 1 1996 <sup>226</sup>	Corporate Secretary
Information Sponsors  Supervisor of Records (Mr. L Badet still in post)	Ensure that records are retained as required by law Administers the Record Retention Program	October 22 1998 <sup>227</sup>	Corporate Secretary
Information Sponsors  Supervisor of Records (Mr. L Badet still in post)	Ensure that records are retained as required by law Administers the Record Retention Program	October 20 2000 <sup>228</sup>	Corporate Secretary
Each Officer  Corporate Secretary [Department]	Ensures that records in his or her organization are retained as required by law Administers record retention program	October 1 2008 <sup>229</sup>	Corporate Secretary
Officers  Corporate Secretary office	Ensure that records under their jurisdiction are retained for appropriate periods Each officer certifies (annually) that his or her organization is in compliance with the requirements of the standard Distributes record retention and disposal standard, every September, to all officers of PG&E Corporation and its affiliates and subsidiaries	October 1 2010 <sup>230</sup>	VP Corporate Governance and Corporate Secretary

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<sup>225</sup> P2-214 (Chapter 2 and 2A Attachments) PG&E Corporate Records Policy Statement (05/01/1996)

<sup>226</sup> P2-215 (Chapter 2 and 2A Attachments) PG&E CSP4: Corporate Standard Practice 4 Record Retention (07/01/1996)

<sup>227</sup> P2-216 (Chapter 2 and 2A Attachments) USP4 Utility Standard Practice – Record Retention and Disposal (10/22/1998)

<sup>228</sup> P2-220 (Chapter 2 and 2A Attachments) PG&E USP4: Utility Standard Practice 4 Record Retention and Disposal (10/20/2000)

<sup>229</sup> P2-228 (Chapter 2 and 2A Attachments) PG&E USP4: Utility Standard Practice 4 Record Retention and Disposal (10/01/2008)

<sup>230</sup> P2-4 and P2-233 (Chapter 2 and 2A Attachments) PG&E GOV7001S Record Retention and Disposal Standard (10/01/2010)

#### 1 8.4. Appendix 4: GARP® Principles

2  
3 This section contains a detailed explanation of the eight Generally Accepted Record-keeping  
4 Principles® (GARP®) defined by ARMA International,<sup>231</sup> that have been used as a basis of an  
5 information management maturity assessment of PG&E’s Gas Transmission Division prior to the  
6 San Bruno pipeline rupture and fire. The eight Generally Accepted Record-keeping Principles  
7 (GARP®) include Accountability; Compliance; Transparency; Availability; Integrity; Retention;  
8 Protection; and Disposition. The characteristics of each of these Principles is discussed in detail  
9 overleaf and presented together with their respective benchmarking criteria.<sup>232, 233</sup>

10  
11 To support the introduction and use of GARP®, ARMA International state that “The principles  
12 of record-keeping have been well developed by those who are fully involved in records and  
13 information management. They form the basis upon which every effective records program is  
14 built and are the yardstick by which any record-keeping program is measured. Regardless of  
15 whether an organization or its personnel are aware of them, they form the basis upon which that  
16 organization’s record-keeping will one day be judged. It is in the general interest of all  
17 organizations, to be fully aware of these principles and to manage records and information assets  
18 in accordance with them. ARMA International published these eight Generally Accepted  
19 Record-keeping Principles® to foster general awareness of record-keeping standards and  
20 principles and to assist organizations in developing records systems that comply with them.

21  
22 These principles are comprehensive in scope, but general in nature. They are not addressed to a  
23 specific situation, industry, country, or organization, nor are they intended to set forth a legal rule  
24 for compliance that must be strictly adhered to by every organization in every circumstance.  
25 They are intended to set forth the characteristics of an effective record-keeping program, while  
26 allowing flexibility based upon the unique circumstances of an organization’s size,  
27 sophistication, legal environment, or resources. The objectivity of the principles, combined with  
28 a reasonable approach to applying them, will yield sound results for any organization: a  
29 responsive, effective, and legally compliant record-keeping system”.

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231 <http://www.arma.org/garp/index.cfm>

232 <http://www.arma.org/garp/metrics.cfm>

233 <http://www.arma.org/garp/Garp%20maturity%20Model.pdf>

1 **Principle of Accountability<sup>234</sup>**  
2

3 **An organization shall assign a senior executive who will oversee a record-keeping program**  
4 **and delegate responsibility to appropriate individuals, adopt policies and procedures to**  
5 **guide personnel, and ensure auditability.**  
6

- 7 • The senior executive in charge should establish a method to design and implement a  
8 structure to support the record-keeping program.
  - 9 • Governance structure should be established for program development and  
10 implementation.
  - 11 • Necessary components include an accountable person and a developed program.
  - 12 • A record-keeping program should have documented and approved policies and  
13 procedures to guide its implementation.
- 14

15 Auditability enables the program to validate its mission and be updated as appropriate. A basic  
16 premise to sound record-keeping is that within each organization, someone is designated as  
17 responsible for the overall program. This does not have to be a full-time responsibility, but it  
18 does need to be formally designated to someone in a senior-level position who has access to  
19 other senior executives and can ensure program implementation across the organization. The  
20 accountable senior executive will oversee the overall record-keeping program, although this  
21 executive often will assign or designate other personnel to roles and tasks involved in different  
22 parts of the record-keeping program.  
23

24 A major responsibility for this executive is program development. As an on-going program,  
25 record-keeping requires the program to be monitored for compliance and to identify any areas  
26 requiring improvement. The matters identified during the monitoring lead to program  
27 improvements, which the senior executive will oversee at the appropriate level. Governance  
28 should be established through the organization, assigning defined roles and responsibilities to  
29 different staff so it is clear where responsibilities reside and how the chain of command works to  
30 build, implement, and upgrade the record-keeping program. For example, sub-committees can be  
31 designated to help build policies or to define and implement technology.  
32

33 For staff to know how to implement the record-keeping program, it is essential to have program  
34 policies and procedures that are documented, formally approved, and communicated to  
35 personnel. Updates to the policy and procedures should be available to staff, as should record-  
36 keeping training. All of this is designed to further standardize the program across the  
37 organization. This standardization enhances staff's efforts to effectively implement the record-  
38 keeping program.  
39

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<sup>234</sup> <http://www.arma.org/garp/accountability.cfm>

1 *Auditability* is the process designed to prove the program is accomplishing its goals, while  
 2 seeking areas for improvement to further protect the organization and its records.

3  
 4  
 5  
 6  
 7  
 8  
 9

- Staff should be able to demonstrate program awareness.
- Records should be retained for the right amount of time and disposed of when no longer required.
- Policies should be kept up-to-date and cover all records media.
- Auditing should verify the status of complying with these standards.

10 An organization’s record-keeping audits should be reported to the board of directors (or its audit  
 11 committee) to show program adherence in accordance with documented policies and procedures,  
 12 requirements (for retention, privacy, access to records, and access controls, for example), and the  
 13 organization’s goals for its record-keeping program.

14

GARP® Principle: Accountability	<b>Accountability:</b> A senior executive (or person of comparable authority) oversees the record-keeping program and delegates program responsibility to appropriate individuals. The organization adopts policies and procedures to guide personnel, and ensure the program can be audited.
<b>Level 1</b> (Sub-Standard)	No senior executive (or person of comparable authority) is responsible for the records management program. The records manager role is largely non-existent or is an administrative and/or clerical role distributed among general staff.
<b>Level 2</b> (In Development)	No senior executive (or person of comparable authority) is involved in or responsible for the records management program. The records manager role is recognized, although he/she is responsible for tactical operation of the existing program. In many cases, the existing program covers paper records only. The information technology function or department is the de facto lead for storing electronic information, but this is not done in a systematic fashion. The records manager is not involved in discussions of electronic systems.
<b>Level 3</b> (Essential)	The records manager is an officer of the organization and is responsible for the tactical operation of the on-going program on an organization-wide basis. The records manager is actively engaged in strategic information and record management initiatives with other officers of the organization. Senior management is aware of the program. The organization has defined specific goals related to accountability.
<b>Level 4</b> (Proactive)	The records manager is a senior officer responsible for all tactical and strategic aspects of the program. A stakeholder committee representing all functional areas and chaired by the records manager meets on a periodic basis to review disposition policy and other records management-related issues. Records management activities are fully sponsored by a senior executive.
<b>Level 5</b> (Transformational)	The organization’s senior management and its governing board place great emphasis on the importance of the program. The records management program is directly responsible to an individual in the senior level of management, (e.g. chief risk officer, chief compliance officer, chief information officer) OR, a chief records officer (or similar title) is directly responsible for the records management program and is a member of senior management for the organization. The organization’s stated goals related to accountability have been met.

15  
 16

1 **Principle of Compliance**<sup>235</sup>  
2

3 **The record-keeping program shall be constructed to comply with applicable laws and other**  
4 **binding authorities, as well as the organization's policies.**  
5

6 It is the duty of every organization to comply with applicable laws, including those for  
7 maintaining records. An organization's credibility and legal standing rest upon its ability to  
8 demonstrate that it conducts its activities in a lawful manner. The absence or poor quality of the  
9 records required to demonstrate this damages an organization's credibility and may impair its  
10 standing in legal matters or jeopardize its right to conduct business. The duty of compliance  
11 affects a record-keeping system in two ways:  
12

13 1) The record-keeping system must contain information showing that the organization's  
14 activities are conducted in a lawful manner.  
15

16 2). The record-keeping system is itself subject to legal requirements such as requirements to  
17 maintain tax or other records.  
18

19 It follows from this that every organization must:  
20

- 21 • Know what information must be entered into its records to demonstrate that its activities  
22 are being conducted in a lawful manner
- 23 • Enter that information into its records in the manner prescribed by law
- 24 • Maintain its records in the manner and for the time prescribed by law  
25

26 An organization that is subject to codes of conduct, ethics rules, or other authorities is subject to  
27 a duty to comply with them also. To the extent that record-keeping is required to demonstrate  
28 compliance with the code or rules, or the organization's records system is itself subject to the  
29 code or rules, the organization's records must be maintained in accordance with them. A policy  
30 is an internal rule of conduct for the organization and the organization's own statements of what  
31 it deems to be correct conduct. By its nature, a policy imposes a duty of compliance upon the  
32 organization and its personnel. To comply with laws and other authorities, an organization must  
33 adopt and enforce suitable policies to direct and control its record-keeping. The precise manner  
34 and duties of compliance will vary from organization to organization. Some organizations may  
35 be subject to multiple laws and legal doctrines, as well as codes of ethics and other authorities.  
36 This may, in turn, require the organization to adopt and enforce multiple and stringent policies  
37 for record-keeping. An organization that is subject to fewer regulations may need fewer record-  
38 keeping policies to maintain compliance. Every organization, however, should draft and enforce  
39 its policies and conduct its activities in a manner reasonably calculated to ensure compliance  
40 with the totality of authorities applicable to it.

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<sup>235</sup> <http://www.ama.org/garp/compliance.cfm>

GARP® Principle: Compliance	<b>Compliance:</b> The record-keeping program shall be constructed to comply with applicable laws and other binding authorities, as well as the organization's policies.
<b>Level 1</b> (Sub-Standard)	There is no clear definition of the records the organization is obligated to keep. Records and other business documentation are not systematically managed according to records management principles. Various groups of the organization define this to the best of their ability based on their interpretation of rules and regulations. There is no central oversight and no consistently defensible position. There is no defined or understood process for imposing "holds."
<b>Level 2</b> (In Development)	The organization has identified the rules and regulations that govern its business and introduced some compliance policies and record-keeping practices around those policies. Policies are not complete and there is no apparent or well-defined accountability for compliance. There is a hold process, but it is not well-integrated with the organization's information management and discovery processes
<b>Level 3</b> (Essential)	The organization has identified all relevant compliance laws and regulations. Record creation and capture are systematically carried out in accordance with records management principles. The organization has a strong code of business conduct which is integrated into its overall information governance structure and record-keeping policies. Compliance and the records that demonstrate it are highly valued and measurable. The hold process is integrated into the organization's information management and discovery processes for the "most critical" systems. The organization has defined specific goals related to compliance.
<b>Level 4</b> (Proactive)	The organization has implemented systems to capture and protect records. Records are linked with the metadata used to demonstrate and measure compliance. Employees are trained appropriately and audits are conducted regularly. Records of the audits and training are available for review. Lack of compliance is remedied through implementation of defined corrective actions. The hold process is well-managed with defined roles and a repeatable process that is integrated into the organization's information management and discovery processes.
<b>Level 5</b> (Transformational)	The importance of compliance and the role of records and information in it are clearly recognized at the senior management and board levels. Auditing and continuous improvement processes are well-established and monitored by senior management. The roles and processes for information management and discovery are integrated. The organization's stated goals related to compliance have been met. The organization suffers few or no adverse consequences based on information governance and compliance failures.

1  
2

1 **Principle of Transparency<sup>236</sup>**  
2

3 **The processes and activities of an organization's record-keeping program shall be**  
4 **documented in an understandable manner and be available to all personnel and**  
5 **appropriate interested parties.**  
6

7 Many parties have a legitimate interest in understanding the processes that govern the  
8 management of a record-keeping program and the activities undertaken within it. In addition to  
9 the organization itself and its personnel, those parties include but are not limited to government  
10 authorities, auditors and investigators, litigants, and, for some organizations, the general public.

11  
12 It is in the best interest of every organization, and of society in general, that all parties clearly  
13 understand:

- 14
- 15 • The organization conducts its activities in a lawful and appropriate manner.
- 16 • The record-keeping system accurately and completely records the activities of the
- 17 organization.
- 18 • The record-keeping system is itself structured in a lawful and appropriate manner.
- 19 • Activities conducted to implement the record-keeping program are conducted in a lawful
- 20 and appropriate manner.
- 21

22 The clearest and most durable evidence of these things are records. In the case of a record-  
23 keeping program, those records include record-keeping policies and procedures and transactional  
24 records of the activities undertaken during the course of the record-keeping program. To ensure  
25 that interested parties will have confidence in them, records documenting the record-keeping  
26 program must themselves adhere to the fundamentals of records management. They should:

- 27
- 28 • Document the principles and processes that govern the program
- 29 • Accurately and completely record the activities undertaken to implement the program
- 30 • Be written or recorded in a manner that clearly sets forth the information recorded
- 31 • Be readily available to legitimately interested parties
- 32

33 The information recorded in these records and the extent to which they are available to interested  
34 parties will vary depending upon the circumstances of the organization.

35 An organization that is subject to open records laws may need to make all records available to  
36 any person upon request. Other organizations may have a legitimate need to protect confidential  
37 or proprietary information, and they may therefore reasonably put in place procedures designed  
38 to control access to information. Complex and highly regulated record-keeping systems may  
39 require extensive records documenting them. Simple systems may require only a few. In each  
40 case, however, the rationales and outcomes should be clear to legitimately interested parties.

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<sup>236</sup> <http://www.ama.org/garp/transparency.cfm>



1 Every organization must therefore create and manage the records documenting its record-  
 2 keeping program to ensure that the structure, processes, and activities of the program are  
 3 apparent and understandable to legitimately interested parties and that the records documenting  
 4 the program and its activities are reasonably available to them.

5

GARP® Principle: Transparency	Transparency: The processes and activities of an organization’s record-keeping program are documented in a manner that is open and verifiable and is available to all personnel and appropriate interested parties
<b>Level 1</b> (Sub-Standard)	It is difficult to obtain information about the organization or its records in a timely fashion. No clear documentation is readily available. There is no emphasis on transparency. Public requests for information, discovery for litigation, regulatory responses, or other requests (e.g., from potential business partners, investors, or buyers) cannot be readily accommodated. The organization has not established controls to ensure the consistency of information disclosure. Business processes are not well defined.
<b>Level 2</b> (In Development)	The organization realizes that some degree of transparency is important in its record-keeping for business or regulatory needs. Although a limited amount of transparency exists in areas where regulations demand transparency, there is no systematic or organization wide drive to transparency.
<b>Level 3</b> (Essential)	Transparency in record-keeping is taken seriously and information is readily and systematically available when needed. There is a written policy regarding transparency. Employees are educated on the importance of transparency and the specifics of the organization's commitment to transparency. The organization has defined specific goals related to transparency.
<b>Level 4</b> (Proactive)	Transparency is an essential part of the corporate culture and is emphasized in training. The organization monitors compliance on a regular basis.
<b>Level 5</b> (Transformational)	The organization's senior management considers transparency as a key component of information governance. The organization's stated goals related to transparency have been met. The organization has implemented a continuous improvement process to ensure transparency is maintained over time. Software tools that are in place assist in transparency. Requestors, courts, and other legitimately interested parties are consistently satisfied with the transparency of the processes and the response

6

7

1 **Principle of Availability<sup>237</sup>**  
2

3 **An organization shall maintain records in a manner that ensures timely, efficient, and**  
4 **accurate retrieval of needed information.**  
5

6 Successful and responsible organizations must have the ability to identify, locate, and retrieve  
7 the records and related information required to support its on-going business activities. These  
8 records are used by:

- 9
- 10 • Individuals and groups to reference, share, and support their work
  - 11 • Legal and compliance for discovery and regulatory review purposes
  - 12 • Numerous corporate functions to validate management decisions and account for the  
13 resources of the organization.
- 14

15 Having the right information available at the right time depends upon an organization's ability to  
16 nimbly search through enormous volumes of information. As more routine business transactions  
17 are being conducted exclusively in electronic environments like e-mail, shared local area  
18 network drives, collaboration spaces, and websites, this is becoming increasingly difficult to  
19 sustain. These electronic environments offer a high degree of individual flexibility in how  
20 employees organize the materials they collect on a daily basis. However, this same flexibility  
21 results in expensive, time-consuming, and labor intensive difficulties when specific pieces of  
22 electronic information are needed for business or regulatory purposes, months and years after  
23 they were originally created. These difficulties are further complicated if the records required are  
24 those of employees who have left the organization or of vendors who previously provided  
25 records custody for the organization. Pinpointing complete and accurate information depends on:  
26 1) having an efficient and intuitive set of methods and tools to organize the records of the  
27 organization and 2) providing employees and agents with sufficient training to utilize these tools  
28 successfully. Information must be described during the capture, maintenance, and storage  
29 processes in such a way as to make retrieval effective and efficient. A routine approach to  
30 capturing descriptive information about the records (known as "metadata") must be documented  
31 and utilized in all records systems. An added complication with electronic information is that  
32 even when the media on which it is recorded is available, its accessibility on that media can be  
33 uncertain due to its inherent fragility and impermanence. Electronic information needs to be  
34 routinely backed up to ensure that it can be restored if there is a disaster, a system malfunctions,  
35 or the data becomes corrupted. It also needs to be constantly migrated to currently supported  
36 hardware and software to sustain its on-going accessibility. To effectively manage the  
37 availability of its information assets at a reasonable cost, an organization should in the normal  
38 course of business regularly remove obsolete or redundant records and related information from  
39 its information systems. This will not only make those remaining records, which have on-going  
40 value to the organization, more identifiable and accessible, but it will also enhance system  
41 performance and reduce the maintenance costs of storage, back up, and migration. However,

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<sup>237</sup> <http://www.arma.org/garp/availability.cfm>

1 removing unneeded information should occur in adherence with the organization’s records  
 2 retention policies, which should also provide for suspending disposition in the event of pending  
 3 or on-going litigation or audit.

4  
 5 An organization’s personnel are more likely to retrieve and use information for better decision  
 6 making and more effective work if it has well-designed storage processes and access to  
 7 understandable, retrievable, relevant, and consistent information. With properly structured  
 8 information, personal productivity is improved, storage costs are minimized, and the reliability  
 9 and speed of retrieval are optimized. Further, complete and accessible records in a well-managed  
 10 environment minimize inconsistent and erroneous interpretation of the facts, simplify legal  
 11 processes and regulatory investigations, and protect valuable information from being lost,  
 12 corrupted, or stolen.

13

GARP® Principle: Availability	Availability: An organization shall maintain records in a manner that ensures timely, efficient, and accurate retrieval of needed information.
<b>Level 1</b> (Sub-Standard)	Records are not readily available when needed and/or it is unclear who to ask when records need to be produced. It takes time to find the correct version, the signed version, or the final version, if it can be found at all. The records lack finding aides: indices, metadata, and locators. Legal discovery is difficult because it is not clear where information resides or where the final copy of a record is located.
<b>Level 2</b> (In Development)	Record retrieval mechanisms have been implemented in certain areas of the organization. In those areas with retrieval mechanisms, it is possible to distinguish between official records, duplicates, and non-record materials. There are some policies on where and how to store official records, but a standard is not imposed across the organization. Legal discovery is complicated and costly due to the inconsistent treatment of information.
<b>Level 3</b> (Essential)	There is a standard for where and how official records and information are stored, protected, and made available. Record retrieval mechanisms are consistent and contribute to timely records retrieval. Most of the time, it is easy to determine where to find the authentic and final version of any record. Legal discovery is a well-defined and systematic business process. The organization has defined specific goals related to availability.
<b>Level 4</b> (Proactive)	There are clearly defined policies regarding storage of records and information. There are clear guidelines and an inventory that identifies and defines the systems and their information assets. Records and information are consistently and readily available when needed. Appropriate systems and controls are in place for legal discovery. Automation is adopted to facilitate the implementation of the hold process.
<b>Level 5</b> (Transformational)	The senior management and board levels provide support to continually upgrade the processes that affect record availability. There is an organized training and continuous improvement program. The organization’s stated goals related to availability have been met. There is a measurable ROI to the business as a result of records availability

14

1 **Principle of Integrity**<sup>238</sup>  
2

3 **A record-keeping program shall be constructed so the records and information generated**  
4 **or managed by or for the organization have a reasonable and suitable guarantee of**  
5 **authenticity and reliability.**  
6

7 *Integrity* of a record is directly related to the ability to prove that a record is authentic and  
8 unaltered. *Authenticity* requires proof that a document comes from the person, organization, or  
9 other legal entity claiming to be its author or authorizing authority. An organization's executives  
10 are ultimately responsible for business records, as they are strategic and operational assets.  
11 Proper corporate governance and integrity of the information are important, and it is necessary to  
12 maintain the authenticity of records in all media over time. Investors and government regulators  
13 alike should expect the integrity of an organization's records and information.  
14

15 Integrity of records in a record-keeping environment should include the following:  
16

- 17 • Correctness of and adherence to the policies and procedures of the organization
  - 18 • Reliability of the information management training and direction given to the employees  
19 who interact with all systems
  - 20 • Reliability of the records created
  - 21 • An acceptable audit trail
  - 22 • Reliability of the systems that control the record-keeping including hardware, network  
23 infrastructure, and software
- 24

25 **Correctness of and adherence to the policies and procedures of the corporation:** To defend  
26 corporate governance and achieve legal and regulatory compliance, organizations must have  
27 implemented formal record-keeping policies and procedures that have been approved by senior  
28 management. If formal support has not been obtained, records may be at risk of not being  
29 accepted in evidentiary value.  
30

31 **Reliability of the information management training:** All employees are responsible to comply  
32 with the records management program and should be trained on the meaning, importance, and  
33 usage of the corporate policies and procedures.  
34

35 **Reliability of the records created:** To ensure records are created, used, and managed in the  
36 usual and ordinary course of business, organizations must have consistent record-keeping  
37 practices throughout the records life cycle.  
38

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<sup>238</sup> <http://www.arma.org/garp/integrity.cfm>

1 **An acceptable audit trail:** Audit trails are essential in proving reliability of the record-keeping  
 2 actions of the organization. Acceptable audit and quality assurance processes should be in place.

3  
 4 **Reliability of the system:** The record-keeping system must be reliable to prove reliability and  
 5 integrity of the records. A record is only as reliable as the system in which it is maintained  
 6

GARP® Principle: Integrity	Integrity: A record-keeping program shall be constructed so the records and information generated or managed by or for the organization have a reasonable and suitable guarantee of authenticity and reliability.
<b>Level 1</b> (Sub-Standard)	There are no systematic audits or defined processes for showing the origin and authenticity of a record. Various organizational functions use ad hoc methods to demonstrate authenticity and chain of custody, as appropriate, but their trustworthiness cannot easily be guaranteed.
<b>Level 2</b> (In Development)	Some organizational records are stored with their respective metadata that demonstrate authenticity; however, no formal process is defined for metadata storage and chain of custody. Metadata storage and chain of custody methods are acknowledged to be important, but are left to the different departments to handle as they determine is appropriate.
<b>Level 3</b> (Essential)	The organization has a formal process to ensure that the required level of authenticity and chain of custody can be applied to its systems and processes. Appropriate data elements to demonstrate compliance with the policy are captured. The organization has defined specific goals related to integrity.
<b>Level 4</b> (Proactive)	There is a clear definition of metadata requirements for all systems, business applications, and paper records that are needed to ensure the authenticity of records. Metadata requirements include security and signature requirements and chain of custody as needed to demonstrate authenticity. The metadata definition process is an integral part of the records management practice in the organization
<b>Level 5</b> (Transformational)	There is a formal, defined process for introducing new record-generating systems and the capture of their metadata and other authenticity requirements, including chain of custody. This level is easily and regularly audited. The organization's stated goals related to integrity have been met. The organization can consistently and confidently demonstrate the accuracy and authenticity of its records.

7  
 8

1 **Principle of Retention**<sup>239</sup>  
2

3 **An organization shall maintain its records and information for an appropriate time, taking**  
4 **into account legal, regulatory, fiscal, operational, and historical requirements.**  
5

6 Business and government create enormous quantities of records each business day. To control  
7 the growth of these records, an organization needs a program to help maintain and destroy  
8 records that are no longer needed. Records retention programs specify the length of time  
9 business records must be retained. The retention program is based on the concept that  
10 information has a *life cycle*, which is the time period from the creation of a record to its final  
11 disposition.  
12

13 Records document an organization's business operations and are essential to effectively  
14 managing that business. The ability to properly and consistently retain records is especially  
15 important today, as most records being created and stored are in electronic form.  
16

17 Organizations make retention decisions based on the content and purpose of records. Retention  
18 periods are determined by following these requirements:  
19

- 20 • **Legal and regulatory** – Federal, state, local, and even international laws mandate the  
21 retention of records and information for a specific period of time. To comply with these  
22 extensive laws and regulations, an organization must conduct legal research in  
23 consultation with legal counsel to determine all records retention requirements. Laws and  
24 regulations establish the minimum retention period for those records to which they  
25 pertain. Failure to comply with laws and regulations may result in costly penalties and  
26 loss of legal rights.  
27
- 28 • **Fiscal** – Records that have financial or tax value must be retained to ensure the timely  
29 payment of obligations and the proper receipt of receivables, as well as to support the  
30 organization's financial audits and tax returns. Legal research and consultation with legal  
31 counsel must be completed to satisfy fiscal retention requirements.  
32
- 33 • **Operational** – Once legal, regulatory, and fiscal requirements have been established, an  
34 organization must determine how long records are needed to satisfy its business needs.  
35 This is usually determined by interviewing the person(s) most knowledgeable about the  
36 operational value of each record type.  
37
- 38 • **Historical** – Records that depict the history of an organization should be preserved for  
39 the life of that organization. Examples of historical records include articles of  
40 incorporation, bylaws, charters, and board of directors' minutes. Historical records  
41 normally constitute a very small percentage of an organization's total records volume.

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<sup>239</sup> <http://www.arma.org/garp/retention.cfm>

1 Once its records retention requirements are determined, an organization must conduct a risk  
 2 assessment to determine the appropriate retention period for each type of record. Retention  
 3 decision makers must be aware that the presence or absence of records can be either helpful or  
 4 harmful to the organization. Therefore, to minimize risks and costs associated with records  
 5 retention, it is essential to immediately dispose of records after their retention period expires.

6

<b>GARP® Principle: Retention</b>	Retention: An organization shall maintain its records and information for an appropriate time, taking into account legal, regulatory, fiscal, operational, and historical requirements.
<b>Level 1 (Sub-Standard)</b>	There is no current documented records retention schedule. Rules and regulations that should define retention are not identified or centralized. Retention guidelines are haphazard at best. In the absence of retention schedules, employees either keep everything or dispose of records based on their own business needs, rather than organizational needs
<b>Level 2 (In Development)</b>	A retention schedule is available, but does not encompass all records, did not go through official review, and is not well known around the organization. The retention schedule is not regularly updated or maintained. Education and training about the retention policies are not available.
<b>Level 3 (Essential)</b>	A formal retention schedule that is tied to rules and regulations is consistently applied throughout the organization. The organization's employees are knowledgeable about the retention schedule and they understand their personal responsibilities for records retention. The organization has defined specific goals related to retention.
<b>Level 4 (Proactive)</b>	Employees understand how to classify records appropriately. Retention training is in place. Retention schedules are reviewed on a regular basis, and there is a process to adjust retention schedules as needed. Records retention is a major corporate concern.
<b>Level 5 (Transformational)</b>	Retention is an important item at the senior management and board levels. Retention is looked at holistically and is applied to all information in an organization, not just to official records. The organization's stated goals related to retention have been met. Information is consistently retained for appropriate periods of time.

7  
8

1 **Principle of Protection<sup>240</sup>**  
2

3 **A record-keeping program shall be constructed to ensure a reasonable level of protection**  
4 **to records and information that are private, confidential, privileged, secret, or essential to**  
5 **business continuity.**  
6

7 Information generated by an organization in the course of business requires various degrees of  
8 protection. Such protection is mandated by laws, regulations, or corporate governance, and it is  
9 necessary to ensure that information critical to an organization’s continued operation during or  
10 after a crisis is available.  
11

12 A record-keeping program must ensure that appropriate protection controls are applied to  
13 information from the moment it is created to the moment it undergoes final disposition.  
14 Therefore, every system that generates, stores, and uses information should be examined with the  
15 protection principle in mind .to ensure that appropriate controls are applied to such systems.

16 Information protection takes multiple forms. First, each system utilized must have an appropriate  
17 security structure so only personnel with the appropriate level of security or clearance can gain  
18 access to the information. This includes electronic systems as well as physical systems, using  
19 such measures as key card access restrictions and locked cabinets. This also requires that as  
20 personnel change jobs, their access controls are changed appropriately and immediately. Second,  
21 this requires protecting information from “leaking” outside the organization. Again, this may  
22 take various forms – from preventing the physical files from leaving the premises by various  
23 mechanical and electronic means to ensuring that electronic information cannot be e-mailed,  
24 downloaded, or otherwise proliferated by people with legitimate access to the system.  
25 Sometimes, this information should not even be sent by e-mail – even among parties who have  
26 access to it – because such an exchange can jeopardize its security.  
27

28 An organization must also safeguard its sensitive records from becoming available on social  
29 networking sites and chat rooms by employees who may either inadvertently or maliciously post  
30 it there. It is prudent to have such safeguards clearly defined in organizational policy and, if  
31 necessary, to monitor sites for any postings that may violate this rule. Where appropriate,  
32 controls and procedures for declassification of confidential and privileged information should be  
33 clearly defined and understood. There may be instances, however, when it may be necessary to  
34 allow security clearance exceptions. For example, outside counsel engaged to assist with a  
35 litigation action may need to access records that they otherwise would not be cleared to access.

36 Security and confidentiality must be integral parts of the final disposition processing of the  
37 information. Whether the final disposition is an accession to an archive, transfer to another  
38 organization, or preservation for permanent storage or destruction, the procedures must consider  
39 the principle of protection in defining the process. For example, confidential employee paper  
40 files should be handled for disposition only by employees with appropriate clearance and must  
41 be shredded or otherwise destroyed in an unrecoverable manner. Classified government records

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<sup>240</sup> <http://www.arma.org/garp/protection.cfm>



1 must retain their classification for the appropriate number of years even if they are transferred to  
 2 an archive. Finally, an organization's audit program must have a clear process to ascertain  
 3 whether sensitive information is being handled in accordance with the outlined policies in the  
 4 principle of protection.

5

GARP® Principle: Protection	Protection: A record-keeping program shall be constructed to ensure a reasonable level of protection to records and information that are private, confidential, privileged, secret, or essential to business continuity.
<b>Level 1</b> (Sub-Standard)	No consideration is given to record privacy. Records are stored haphazardly, with protection taken by various groups and departments with no centralized access controls. Access controls, if any, are assigned by the author.
<b>Level 2</b> (In Development)	Some protection of records is exercised. There is a written policy for records that require a level of protection (e.g., personnel records). However, the policy does not give clear and definitive guidelines for all records in all media types. Guidance for employees is not universal or uniform. Employee training is not formalized. The policy does not address how to exchange these records between employees. Access controls are still implemented by individual record owners.
<b>Level 3</b> (Essential)	The organization has a formal written policy for protecting records and centralized access controls. Confidentiality and privacy are well defined. The importance of chain of custody is defined, when appropriate. Training for employees is available. Records and information audits are only conducted in regulated areas of the business. Audits in other areas may be conducted, but are left to the discretion of each function area. The organization has defined specific goals related to record protection.
<b>Level 4</b> (Proactive)	The organization has implemented systems that provide for the protection of the information. Employee training is formalized and well documented. Auditing of compliance and protection is conducted on a regular basis.
<b>Level 5</b> (Transformational)	Executives and/or senior management and the board place great value in the protection of information. Audit information is regularly examined and continuous improvement is undertaken. The organization's stated goals related to record protection have been met. Inappropriate or inadvertent information disclosure or loss incidents are rare.

6  
7

1 **Principle of Disposition<sup>241</sup>**  
2

3 **An organization shall provide secure and appropriate disposition for records that are no**  
4 **longer required to be maintained by applicable laws and the organization’s policies.**  
5

6 At the completion of the retention period for an organization’s records, the records must be  
7 designated for disposition. In many cases, the disposition for records will be destruction. In other  
8 cases, the records may be returned to clients, transferred to another organization in connection  
9 with a divestiture, or transferred for on-going preservation to an historical archives, library, or  
10 museum. In all instances, the organization must make a reasonable effort to ensure that all  
11 versions and copies of the records are included in the disposition. The organization must also  
12 document its disposition process. If records are converted or migrated to new media, disposition  
13 of the previous media may also be warranted.  
14

15 Disposition of relevant records must be suspended in the event of pending or on-going litigation  
16 or audit. The organization should designate records that are to be held pending resolution of the  
17 litigation or audit and notify all affected personnel when the hold is issued and when the hold is  
18 released.  
19

20 Destruction of records must be performed in a secure manner, ensuring that records to be  
21 destroyed are transported securely and destroyed completely. The organization may choose to  
22 utilize “green” methods of destruction, but destruction must always be performed in a manner  
23 that renders the records completely and irreversibly destroyed.  
24

25 The transfer of records to the custody of a historical archives, library, or museum should be  
26 documented as part of the organization’s records retention policy. In general, disposition of  
27 records in this manner should be governed by appraisal of the records by a qualified professional.  
28 The appraisal should be based upon the historical or intrinsic value of the records. In some  
29 instances, the organization’s records retention policy will designate which records are to be  
30 disposed of in this manner.  
31

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<sup>241</sup> <http://www.arma.org/garp/disposition.cfm>

1

<b>GARP® Principle: Disposition</b>	Disposition: An organization shall provide secure and appropriate disposition for records that are no longer required to be maintained by applicable laws and the organization's policies.
<b>Level 1 (Sub-Standard)</b>	There is no documentation of the processes, if any, that are used to guide the transfer or disposition of records. The process for suspending disposition in the event of investigation or litigation is non-existent or is inconsistent across the organization.
<b>Level 2 (In Development)</b>	Preliminary guidelines for disposition are established. There is a realization of the importance of suspending disposition in a consistent manner, repeatable by certain legal groupings. There may or may not be enforcement and auditing of disposition.
<b>Level 3 (Essential)</b>	Official procedures for records disposition and transfer are developed. Official policy and procedures for suspending disposition have been developed. Although policies and procedures exist, they are not standardized across the organization. Individual departments have devised alternative procedures to suit their particular business needs. The organization has defined specific goals related to disposition.
<b>Level 4 (Proactive)</b>	Disposition procedures are understood by all and are consistently applied across the enterprise. The process for suspending disposition due to legal holds is defined, understood, and used consistently across the organization. Electronic information is expunged, not just deleted, in accordance with retention policies.
<b>Level 5 (Transformational)</b>	The disposition process covers all records and information in all media. Disposition is assisted by technology and is integrated into all applications, data warehouses, and repositories. Disposition processes are consistently applied and effective. Processes for disposition are regularly evaluated and improved. The organization's stated goals related to disposition have been met.

2

1 **8.5. Appendix 5: PG&E’s MAOP Project**  
2

3 While CPUC Commissioner Florio’s Scoping Memo of November 21, 2011<sup>242</sup> designates that  
4 the first phase of this proceeding will address past record-keeping practices (i.e. it differentiates  
5 between past and future record-keeping practices) it was necessary to understand what document  
6 consolidation work had been undertaken as part of PG&E’s forward-looking MAOP validation  
7 effort, in order to ascertain where documents were stored at the time of the incident. Gas  
8 transmission documents gathered during Phase 1 and Phase 2 of the MAOP Verification and  
9 Validation project consolidation process (the “MAOP Project”), included documents associated  
10 with Class 3 and 4 and Class 1 and 2 HCA segments (collectively, “HCA Segments”). Different  
11 document collection activities have occurred during the three phases of the MAOP Project. In  
12 each phase, the consolidation and scanning procedures were tailored to meet the needs of each  
13 effort. A fuller account of the activities for each of the three phases, is presented below.  
14

15 **MAOP Phase 1:** In Phase 1, PG&E sought to verify pressure test documentation for the HCA  
16 Segments. To complete the verification, PG&E extracted from its Geographic Information  
17 System a list of all jobs associated with the HCA Segments. It then collected the physical records  
18 in the files (including folders) for those jobs and centralized them at the Emeryville facility.  
19 Phase 1 concluded March 15, 2011. It required a massive and unprecedented undertaking to meet  
20 the CPUC-imposed deadline. In this phase PG&E identified and gathered folders for all of the  
21 job numbers that GIS and the Transmission Plat Sheets associated with gas transmission  
22 pipelines running through the HCA Segments. PG&E consolidated the folders for processing and  
23 scanning because:  
24

- 25 • There were many documents to review in a short amount of time.  
26 • Under the time constraints of Phase 1, PG&E had to focus engineering resources.  
27 • PG&E wanted the records to be in a location where they could be readily accessed by  
28 engineers conducting the MAOP validation and by field operators if necessary.  
29 • PG&E moved the records to Emeryville when its Walnut Creek facility no longer had  
30 sufficient capacity to accommodate records storage and processing.

31 In addition, after collecting job folders from field offices, PG&E searched its storage facilities at  
32 Bayshore Boulevard and Beale Street for relevant documents. PG&E processed records from the  
33 Bayshore facility at the Cow Palace; it scanned relevant documents on-site and then sent all  
34 boxes containing relevant documents off-site for full-box scanning. PG&E followed a similar  
35 procedure at Beale Street, scanning all relevant documents onsite and sending all boxes with  
36 relevant documents off-site for full-box scans. After the full-box scans were completed for the

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<sup>242</sup> I.11-02-016, "Order Instituting Investigation on the Commission’s Own Motion into the Operations and Practices of Pacific Gas and Electric Company with Respect to Facilities Records for its Natural Gas Transmission System Pipelines", Assigned Commissioner's Scoping Memo and Ruling, November 21, 2011.

1 Bayshore and Beale Street boxes, those boxes were transferred to Emeryville. The target-  
2 scanning process was initially used because of time constraints in Phase 1.  
3

4  
5 **MAOP Phase 2:** In Phase 2, PG&E validated the MAOP of the HCA Segments of pipeline by  
6 analyzing the pipeline and pipeline attributes and features (e.g., valves, fittings, etc.) identified in  
7 the documents collected in Phase 1 to create a pipeline features list (“PFL”). Such documents  
8 include, but are not limited to as-built construction drawings, pipeline plan and profile drawings,  
9 bills of materials, material requisitions and specifications, A-forms, and pressure test records.  
10 PG&E is using the PFL to calculate the MAOP for each HCA pipeline segment. PG&E expects  
11 to complete its MAOP review for the HCA Segments by January 31, 2012.  
12

13 For Phase 2, PG&E engineers reviewed both transmission and distribution plat maps of the HCA  
14 Segments. If the engineers identified potentially useful documents on the plat maps but could not  
15 find those documents in ECTS, the engineers submitted a request to a support team. The support  
16 team identified the job related to the requested documents and then provided the job number to a  
17 retrieval group. A retrieval group searched for the document in Emeryville. If the document was  
18 not in Emeryville, the retrieval group sent a team to locate the document at the appropriate field  
19 office location. The team then scanned an electronic copy on site and provided it to the  
20 engineers. The physical document remained at the field location. PG&E developed this  
21 procedure because:

- 22
- 23 • Phase 2 was a targeted collection effort.
- 24 • The records sought were known and identified specifically in advance.
- 25 • Phase 2 was not conducted under the time constraints of Phase 1.  
26

27 In Phase 2, PG&E field-scanned 8,630 job files consisting of 93,000 pages of documents. PG&E  
28 did not catalog the folders scanned in the field offices or add them include them in the  
29 Emeryville database. They are, however, reported in ECTS.  
30

31 **MAOP Phase 3:** In Phase 3, PG&E is expanding upon the work undertaken in the first two  
32 phases and extending it to PG&E’s entire transmission system. It is anticipated the MAOP  
33 validation work will be completed in early 2013. For Phase 3, PG&E plans to conduct a  
34 centralized scan in Emeryville. Phase 3, like Phase 1, will require scanning a large number of  
35 documents. Scanning at a centralized location will be quicker and logistically more manageable  
36 than conducting on-site scans. The documents will be retained in a centralized location. To  
37 maintain greater governance and control over the documents, division offices will be provided  
38 with access to electronic versions. By December 19, 2011, PG&E had completed document  
39 collection for about 20% of the Phase 3 pipeline mileage. During Phase 1, the relevant hard  
40 copy documentation was ultimately centralized at Emeryville. During Phase 2, the more limited  
41 scanning occurred mostly at district and division offices; hard copy documentation was kept as  
42 filed on-site. Ultimately, all transmission related documents will be centralized as part of Phase 3  
43 including those job folders that were part of Phase 2.  
44

## 8.6. Appendix 6: Glossary and Definitions

**Access:** Right, opportunity, means of finding, using, or retrieving information

**Attribute:** Information held about the document such as title, subject, author, project reference, effective date

**Author:** The person who creates a document (or who captures and external document for use within the Company)

**Classification:** Systematic identification and arrangement of business activities and/or records into categories according to logically structured conventions, methods, and procedural rules represented in a classification system

**Control:** A situation where circulation is restricted to nominated personnel

**Conversion:** Process of changing records from one medium to another or from one format to another

**Current:** Live, active documents still in day-to-day use

**Destruction:** The process of eliminating or deleting records, beyond any possible reconstruction

**Disposition:** Range of processes associated with implementing records retention, destruction or transfer decisions which are documented in disposition authorities or other instruments

**Document :** Information recorded in a manner intelligible to the senses or capable of being made intelligible by use of equipment (or software) (e.g. a unit of meaningful text, graphic or numerical data that can be understood by reading, or accessed via basic pc tools such as MS-Office or Adobe Acrobat).

**Document Management:** The on and offsite management of internally and externally created documents and related materials (which may include company records)

**Document Control:** The management, circulation, approval and control of internally and externally created documents (typically engineering related, but could be applied to other document types and company records).

**Document Controller:** A person responsible for receipt and distribution of controlled documents

**Electronic Document Management System (EDMS):** An EDMS not only contains information about individual documents, but also contains a controlled version of the document (in its native and/or publication/distribution format). An EDMS is used to control access to documents and can provide a complete audit trail of the documents development history through version/revision.

**FAQ: Frequently asked question**

**Folder:** The physical storage container for a collection of one or more documents

**Generally Accepted Record-keeping Principles® (GARP):** A series of eight fundamental principles defined by ARMA International <insert reference here> (Accountability; Compliance; Transparency; Availability; Integrity; Retention; Protection and Disposition) that can be used to measure records management maturity.

**Index:** An alphabetic or systematic listing of subjects that refers to the relevance of the subject to a document or collection of documents

**Indexing:** The act of describing or identifying a document in terms of its subject content (to support filing and retrieval)

**Information Management:** The term applied to the management and control of both physical and digital information resources (documents, data, records and knowledge).

**Information Governance:** The process which ensures that the organization manages information according to sets of rules, guidelines, standards, policies that comply with relevant local and international legislation and regulations; assesses and manages risk; ensures that privacy and confidentiality standards are followed; and ensures that staff are aware of, and comply with, their information management responsibilities.

**Integrity:** Concerned with ensuring that the information was captured correctly and has not been subject to unauthorized change, whether accidental or deliberate

**Inactive:** Documents that are not in day to day use (i.e. Non-current) but are required to be retained for future reference (see semi-current and current)

**Metadata:** Data describing context, content and structure of records and their management through time

**Migration:** Process of moving records from one system to another, while maintaining the records' authenticity, integrity, reliability and usability

- 1 **Process:** A group of one or more activities that receive input (information, item etc.) and transform it into  
2 something more valuable
- 3 **Preservation:** Processes and operations involved in ensuring the technical and intellectual survival of authentic  
4 records through time
- 5 **Record:** Information created, received, and maintained as evidence and information by an agency, organization, or  
6 person, in pursuance of legal obligations or in the transaction of business (as defined in ISO 15489). A specific  
7 version of a document that is ‘frozen’ and preserves evidence of a specific event or activity (e.g. a signed letter).
- 8 **Records:** Any information in any media or format, created, received, or maintained as evidence or for information  
9 by the company (and its employees) in pursuance of its legal obligations or business transactions (ISO15489).
- 10 **Records Center:** A high-density storage facility that enables current and semi-current records to be retained in a  
11 cost-effective manner.
- 12 **Records Management:** The field of management responsible for the efficient and systematic control of the creation,  
13 receipt, maintenance, use and disposition of records, including processes for capturing and maintaining evidence of  
14 and information about business activities and transactions in the form of records
- 15 **Records system:** Information system which captures, manages and provides access to records through time
- 16 **Registration:** Act of giving a record a unique identifier on its entry into a system
- 17 **Retention Schedule:** Defines the period of time, media and reason records need to be retained in order to ensure  
18 that operational, statutory, audit and historical requirements are satisfied
- 19 **Semi-current:** Documents that still need to be referred to but only occasionally
- 20 **Taxonomy:** A way of ordering or arranging a body of unstructured information so that we can make sense of it and  
21 find individual items in it.
- 22 **Tracking:** Creating, capturing and maintaining information about the movement and use of records
- 23 **Transfer:** <movement> moving records from one location to another
- 24 **Validation:** Lists of approved values available to hold against an attribute
- 25 **Vital records:** A ‘Vital’ record is one which if lost or found to be incomplete would make it very difficult for a  
26 company to continue operating until it was created, Records that in the event of a disaster are essential to maintain  
27 business continuity.  
28

1 **8.7. Appendix 7: The Evolution of PG&E’s Records Retention Standard Practice and a**  
2 **Comparison with Industry Standards and Regulations**

3  
4 **8.7.1. Standards and Guidelines specific to engineering, and, pipeline safety containing**  
5 **record-keeping requirements**

6  
7 This records management review included standards that while not directly categorized as  
8 general records keeping standards, are directly relevant to PG&E gas safety and gas safety  
9 record-keeping. We screened various standards and regulations from 1950s to 2010 including  
10 ASA B31.1 – Power Piping, Title 49 CFR part 192 Transportation; Title 18 CFR part 125  
11 Conservation of Power and Water Resources and CPUC Resolutions FA570 and A4691.

12  
13 Engineering Standard ASA B31-1935 Code for Pressure Piping has evolved through a number of  
14 revisions up to the present day. This standard contains, within its technical detail, information on  
15 how long to retain specific records. For the purpose of this report we have cited B31.1.8-1955  
16 Section 8 of American Standard Code for Pressure Piping Gas Transmission and Distribution  
17 Piping Systems Section 851.5 as an example. 851.5 states “Pipeline Leak Records. Records  
18 should be made covering all leaks discovered and repairs made. All pipeline breaks should be  
19 reported in detail. These records along with leakage survey records, line patrol records and other  
20 records relating to routine or unusual inspections should be kept in the file of the operating  
21 company involved, as long as the section of line involved remains in service.”

22  
23 The Code of Federal Regulations sets utility requirements for gas transportation safety. 49 CFR  
24 part 192 requires maintenance of certain gas related records and record-keeping throughout its  
25 sub-parts. For example both sub part M – Maintenance 192.709 – Transmission Lines: Record  
26 Keeping and subpart N Qualification of Pipeline Personnel 192.807 – Record Keeping, give a  
27 retention period for the disposition of the records relating to specific items. We have also  
28 reviewed subpart O Gas Transmission Pipeline Integrity Management 192.917 - How does an  
29 operator identify potential threats to pipeline integrity and use the threat identification in its  
30 integrity management program? Subsection 4 Human Error (b) data gathering and integration.  
31 This paragraph cross refers to engineering standard B31.8S and states “At a minimum an  
32 operator must gather and evaluate the set of data specified in Appendix A to ASME/ANSI  
33 B31.8S, and consider both on the covered segment and similar non-covered segments, past  
34 incident history, corrosion control records, continuing surveillance records, patrolling records,  
35 records maintenance history, internal inspection records and all other conditions specific to each  
36 pipeline.” This shows clearly, legal requirement, and the need for gas utilities to maintain and  
37 retain records that are complete and can be accessed when required and at a pipeline level. This  
38 part has been in effect since 2004.



## 1 8.7.2. Evolution of PG&E's Records Retention Standard Practice

### 2 3 The 1950s and 60s

4  
5 On 17 May 1951 PG&E issued a circular letter EX #642<sup>243</sup> updating a 1938 letter from a Mr.  
6 Downing relating to the Federal Power Commission's Regulation to govern the preservation of  
7 records of public utilities and licensees, effective August 1938, with amendments to January 1,  
8 1951 which stated that the supervision of the preservation and indexing of records was the  
9 responsibility of General office and department heads and division managers. Furthermore that  
10 they were responsible also for the authorization of the destruction of records and that  
11 authorization to destroy must be secured in writing from the general office department head  
12 concerned. The circular showed the classes of records identified within the regulations and  
13 detailed the categories under which each record class, by location, must be indexed. While it did  
14 not list the records to be preserved in detail it provided examples.

15  
16 In March 1959 PG&E issued standard practice No. 210.4-3<sup>244</sup> relating to retention of records -  
17 general office departments but not referring to the earlier circular letter EX#642. This document  
18 did not state that it superseded the earlier 1938 (1951 revised) letter. While EX#642 was entitled  
19 "Retention of Records – General Office Departments" its purpose was not to provide a policy on  
20 retaining records but to provide a policy on the destruction of General Office Records<sup>245</sup>. It  
21 instructed each department to "issue its own retention schedule" and cross referenced to "4. FPC  
22 Number" which referred to a "comparable record number in the Federal Power Commission's  
23 'blue book' entitled "Regulations to Govern the preservation of Records of Public Utilities and  
24 Licensees" as identified in the earlier EX#642 circular letter of 17 May 1951. The list of records  
25 appended with FPC numbers did not include any specific engineering records such as drawings  
26 or specifications. However, the continuing reference to the Federal Power Commission's  
27 Regulations showed that PG&E was aware of the explicit details in the regulations that related to  
28 the preservation of records of public utilities and licensees.

29  
30 In August 1959 "Standard Practice 210.4-4<sup>246</sup> Retention of Records – Divisions", that related to  
31 the destruction of division records held locally but not division records on file in general office  
32 departments, was issued. It was similar to 210.4-3 but this document stated that it superseded  
33 VP and GM Circular Letter #642 and any previous instructions concerning the retention of  
34 Division Records except for standard practice 210.4-1. Whereas in 1951 circular EX#642 the  
35 responsibility for the compliance with the FPC regulations was clearly placed on the shoulders of  
36 the General office department heads and division managers by 1959 this responsibility was  
37 removed and no further reference was made regarding authority at a senior level. An attached

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<sup>243</sup> P2-191(Chapter 2 and 2A Attachments) PG&E Circular Letter Ex642: Federal Power Regulations to Govern the Preservation of Records (05/17/1951)

<sup>244</sup> P2-192 (Chapter 2 and 2A Attachments) PG&E SP 210.4-3 Retention of Records General Office Departments (03/01/1959)

<sup>245</sup> Records Disposal Act 1943 (44 U.S.C. Chapter 33); & referencing the "Federal Records Act of 1950" as (44 U.S.C. Chapters 21, 25, 29, & 31)

<sup>246</sup> P2-193 (Chapter 2 and 2A Attachments) PG&E SP 210.4-4 Retention of Records Divisions (08/01/1959)

1 records retention schedule was referred to, but not provided by PG&E here, a later one dated  
2 September 1964<sup>247</sup> is provided. Standard Practice 201-4.3<sup>248</sup> was updated and re-issued in  
3 March 1961 and included a reference to low cost storage, {shown in an attached map as PG&E  
4 Records Center on Bay shore Boulevard}, and the requirement for records, that must be retained  
5 for a period of time, being stored there. Procedures relating to the dispatch of these records were  
6 included in this document. The fact that these documents existed in the 1950s is a clear indicator  
7 that PG&E, at that time, was fully aware of the requirements to retain and dispose of records and  
8 that the Regulations from the Federal Power Commission were the authority that governed the  
9 retention and disposal and identified the different categories of records to be included under the  
10 standard practices mentioned here. The policy statements within the documents seem to have  
11 changed from preservation, indexing and authorized destruction in 1951<sup>249</sup> to destruction from  
12 1959<sup>250</sup>, despite the titles of the standard practice documents being “Retention of Records”.

13

14 By 1968 standard practice 210.4-3<sup>251</sup> for general office departments had been in operation for  
15 nine years and was updated to reflect a more financial reason for storing inactive documents in  
16 low cost storage facilities with destruction of obsolete records still being cited as one of the  
17 purposes for the policy. The Federal Powers Commission had issued a new version of its  
18 “Regulation to Govern the Preservation of Records of Public Utilities and Licensees” in  
19 December 1962 and the CPUC had adopted it in August 1963. Section 4 of the PG&E 1968  
20 standard practice 210.4-3 stated clearly that “Existing retention schedules should be revised in  
21 accordance with the FPC regulations and a copy sent to the Supervisor of Records”. This shows  
22 that PG&E was now gathering data about how each general office department was retaining and  
23 disposing of their records and that inactive records were being stored centrally in a low cost  
24 storage center. Up to this point no changes to the instructions on indexing the records were  
25 given after the 1951 circular #642 was superseded in 1959 other than those relating to the  
26 completion of the transmittal forms for moving the cartons of documents to the low cost storage  
27 Center.

28

## 29 **The 1970s**

30

31 No further changes were issued to standard practice 210.4-3<sup>252</sup> until July 1976 when the Federal  
32 Power Commission’s January 1972 “Regulations to Govern the Preservation of Records of  
33 Public Utilities and Licensees and Natural Gas Companies” were adopted by PG&E with certain  
34 exceptions as specified by CPUC Resolution FA570 (extract included in 210.4-3). Also in this  
35 update was the requirement in section 7 to make an inventory of the records being placed into

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<sup>247</sup> P2-195 (Chapter 2 and 2A Attachments) PG&E Retention Schedule for Records in the Divisions (09/01/1964)

<sup>248</sup> P2-194 (Chapter 2 and 2A Attachments) PG&E SP 210.4-3 Retention of Records General Office Departments (03/01/1961)

<sup>249</sup> P2-191 (Chapter 2 and 2A Attachments) PG&E Circular Letter Ex642: Federal Power Regulations to Govern the Preservation of Records (05/17/1951)

<sup>250</sup> P2-192 “To destroy all General Office records which have outlived their usefulness to the Company from a legal operating and administrative standpoint”

<sup>251</sup> P2-196 (Chapter 2 and 2A Attachments) PG&E SP 210.4-3 Retention and Destruction of Records General Office Departments (07/01/1968)

<sup>252</sup> P2-199 (Chapter 2 and 2A Attachments) PG&E SP 210.4-3 Retention and Destruction of Records General Office Departments (11/01/1976)

1 storage in the PG&E Records Center. Section 7 implied that a master index of the documents  
2 being stored at the Records Center was compiled and kept in the records center but that  
3 departmental inventories may be needed in the event the “master index” was destroyed.  
4 Standard Practice 210.4-4<sup>253</sup> that related to Division records had not been updated since 1959  
5 but was updated in August 1976 for the same reasons its sister, standard practice 210.4-3 for  
6 general office departments’ records, had been updated a month earlier.

7  
8 The main difference between the two standard practice documents was that where the general  
9 office departments were required to store inactive records in the record center, the divisions did  
10 not have that instruction included in their standard practice – division records remained in the  
11 divisions. Records Management Assistance was offered to all via the Corporate Secretary’s  
12 Office by the Supervisor of Records.

13  
14 In January 1977 a letter was sent to Company Officers and Department Heads from the  
15 Secretary’s Office (J F Taylor – signatory) accompanying a revision to standard practice 210.4-  
16 3<sup>254</sup> emphasizing the revisions in the standard practice relating to the destruction of records and  
17 the process that must be followed and implemented immediately. This was a financially driven  
18 instruction due to the cost of retaining records and the fact that the records center was near  
19 capacity. Disposal of records was to be the key to a reduction in storage costs. The letter made  
20 it clear that the FPC regulation number was to be the governing rule for the disposal of the  
21 records and that each department was to be sent a list of records stored at the records center and  
22 that it was their responsibility to append the list with the appropriate FPC number against each  
23 record.

24  
25 The Supervisor of Records was cited as the person to contact for details of the FPC regulations.  
26 The amendment to 210.4-3 1977 included as Appendix A, the CPUC additions to the FPC  
27 regulations, specified on resolutions FA570 August 3, 1976 (cross referenced to FA554) and  
28 A4691<sup>255</sup> the latter dated June 12 1977. Included in these additions was a section called  
29 “Operations and Maintenance” containing sections “18 - Production records of sources of  
30 supply, pumping, transmission, and distribution; 19 - Personnel records including employees’  
31 benefit and pension records, and operating and procedural instructions issued by company to  
32 employees; and, 20 - Plant and depreciation records, including plant inventory, drilling  
33 appraisals, engineering records, construction records and contracts relating to the above. Under  
34 each section a list of types of records was shown with retention periods appended. Only  
35 equipment repair records under section 18 demanded that records were kept for “life of  
36 equipment” with section 20 retention period being 50 years. Bearing in mind that this standard  
37 practice amendment for 210.4-3 related to general office departments and not the divisions  
38 (210.4-4) it is debatable whether or not the engineers (divisions) would have disposed of their

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<sup>253</sup> P2-200 (Chapter 2 and 2A Attachments)PG&E SP 210.4-4 Retention and Destruction of Records Divisions (11/01/1976)

<sup>254</sup> P-201(Chapter 2 and 2A Attachments)PG&E Memorandum re new standard practice 210.4- 3 Retention of Records (01/03/1977)

<sup>255</sup> A4691 refers to Water Utilities and although quoted in PG&E standard practices documents does not appear to be relevant to gas safety records

1 operations and maintenance records after 50 years. However, the reason for this amendment was  
2 primarily to encourage disposal of records in accordance with the departmental retention  
3 schedules and in line with FPC Regulations and CPUC additions so some engineering records  
4 may have been disposed of at this time. In 1977, the FEA, ERDA, the Federal Power  
5 Commission, and a number of other energy program responsibilities were merged into the  
6 Department of Energy (DOE) and the independent Federal Energy Regulatory Commission  
7 (FERC). The PG&E standard practices documents continue to reference FPC as the governing  
8 source for regulations with FERC being referenced occasionally.

## 10 **The 1980s**

12 No further revisions to Standard Practice 210.4-3 General Office Departments were reported  
13 until November 1985. However, no copy of this revision was made available via the Data  
14 Request responses. Standard Practice 210.4-4 relating to Divisions had not been revised since  
15 August 1977 until both standards were revised and re-issued in June 1986. These revisions  
16 redrafted a section on responsibilities for “Department Heads (210.4-3) / Regional Managers or  
17 their Designees” (210.4-4). The standard practice 210.4-4 had re-titled the document “Retaining  
18 and Destroying Records – Operating Regions” replacing the word Divisions with Operating  
19 Regions. The documents had been revised to include a section on “Determination of Record  
20 Retention Periods” that referenced the FPC Regulations: Docket No R-429, Order No 45 –  
21 January 1972; Part 125 –Preservation of Records of Public Utilities and Licensees – October  
22 1983; Part 225 – Preservation of Records of Natural Gas Companies – October 1983; 10 CFR 50  
23 relating to Nuclear Power Plant QA records; CPUC Resolutions FA570 August 1976 and A4691  
24 July 1977; and, as a ‘catchall’ a statement that read “Other legal requirements as issued  
25 periodically in advisory notices from the Law Department”. The lists were identical across both  
26 standard practice documents and included as Supplements A, B and C copies of the text from the  
27 FPC Regulations and CPUC resolutions. The only difference, as in previous revisions between  
28 the 2 standard practices was the necessity for the general office departments to use the Records  
29 Center to store inactive records.

31 In June 1989 a statement of policy on Corporate Records<sup>256</sup> was issued identifying, as the  
32 responsibility of the Corporate Secretary, the issuing, updating and monitoring compliance with  
33 the retention policy. The document included as references (without dates or revision numbers)  
34 “Standard Practices 210.4-2 Correspondence and Records of PG&E Subsidiary Companies;  
35 210.4-3 Retaining and Destroying Records – General Office Departments; and, 210.4-4  
36 Retaining and Destroying Records – Operating Regions”. This policy statement continued to  
37 segregate general office department records (now called corporate records) where originals had  
38 to be transferred to the Corporate Secretary or be retained locally as the corporate secretary  
39 determined with those in the regions (regional records). As with most previous standard  
40 practices there is no indication of who received a copy of these documents or details of how any  
41 monitoring took place.

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<sup>256</sup> P2-206 (Chapter 2 and 2A Attachments) PG&E Corporate Records – Statement of Policy (06/13/1989)

1 **The 1990s**

2  
3 210.4-1 “Preservation of Accounting Records”<sup>257</sup> issued in October 1977 and revised in July  
4 1991 contained cross references to 210.4-3 and 210.4-4. While focusing only on accounting  
5 records the format and instruction within the standard practice closely resembled that of the other  
6 two standard practices showing a consistency across these types of policy documents. It  
7 referenced also the same FPC Regulation to Govern the Preservation of Records of Public  
8 Utilities and Licensees revised April 1987 and Regulations to govern the Preservation of Records  
9 of Natural Gas Companies also dated April 1987.

10  
11 Standard Practice 210.4-2 “Correspondence and Records of PG&E Subsidiaries”<sup>258</sup> issued in  
12 June 1986 and revised in 1993 contains instructions on the management of those records that  
13 were ‘inherited’ from subsidiary companies. However, the records referenced do not include any  
14 engineering records and appear to be limited to the administration and accounting of the  
15 subsidiaries rather than the operational work.

16  
17 Standard Practice 210.4-4<sup>259</sup> “Retaining and destroying records – Operating Regions” updated  
18 January 1993 made a change to the position of the people accountable for specific actions in  
19 governing the records retention processes. The Regional Vice Presidents or their designees were  
20 now shown. The 1987 FERC 125.2 (5b) attached to the document stated that “Each public utility  
21 or licensee subject to the regulations in this part shall designate one or more persons with official  
22 responsibility to supervise the utility’s or licensee’s program for preservation and authorized  
23 destruction of its records”. PG&E had identified who their responsible parties were since the  
24 1970s when this requirement was established. For the first time details of transfer of operating  
25 regions’ records to Records Storage Facilities was included in the standard practices 210.4-4  
26 series for operating regions. The details from the ad hoc memorandum that had been sent out in  
27 June 1989<sup>260</sup> were not included.

28  
29 PG&E Standard Practice 210.4-3<sup>261</sup> updated April 1994 encompasses 210.4-1 (Accounting  
30 Records); 210.4-2 (PG&E Subsidiaries Records); 210.4-4 (Operating Regions Records) and  
31 210.4-5 (Vital Records) Its new title was “Retaining and Destroying Records – All PG&E  
32 Departments and Subsidiaries”. It referenced all the same regulations and resolutions as on the  
33 previous version and itemized accounting; environmental; nuclear; subsidiary company and vital  
34 records with specific additional instructions. Accompanying the revised 210.4-3 was a “Guide  
35 to Retention of Company Documents”,<sup>262</sup> a 56 page retention schedule listing specific types of

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<sup>257</sup> P2-208 (Chapter 2 and 2A Attachments) PG&E SP 210.4-1 Preservation of Accounting Records (07/01/1991)

<sup>258</sup> P2-209 (Chapter 2 and 2A Attachments) PG&E SP 210.4-2 Correspondence and Records of PG&E Subsidiary Companies (01/02/1993)

<sup>259</sup> P2-210 (Chapter 2 and 2A Attachments) SP 210.4-4 Retaining and Destroying Records – Operating Regions (01/02/1993)

<sup>260</sup> P2-206 (Chapter 2 and 2A Attachments) PG&E Corporate Records – Statement of Policy (06/13/1989)

<sup>261</sup> P2-211 (Chapter 2 and 2A Attachments) PG&E SP 210.4-3 Retaining and Destroying Records – All PG&E Departments and Subsidiaries (04/01/1994)

<sup>262</sup> P2-212 (Chapter 2 and 2A Attachments) PG&E Guide to Retention of Company Documents (04/06/1994)

1 records with a retention period assigned and the regulatory reference that governed the retention  
2 of the records. Section 5 related to Transmission and Distribution and Section 7 related to Gas  
3 Supply. As built records of facilities, for example, showed they were governed by FERC 36A  
4 and retained for “life of the facility”; leak or test failure reports also showed “Life of facility” as  
5 the retention period. It would appear that a memorandum was sent from the Corporate Secretary  
6 on April 6 1994<sup>263</sup>, with the revised standard practice, to “Various” explaining the merging of  
7 the 210.4 series of standard practices into one and explaining that the Company Record Center  
8 was “quickly approaching its limit”. So for the second time in 17 years the company was being  
9 asked to review its records for disposal and to control the company’s cost for retaining inactive  
10 records as well as follow the Company’s retention policy.

11  
12 In May 1996 PG&E issued a Corporate Records Policy Statement – E3.4-1<sup>264</sup> followed, in July  
13 1996, by a new Records Retention document replacing 210.4-3, and numbered CSP4.<sup>265</sup> CSP4  
14 was considerably different to the 210.4 series of practices as it no longer contained specific  
15 details on regulations and records types, these were referenced collectively as a basic guide to be  
16 obtained from the Records Center. CSP4 was, in essence, an FAQ<sup>266</sup> styled document that asked  
17 rhetorical questions and provided summary answers. In October 1998 CSP4 became USP4 and  
18 was updated with information relating to electronic media. It retained the same question and  
19 answer format but the specific references to FERC regulations and CPUC resolutions guidance  
20 had gone and been replaced with reference to documents on Federal and State Retention  
21 Guidelines. The 1994 Guide to Record Retention remained as the source to use for identifying  
22 records to retain including the title of the governing regulations. This source was available from  
23 the Records Center or online on the “Record Retention Intranet Website”. It would appear that  
24 this Guide was updated by section as items changed within it and specific sections were revised  
25 and issued as separate amendments from around the end of the 1990s.

## 26 27 **The 2000s**

28  
29 Since the introduction of PG&E’s CSP4 in 1996 the standard practices documents had been re-  
30 issued on a two yearly cycle. This continued in the 2000s with revisions being issued in the  
31 month of October in 2000; 2002; 2004; 2006; 2008 and in October 2010 immediately after the  
32 San Bruno Pipeline Rupture and Fire. The format and numbering system changed in 2010 and  
33 USP4 became GOV-70001S Record Retention and Disposal Standard. The Guide to Retention  
34 continued to be updated on an ad hoc basis and re-issued piecemeal by section.

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<sup>263</sup> P2-213 (Chapter 2 and 2A Attachments) PG&E Memorandum Re. Records retention, revision of standard practice 210.4-3 (04/06/1994)

<sup>264</sup> P2-214 (Chapter 2 and 2A Attachments) PG&E Corporate Records Policy Statement (05/01/1996)

<sup>265</sup> P2-215 (Chapter 2 and 2A Attachments) PG&E CSP4: Corporate Standard Practice 4 Record Retention (07/01/1996)

<sup>266</sup> FAQ – frequently asked questions

1 **8.8. Appendix 8: The Consultants**

2  
3 **Dr Paul R. Duller, MBA, FGS, C.Geol, C.Sci, AMIRMS**

4  
5 Paul is the Information Management Consultancy Director for the UK-based Tribal Group plc  
6 (Tribal). He is an international records management specialist, a geologist and a chartered  
7 scientist with a PhD in geology and data management and an MBA in Business Administration.  
8 Paul is Chairman of the Data Management Group for the Petroleum Exploration Society of Great  
9 Britain, Chairman of the Geoscience Information Group of the Geological Society, and Director  
10 and Previous Past Chairman of the UK Information & Records Management Society. He is the  
11 author of a number of papers and technical reports and has considerable experience of records  
12 management practices in the oil and gas sector, the project management of large-scale records  
13 management projects (both physical and electronic records) and the development and  
14 implementation of records management policies, strategies and retention schedules. Paul has  
15 been an editor of the UK Information & Records Management Society's journal for the last 10  
16 years, and is an Honorary Teaching Fellow in Archives and Records Management at the  
17 University of Dundee.

18  
19 Paul has held senior information management positions in two major oil and gas companies, two  
20 major oil and gas consultancy groups and the Ministry of Petroleum and Minerals in the  
21 Sultanate of Oman. For the last 12 years has led an information and records management  
22 consultancy practice on behalf of the Tribal Group plc.

23  
24 Paul was selected as a consultant to undertake this review by CPUC as he has over 25 years'  
25 experience in data, document and records management within the oil and gas sector. He has  
26 conducted international information management reviews and/or provided records management  
27 training for 60 oil sector clients in Algeria, Bahrain, Bolivia, Borneo, Brazil, Bangladesh,  
28 Canada, India, Indonesia, Norway, Denmark, Germany, Jersey, Saudi Arabia, South Africa,  
29 Malaysia, Thailand, Trinidad, Tunisia, UK and the USA.

30  
31  
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**Alison North**

Alison is a successful entrepreneur having founded and managed her own records management consultancy company in 1986. She is recognized as an author and educator in information and records management and was one of the first Records Managers appointed in the UK, in 1972. Starting out in an era when women were not considered as equals she was the first female to work on a North Sea oil platform in the 1970s where she established an 'offshore information center' that held all drawings and records pertaining to the equipment on the platform. In developing a system that pre-dated personal computers and email she used microform to reduce the paper footprint ensuring a virtually paper-free environment in a limited space. Since then she has continued to introduce new ways of working to many organizations worldwide most recently designing and developing a unique interactive web-based database of legislation and regulations that delivers accurate records retention guidance via the 'cloud'. She has developed innovative records management programs and implemented information strategy in global and local organizations. Focused on simple, cost effective and efficient methods backed up by clear guidance and personal mentoring she leads the way in developing simple solutions for delivery and implementation at all levels within an organization.

A regular writer and speaker on information governance in the UK and abroad she has recently been elected to ARMA's Board as International Director responsible for delivery and implementation of their strategy and services outside of USA and Canada. She holds the Information and Records Management Society Lifetime Achievement Award and sponsors the annual Alison North New Professional Award as part of her commitment to encourage and assist new records management professionals in their work.

Alison was selected as a consultant to undertake this review for CPUC as she has 40 years' experience in records management, 14 years of which she spent in the oil and gas sector and in particular working with the engineers as an information specialist responsible for managing their records across many sites in many countries. She continues to deliver records management services worldwide in USA, Europe, Asia, and the Middle East.

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## 1 **8.9. Appendix 9: Required Record Retention Schedules and Statutory Penalties**

### 3 **8.9.1. Introduction**

4  
5 This section features two tables (attached at the end of this section and referred to in the main  
6 body of the report as Appendix 9 Tables). The first is entitled “PG&E Retention Schedules  
7 Compared to ASME, Code of Federal Regulations, and General Order 112 Requirements”. The  
8 second is entitled “Pressure Test Record Keeping and Operating Pressure Requirements”. The  
9 ensuing passage prefaces the tables, and provides several points relating to them. Section II  
10 explains how to read the Appendix 9 Table entitled “Laws and Policies”, including an  
11 explanation of some of the terms in the spreadsheet. Section III provides disclaimers about the  
12 Appendix 9 Tables. Finally, Section IV adds one additional underlying set of laws regarding  
13 statutory penalties for failure to comply with the constitution or any statute, which is shown to  
14 date at least as far back as 1915.

### 16 **8.9.2. How to Read the Appendix 9 Table Entitled “PG&E Retention Schedules Compared 17 to ASME, Code of Federal Regulations, and General Order 112 Requirements”**

18  
19 This passage explains several things about the Appendix 9 Table entitled “Laws and Policies”  
20 which may help with reading it.

#### 22 **What do the Headings in Row 1 Mean?**

23  
24 First, the column headings in row 1 provide the source document and effective date of a given  
25 PG&E retention schedule. For example, columns C and D in Row 1 contain the text, “(P2-195);  
26 Effective Date: 9/1/1964”. This means that every PG&E retention period for the various types of  
27 records shown under that column comes from PG&E’s source document P2-195, and became  
28 effective September 1st, 1964.

#### 30 **What do the Headings in Row 2 Mean?**

31  
32 The column headings in row 2 provide several things. Column A in Row 2 shows “Record  
33 type”. This refers to a particular type of record. By looking at each record type under this  
34 column, one can see how PG&E’s retention requirements compared with those of other sources  
35 of authority at different points in time. For example, the first heading under Column A is “As-  
36 built records of facilities”, Rows 3 through 6. By examining the entries to the right of this entry  
37 one can compare at different points in time how long PG&E’s internal requirement was to keep  
38 As-built records of gas facilities with similar requirements from the American Society of  
39 Mechanical Engineers (“ASME”), the Code of Federal Regulations (“CFR”), and various  
40 versions of General Order 112 (“GO 112”). Column B in Row 2 says “Source of  
41 Policies/Standards/Rules#”. This provides the source of the rule establishing a recordkeeping  
42 retention period for each type of record. The different sources shown include PG&E, ASME,  
43 CFR, and the Commission’s GO112. The term CFR here specifically refers to Title 49 of the

1 Code of Federal Regulations, Section 192. The specific portion of this Section of the CFR is  
2 provided in the “Reference” column.

3 Beginning with column C, these column headings provide the reference of each retention policy  
4 and the retention periods, or periods of time that a policy required a type of records to be kept.  
5 For example, row 2, column D contains the text “Retention Period”. Because this column is  
6 under the 9/1/1964 all entries in this column show how long a given type of record had to be kept  
7 as of September 1st, 1964. Furthering this example, row 2, column C contains the text  
8 “Reference”. Every entry in this column shows the reference where the retention policy shown  
9 in column D can be found. Therefore, each “Retention Period” and “Reference” heading fit  
10 together to provide a set of retention policies and the sources where they can be found.

### 11 12 **In Column B, What Do the Dates Next to the ASME, CFR, and GO112 Entries Mean?**

13  
14 ASME, CFR, and GO112 had various dates in which a retention requirement became effective,  
15 which are shown here. These dates are set up to show the retention requirement in ASME, the  
16 CFR, or GO 112 that was effective at the same time PG&E had a policy in place. For example,  
17 on September 1, 1964, Row 55 Column D shows that PG&E had a requirement that Line Patrol  
18 Reports be kept in the office for a minimum of 1 year, and for 3 years total. In comparison, line  
19 56 shows that each of the ASME standards in place dating from 1955, through September 1,  
20 1964, and including the policy in 1975 required Line Patrol Records to be kept for the Life of the  
21 Facility. Similarly, General Orders 112, 112A, and 112B, effective in 1961, 1963 and 1967  
22 respectively, each required Line Patrol Records to be kept for the Life of the Facility, because  
23 section 107 of these General Orders made the ASME standards identified in the spreadsheet  
24 mandatory.

### 25 26 **An Explanation of Other Terminology**

27  
28 In several instances, PG&E uses the term “T” to describe the length of its internal retention  
29 schedule. The retention code “T” means “until terminated, superseded, closed, expired,  
30 canceled, redeemed, disposed of, surrendered, discharged, discontinued, retired, or until the  
31 record has served its purpose.”<sup>267</sup>

### 32 33 **8.9.3. Disclaimers about the Tables in Appendix 9**

34  
35 In order to ensure clarity on this matter, several disclaimers about the Tables in Appendix 9 are  
36 presented below:

37  
38 **Since 1911, PG&E Has Been Consistently Required To Maintain Each Record in the**  
39 **Appendix 9 Tables To Promote The Safety of Their Respective Patrons, Employees and**  
40 **The Public:** The term “Source of Policies/Standards/Rules#” in Row 2 has hash mark “#”. This

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<sup>267</sup> See PG&E Data Response to CPSD Data Request 58.

1 provides for a footnote at the bottom of the page which provides the language from California  
2 Public Utilities Code Section 451, and its predecessor section of the California Public Utilities  
3 Act from 1911. This hash mark represents the point that for all records identified in both this  
4 spreadsheet and the ones regarding pressure records, CPSD maintains that from 1911 until the  
5 present, these laws have consistently required PG&E to maintain instrumentalities, equipment,  
6 and facilities, including records, to promote the safety of their respective patrons, employees and  
7 the public.

8  
9 **The Information in Appendix 9 Serves as Reference Material, But Is Not Sponsored by**  
10 **Any Particular Witness:** The information presented in these spreadsheets refers to PG&E  
11 policies, industry standards and sources of law. As such, the Appendix 9 tables themselves may  
12 be referenced by CPSD’s reports. However, the information in the spreadsheets is not sponsored  
13 by any witness.

14  
15 **The Appendix 9 Tables Do Not Necessarily Identify Every Record Retention Requirement**  
16 **That PG&E Must Follow:** In providing the Appendix 9 Tables, CPSD has several intentions.  
17 First, the spreadsheets are intended to be an easy reference for Commission decision makers to  
18 compare retention requirements. Second, the spreadsheets serve as a source that is sometimes  
19 referenced by CPSD’s recordkeeping reports. However, CPSD is aware there are other  
20 recordkeeping retention requirements that apply to PG&E and other similar companies. Some of  
21 these requirements relate, for example, to accounting purposes rather than safety related ones.  
22 So those kinds of requirements were not included in the spreadsheet.

23  
24 **PG&E Voluntarily Followed ASA Code Section B31.8 Beginning in 1955:** This section  
25 provides context to the entries in the first Appendix 9 Table called ASME. These entries are  
26 seen in the second column of this table. These standards are the same as the various iterations of  
27 the ASA Code, which have been called Section B31.1.8 or B31.8 between 1935 and today.  
28 PG&E has acknowledged that it voluntarily follows the ASA Code Section B31.1.8 beginning in  
29 1955. It states, “PG&E believes that, in 1956, its practice was to follow The ASA Code for gas  
30 transmission and distribution piping systems (“ASME standards”).”<sup>268</sup>—“To support this belief,  
31 PG&E points to the attached November 22, 1955 testimony before the California Public Utilities  
32 Commission, which indicates that PG&E adhered to ASA B31.1.8..”<sup>269</sup>

33  
34 In 1960, the CPUC also observed that PG&E acknowledged following ASA Code Section B31.8  
35 in 1958. In the decision adopting the first version of General Order 112, PG&E stated that it and  
36 the other gas utilities in California already voluntarily followed the 1958 version of the ASME  
37 standards. PG&E used this point to claim that GO 112 was unnecessary, and that it was  
38 unnecessary for GO 112 to make the ASME standards mandatory. In addition to claiming that it  
39 had already voluntarily followed the ASA Code, it emphasized that,

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<sup>268</sup> PG&E Response to Data Request 15, Question 6.

<sup>269</sup> See PG&E Response to Data Request 15, Question 6, Attachment 3.

1 “there is no evidence to show that public health or safety has suffered  
2 from the lack of a general order, that the safety record of California  
3 gas utilities has been excellent; that there have been no major pipeline  
4 failures in the State resulting in either loss of life or major interruption  
5 of service; that there is nothing to indicate this good record will not  
6 continue; and that the gas utilities in California voluntarily follow the  
7 American Standards Association (ASA) code for gas transmission and  
8 distribution piping systems.”<sup>270</sup>  
9

10 Nonetheless, General Order 112 required that gas transmission facilities be constructed and  
11 operated in compliance with the 1958 version of ASA B31.8.<sup>271</sup> All references to ASME  
12 identified in the Appendix 9 tables are the same sections of ASME as those identified in this  
13 passage, although some are references to later versions. Therefore, PG&E voluntarily follows  
14 these ASME standards as if it is bound by them.  
15

16 **California Law Has Established Penalties for Failure to Comply With the Constitution or**  
17 **Statute As Far Back as 1915:** From 1993 to 2011, the California Public Utilities Code Section  
18 2107 provided that, “Any public utility which violates or fails to comply with any provision of  
19 the Constitution of this state or of this part, or which fails or neglects to comply with any part or  
20 provision of any order, decision, decree, rule, direction, demand, or requirement of the  
21 commission, in a case in which a penalty has not otherwise been provided, is subject to a penalty  
22 of not less than five hundred dollars (\$500), nor more than twenty thousand dollars (\$20,000) for  
23 each offense.”<sup>272</sup> As of January 1, 2012, the maximum penalty has been increased to \$50,000 for  
24 each offense.<sup>273</sup> Each day in a continuing violation is a separate offense (Cal. Pub. Util. Code  
25 Section 2108), although the Commission has the right to compromise the penalties imposed  
26 under these provisions. (Cal. Pub. Util. Code Section 2104.5). Moreover, all penalties accruing  
27 shall be cumulative, and a suit for one penalty shall not be a bar to other penalties, or be a bar to  
28 any criminal prosecution of the public utility or any of its officers, directors, agents or  
29 employees, or of the exercise by the Commission of its power to punish for contempt.( Cal. Pub.  
30 Util. Code Section 2105).  
31

32 From 1951 to July 25 1993, Cal. Pub. Util. Code Section 2107 provided that, “Any public utility  
33 which violates or fails to comply with any provision of the Constitution of this State or of this  
34 part, or which fails or neglects to comply with any part or provision of any order, decision,  
35 decree, rule, direction, demand, or requirement of the commission, in a case in which a penalty  
36 has not otherwise been provided, is subject to a penalty of not less than five hundred dollars

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<sup>270</sup> D.61269, p. 4.

<sup>271</sup> See General Order 112, §107.1

<sup>272</sup> Cal. Pub. Util. Code §2107; DEERING'S CALIFORNIA ADVANCE LEGISLATIVE SERVICE, Copyright © 1993 by Matthew Bender & Company, Inc.

<sup>273</sup> (Stats. 2011, c. 523 (S.B 879), § 2.)

1 (\$500) nor more than two thousand dollars (\$2,000) for each offense.<sup>-274</sup> The 1951 statute re-  
2 enacted a substantially similar provision of the Public Utilities Act, Section 76(a), enacted in  
3 1915, which provided:

4  
5 “Any public utility which violates or fails to comply with any provision of  
6 constitution of this state or of this act, or which fails, \* \* \* to obey \* \* \*  
7 any order \* \* \* of the commission, in a case in which a penalty has not  
8 hereinbefore been provided for such public utility, is subject to a penalty  
9 of not less than five hundred dollars nor more than two thousand dollars  
10 for each and every offense.”<sup>275</sup>

11  
12 A full set of the Appendix 9 tables is presented overleaf:  
13

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<sup>274</sup> (Stats. 1951, c. 764, p. 2098, § 2107.) West's Ann.Cal.Pub.Util.Code§ 2107.

<sup>275</sup> People v. Western Air Lines, Inc., 268 P.2d 723, 727.

Appendix 9: Pacific Gas and Electric Retention Schedules Compared to ASME, Code of Federal Regulations and General Order 112 Requirements

		(P2-195); Effective Date: 9/1/1964		(P2-212); Effective Date: 4/6/1994		(P2-225); Effective Date: 3/14/2005		(P2-227); Effective Date: 5/22/2008		(P2-230) Effective Date: 4/16/2010	
Record Type	Source of Policies/Standards/Rules #	Reference	Retention Period	Reference	Retention Period	Reference	Retention Period	Reference	Retention Period	Reference	Retention Period
As-Built Records of Facilities	PG&E	N/A	N/A	P2-212	Life of facility	P2-225	Life of facility	P2-227	Life of facility	P2-230 (E&O – GT&D – ESS)	Mandated Retention Period: Life of facility Recommended Disposal Period: Life of facility
	ASME										
	CFR (02/11/1994)	-		192.605(a) and (b)(3)	PG&E must have an Operations and Maintenance Manual that must include procedures for making construction records, maps, and operating history available to appropriate personnel.	192.605(a) and (b)(3)	PG&E must have an Operations and Maintenance Manual that must include procedures for making construction records, maps, and operating history available to appropriate personnel.	192.605(a) and (b)(3)	PG&E must have an Operations and Maintenance Manual that must include procedures for making construction records, maps, and operating history available to appropriate personnel.	192.605(a) and (b)(3)	PG&E must have an Operations and Maintenance Manual that must include procedures for making construction records, maps, and operating history available to appropriate personnel.
	GO112										
Drawings of Facilities	PG&E	N/A	N/A	P2-212 (Electric Supply: As-Built Records of Facilities)	Life of facility	P2-225 (Electric Supply: As-Built Records of Facilities)	Life of facility			P2-230 (Electric Maintenance and Construction: As Built Records/Drawings of Facilities)	Mandated Retention Period: Life of facility or 6 years after facility is retired Recommended Disposal Period: Life of equip/facility
	ASME										
	CFR (02/11/1994)			192.605(a) and (b)(3)	PG&E must have an Operations and Maintenance Manual that must include procedures for making construction records, maps, and operating history available to appropriate personnel.	192.605(a) and (b)(3)	PG&E must have an Operations and Maintenance Manual that must include procedures for making construction records, maps, and operating history available to appropriate personnel.	192.605(a) and (b)(3)	PG&E must have an Operations and Maintenance Manual that must include procedures for making construction records, maps, and operating history available to appropriate personnel.	192.605(a) and (b)(3)	PG&E must have an Operations and Maintenance Manual that must include procedures for making construction records, maps, and operating history available to appropriate personnel.
	GO112										
Metallurgical Failure Analysis	PG&E	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	P2-230	Mandated Retention Period: None Recommended Disposal Period: Kept permanent
Leak Survey Maps	PG&E	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	P2-230	Mandated Retention Period: 9 years - Recommended Disposal Period: 10 years
	ASME (1955, 1958, 1963, 1967, 1968, 1975)	851.5	LoF								
	ASME (1986, 1989, 1995, 1999)			851.6	LoF	851.6	LoF				
	ASME (2007)							851.6	LoF		
	ASME (2010)									851.6	LoF
	CFR (08/19/1970)			192.709	LoF						
CFR (06/06/1996)			192.706 and 192.709	Either 5 years or until the next leak survey record is made, whichever is greater.	192.706 and 192.709	Either 5 years or until the next leak survey record is made, whichever is greater.	192.706 and 192.709	Either 5 years or until the next leak survey record is made, whichever is greater.	192.706 and 192.709	Either 5 years or until the next leak survey record is made, whichever is greater.	
	GO112 (1/17/1961), GO112A (12/3/1963), GO 112B (12/1/1967)**	Section 107	LoF								

Appendix 9: Pacific Gas and Electric Retention Schedules Compared to ASME, Code of Federal Regulations and General Order 112 Requirements

		(P2-195); Effective Date: 9/1/1964		(P2-212); Effective Date: 4/6/1994		(P2-225); Effective Date: 3/14/2005		(P2-227); Effective Date: 5/22/2008		(P2-230) Effective Date: 4/16/2010	
Record Type	Source of Policies/Standards/Rules #	Reference	Retention Period	Reference	Retention Period	Reference	Retention Period	Reference	Retention Period	Reference	Retention Period
Gas Service Record	PG&E	P2-195 (Leak Survey Records)	Office: P Total: P	P2-212	Life of facility	P2-225	Life of facility	P2-227	Life of facility	P2-230	Mandated Retention Period: Life of facility Recommended Disposal Period: After fulfilling mandated retention
	ASME (1955, 1958, 1963, 1967, 1968, 1975)	851.5	Leak Survey Records must be kept LoF								
	ASME (1986, 1989, 1995, 1999)			851.6	Leak Survey Records must be kept LoF	851.6	Leak Survey Records must be kept LoF				
	ASME (2007)							851.6	Leak Survey Records must be kept LoF		
	ASME (2010)									851.6	Leak Survey Records must be kept LoF
	CFR (08/19/1970)			192.709	LoF						
	CFR (6/6/1996)			192.706 and 192.709	Either 5 years or until the next leak survey record is made, whichever is greater.	192.706 and 192.709	Either 5 years or until the next leak survey record is made, whichever is greater.	192.706 and 192.709	Either 5 years or until the next leak survey record is made, whichever is greater.	192.706 and 192.709	Either 5 years or until the next leak survey record is made, whichever is greater.
GO112 (1/17/1961), GO112A (12/3/1963), GO 112B (12/1/1967)**	Section 107		LoF								
Engineering Records	PG&E	N/A	N/A	P2-212 (Engineering Record/Drawings/Support Data)	Records pertinent to the constructed facility retain until superseded or 6 years after the facility is retired. If construction of facility does not result, destroy at option after a complete accounting of expenses incurred	P2-225 (Engineering Record/Drawings/Support Data)	Records pertinent to the constructed facility retain until superseded or 6 years after the facility is retired. If construction of facility does not result, destroy at option after a complete accounting of expenses incurred	P2-227(Engineering Record/Drawings/Support Data)	Records pertinent to the constructed facility retain until superseded or 6 years after the facility is retired. If construction of facility does not result, destroy at option after a complete accounting of expenses incurred	P2-230	Mandated Retention Period: 6 years after facility is retired Recommended Disposal Period: 6 years after facility is retired
	ASME										
	CFR (02/11/1994)			192.605(a) and (b)(3)	PG&E must have an Operations and Maintenance Manual that must include procedures for making construction records, maps, and operating history available to appropriate personnel.	192.605(a) and (b)(3)	PG&E must have an Operations and Maintenance Manual that must include procedures for making construction records, maps, and operating history available to appropriate personnel.	192.605(a) and (b)(3)	PG&E must have an Operations and Maintenance Manual that must include procedures for making construction records, maps, and operating history available to appropriate personnel.	192.605(a) and (b)(3)	PG&E must have an Operations and Maintenance Manual that must include procedures for making construction records, maps, and operating history available to appropriate personnel.
	GO112										
Emergency Shutdown Procedures	PG&E	N/A	N/A	P2-212	Destroy at option after expiration or supersession	P2-225	Destroy at option after expiration or supersession	P2-227	Destroy at option after expiration or supersession	P2-230	Mandated Retention Period: Updates kept until next revision Recommended Disposal Period: Updates kept until next revision
	ASME										
	CFR (08/19/1970; 03/31/1976)			192.615	Have written emergency procedure	192.615	Have written emergency procedure	192.615	Have written emergency procedure	192.615	Have written emergency procedure
	GO112										

Appendix 9: Pacific Gas and Electric Retention Schedules Compared to ASME, Code of Federal Regulations and General Order 112 Requirements

		(P2-195); Effective Date: 9/1/1964		(P2-212); Effective Date: 4/6/1994		(P2-225); Effective Date: 3/14/2005		(P2-227); Effective Date: 5/22/2008		(P2-230) Effective Date: 4/16/2010	
Record Type	Source of Policies/Standards/Rules #	Reference	Retention Period	Reference	Retention Period	Reference	Retention Period	Reference	Retention Period	Reference	Retention Period
Anode Record	PG&E	P2-195	Office; T	P2-212	Life of equipment	P2-225	Life of equipment	P2-227	Life of equipment	P2-230	Mandated Retention Period: Life of equipment Recommended Disposal Period: Life of equipment
	ASME										
	CFR GO112										
Cathodic Protection Records	PG&E	N/A	N/A	P2-212	Cathodic Protection Reports and CP Station Reports to be Kept- Life of Facility	P2-225	Cathodic Protection Reports and CP Station Reports to be Kept- Life of Facility	P2-227	Cathodic Protection Reports and CP Station Reports to be Kept- Life of Facility	P2-230	Mandated Retention Period: LoF Recommended Disposal Period: LoF
	ASME (1955, 1958, 1963, 1967, 1968)	851.4	If there is CP, make records showing its adequacy and condition of pipe coating.								
	ASME (1975, 1986)			865	LoF if necessary to evaluate need for or effectiveness of corrosion control measures.						
	ASME (1992)			A864.41	LoF						
	ASME (1995, 1999)					867	LoF			867	LoF
	ASME (2007)							867	LoF	867	LoF
	CFR (1996)					192.491	LoF	192.491	LoF	192.491	LoF
GO112 (1/17/1961), GO112A (12/3/1963), GO 112B (12/1/1967)**	Section 107		If there is CP, make records showing its adequacy and condition of pipe coating.								
Corrosion Records	PG&E	N/A	N/A	P2-212	Life of facility	P2-225	Life of facility	P2-227	Life of facility	P2-230	Mandated Retention Period: Life of facility Recommended Disposal Period: Life of facility
	ASME (1955, 1958, 1963, 1967, 1968)	851.4	Make records of corrosion conditions found on each pipeline.	851.4	Make records of corrosion conditions found on each pipeline.						
	ASME (1975, 1986)			865	LoF						
	ASME (1989)			867	LoF						
	ASME (1992)			A864.42	LoF						
	ASME (1995, 1999)					867	LoF			867	LoF
	ASME (2007)							867	LoF	867	LoF
CFR (1996)	N/A	N/A	N/A	N/A	192.491(c)	At least 5 years to show adequacy of corrosion control measures or that a corrosive condition does not exist.	192.491(c)	At least 5 years to show adequacy of corrosion control measures or that a corrosive condition does not exist.	192.491(c)	At least 5 years to show adequacy of corrosion control measures or that a corrosive condition does not exist.	
GO112 (1/17/1961), GO112A (12/3/1963), GO 112B (12/1/1967)**	Section 107		Make records of corrosion conditions found on each pipeline.								



Appendix 9: Pacific Gas and Electric Retention Schedules Compared to ASME, Code of Federal Regulations and General Order 112 Requirements

		(P2-195); Effective Date: 9/1/1964		(P2-212); Effective Date: 4/6/1994		(P2-225); Effective Date: 3/14/2005		(P2-227); Effective Date: 5/22/2008		(P2-230) Effective Date: 4/16/2010	
Record Type	Source of Policies/Standards/Rules #	Reference	Retention Period	Reference	Retention Period	Reference	Retention Period	Reference	Retention Period	Reference	Retention Period
Inspection Records-Leak Repair or Pipe Exposure	PG&E	N/A	N/A	P2-212	Life of facility	P2-225	Life of facility	P2-227	Life of facility	P2-230	Mandated Retention Period: Life of facility Recommended Disposal Period: Life of facility
	ASME (1955, 1958, 1963, 1967, 1968, 1975)	851.5	LoF								
	ASME (1986, 1989, 1995, 1999) ASME (2007, 2010)			851.6	LoF	851.6	LoF				
	CFR (08/19/1971) (Amended 06/06/1996)			192.709	Repair records must be kept for LoF.	192.709	Repair records must be kept for LoF.	851.6	LoF	851.6	LoF
	GO112 (1/17/1961), GO112A (12/3/1963), GO 112B (12/1/1967)**	Section 107	LoF								
Line Patrol Reports	PG&E	P2-195	Office: 1 Total: 3	P2-212	Life of facility for numbered gas transmission lines, 3 years for all others	P2-225	Life of facility for numbered gas transmission lines, 3 years for all others	P2-227	Life of facility for numbered gas transmission lines, 3 years for all others	P2-230 (ED – Gas Maintenance and Construction: Line Patrol Reports)	Mandated Retention Period: Life of facility Recommended Disposal Period: Life of facility
	ASME (1955, 1958, 1963, 1967, 1968, 1975)	851.5	LoF								
	ASME (1986, 1989, 1995, 1999) ASME (2007, 2010)			851.6	LoF	851.6	LoF				
	CFR (08/19/1970)			192.709	LoF			851.6	LoF	851.6	LoF
	CFR (06/06/1996)			192.709	Either 5 years or until the next Line patrol report or record is made, whichever is greater.	192.709	Either 5 years or until the next Line patrol report or record is made, whichever is greater.	192.709	Either 5 years or until the next Line patrol report or record is made, whichever is greater.	192.709	Either 5 years or until the next Line patrol report or record is made, whichever is greater.
GO112 (1/17/1961), GO112A (12/3/1963), GO 112B (12/1/1967)**	Section 107	LoF									
Line Inspection Reports	PG&E	N/A	N/A	P2-212 (Line Inspection Reports)	Gas Transmission and Distribution - 3 years	P2-225 (Line Inspection Reports)	Gas Transmission and Distribution - 3 years	P2-227 (Line Inspection Reports)	Gas Transmission and Distribution - 3 years	P2-3 (and P2-230)	9 years
	ASME (1955, 1958, 1963, 1967, 1968, 1975)	851.5	LoF								
	ASME (1986, 1989, 1995, 1999) ASME (2007, 2010)			851.6	LoF	851.6	LoF				
	CFR (08/19/1970)			192.709	LoF			851.6	LoF	851.6	LoF
	CFR (6/6/1996)			192.709	Either 5 years or until the next line inspection report or record is made, whichever is greater.	192.709	Either 5 years or until the next line inspection report or record is made, whichever is greater.	192.709	Either 5 years or until the next line inspection report or record is made, whichever is greater.	192.709	Either 5 years or until the next line inspection report or record is made, whichever is greater.
GO112 (1/17/1961), GO112A (12/3/1963), GO 112B (12/1/1967)**	Section 107	LoF									
Asset History Records	PG&E	N/A	N/A	P2-212 (Electric Supply: History Records –Equipment)	Life of equipment	P2-225 (History Records –Equipment)	Life of equipment	P2-227 (History Records –Equipment)	Life of equipment	P2-225 (ED – Electric Maintenance & Construction, Includes Transmission and Substation: Asset History Records)	Mandated Retention Period: Life of equipment Recommended Disposal Period: Life of equipment
	ASME										
	CFR GO112										

Appendix 9: Pacific Gas and Electric Retention Schedules Compared to ASME, Code of Federal Regulations and General Order 112 Requirements

		(P2-195); Effective Date: 9/1/1964		(P2-212); Effective Date: 4/6/1994		(P2-225); Effective Date: 3/14/2005		(P2-227); Effective Date: 5/22/2008		(P2-230) Effective Date: 4/16/2010	
Record Type	Source of Policies/Standards/Rules#	Reference	Retention Period	Reference	Retention Period	Reference	Retention Period	Reference	Retention Period	Reference	Retention Period
Transmission Line Inspections, Including Patrol Maintenance Reports, Trouble Reports and Line Logs	PG&E	P2-195 (Line Trouble)	Office: 1 Total: 3	P2-212 (Trouble Report)	6 years	P2-225 (Trouble Report)	6 years	P2-227 (Trouble Report)	6 years	N/A	N/A
	ASME (1955, 1958, 1963, 1967, 1968, 1975)	851.5	LoF								
	ASME (1986, 1989, 1995, 1999)			851.6	LoF	851.6	LoF				
	ASME (2007, 2010)							851.6	LoF	851.6	LoF
	CFR (08/19/1970)			192.709	LoF						
	CFR (06/06/1996)			192.709	Either 5 years or until the next line inspection report or record is made, whichever is greater.	192.709	Either 5 years or until the next line inspection report or record is made, whichever is greater.	192.709	Either 5 years or until the next line inspection report or record is made, whichever is greater.	192.709	Either 5 years or until the next line inspection report or record is made, whichever is greater.
	GO112 (1/17/1961), GO112A (12/3/1963), GO 112B (12/1/1967)**	Section 107	LoF								
Transmission Outage Reports, Outage Interruption Reports, and Line Operating Reports	PG&E	P2-195 (Transmission Flow Charts)	Office: 1 Total: 3								
	ASME										
	CFR										
	GO112										
Transmission Outage Interruption Reports	PG&E	N/A	N/A	P2-212 (Interruption Reports – Service)	Gas Transmission and Distribution – 6 years	P2-225 (Interruption Reports – Service)	Gas Transmission and Distribution – 6 years	P2-227 (Interruption Reports – Service)	Gas Transmission and Distribution – 6 years		
	ASME										
	CFR										
	GO112										
Transmission Outage: Line Operating Reports	PG&E	N/A	N/A	P2-212 (Transmission Line Operating Reports)	Gas Transmission and Distribution – 3 years	P2-225 (Transmission Line Operating Reports)	Gas Transmission and Distribution – 3 years	P2-227 (Transmission Line Operating Reports)	Gas Transmission and Distribution – 3 years	P2-230 (ED - Gas Maintenance and Construction: Transmission Line Operating Reports)	Mandated Retention Period: 3 years Recommended Disposal Period: 5 years
	ASME										
	CFR										
	GO112										
Mapping Job Folders	PG&E	P2-195	Office: T	N/A	N/A	N/A	N/A	N/A	N/A	P2-230 (ED - Technical Services: As Built Records of Facilities, Mapping Job Folders Including Estimates, Inspection Logs)	Mandated Retention Period: Until retired Recommended Disposal Period: Life of the facility
	ASME										
	CFR										
	GO112										

Appendix 9: Pacific Gas and Electric Retention Schedules Compared to ASME, Code of Federal Regulations and General Order 112 Requirements

		(P2-195); Effective Date: 9/1/1964		(P2-212); Effective Date: 4/6/1994		(P2-225); Effective Date: 3/14/2005		(P2-227); Effective Date: 5/22/2008		(P2-230) Effective Date: 4/16/2010	
Record Type	Source of Policies/Standards/Rules #	Reference	Retention Period	Reference	Retention Period	Reference	Retention Period	Reference	Retention Period	Reference	Retention Period
Inspection Logs	PG&E	N/A	N/A	P2-212 (Logs – Inspection and SPCC Compliance)[9]	Permanent	P2-225 (Logs – Inspection and SPCC Compliance)[9]	Permanent	P2-227 (Logs – Inspection and SPCC Compliance)[9]	Permanent	P2-230 (ED - Technical Services: As Built Records of Facilities, Mapping Job Folders Including Estimates, Inspection Logs)	Mandated Retention Period: Until retired Recommended Disposal Period: Life of the facility
	ASME (1955, 1958, 1963, 1967, 1968, 1975)	851.5	LoF								
	ASME (1986, 1989, 1995, 1999)			851.6	LoF	851.6	LoF				
	ASME (2007, 2010)							851.6	LoF	851.6	LoF
	CFR (08/19/1970)			192.709	LoF						
	CFR (06/06/1996)			192.709	Either 5 years or until the next line inspection report or record is made, whichever is greater.	192.709	Either 5 years or until the next line inspection report or record is made, whichever is greater.	192.709	Either 5 years or until the next line inspection report or record is made, whichever is greater.	192.709	Either 5 years or until the next line inspection report or record is made, whichever is greater.
	GO112 (1/17/1961), GO112A (12/3/1963), GO 112B (12/1/1967)**	Section 107	LoF								
Gas High Pressure Test Record	PG&E	P2-195	Office: 6 Total: T	P2-212	3 Years	P2-225	3 Years	P2-227	3 Years	N/A	N/A
	ASME (1955, 1958, 1963, 1967, 1968)	841.417	Test Pressure Records Required for LoF								
	ASME (1975)			841.327	Test Pressure Records Required for Life of Facility						
	ASME (1986, 1989)			841.327	Test Pressure Records Showing Procedures Used and Data Developed in Establishing MAOP Required for LoF.						
	ASME (1992, 1995, 1999)			841.326	Test Pressure Records Showing Procedures Used and Data Developed in Establishing MAOP Required for LoF.	841.326	Test Pressure Records Showing Procedures Used and Data Developed in Establishing MAOP Required for LoF.				
	ASME (2007, 2010)							841.326	Test Pressure Records Showing Procedures Used and Data Developed in Establishing MAOP Required for LoF.	841.4.5	Permanent function-testing records of pipeline monitoring are required.

Appendix 9: Pacific Gas and Electric Retention Schedules Compared to ASME, Code of Federal Regulations and General Order 112 Requirements

		(P2-195); Effective Date: 9/1/1964		(P2-212); Effective Date: 4/6/1994		(P2-225); Effective Date: 3/14/2005		(P2-227); Effective Date: 5/22/2008		(P2-230) Effective Date: 4/16/2010	
Record Type	Source of Policies/Standards/Rules #	Reference	Retention Period	Reference	Retention Period	Reference	Retention Period	Reference	Retention Period	Reference	Retention Period
	CFR (08/19/1970)	N/A	N/A	192.505 and 192.517	For pipelines operating at hoop stress of 30% or more of SMYS, retain for LoF the following: Operator's name, name of employee making the test. Test medium used. Test pressure. Test duration. Pressure recording charts or other record of pressure readings. Leaks and failures noted and their disposition.	192,505 and 192.517	For pipelines operating at hoop stress of 30% or more of SMYS, retain for LoF the following: Operator's name, name of employee making the test. Test medium used. Test pressure. Test duration. Pressure recording charts or other record of pressure readings. Leaks and failures noted and their disposition.	192,505 and 192.517	For pipelines operating at hoop stress of 30% or more of SMYS, retain for LoF the following: Operator's name, name of employee making the test. Test medium used. Test pressure. Test duration. Pressure recording charts or other record of pressure readings. Leaks and failures noted and their disposition.	192,505 and 192.517	For pipelines operating at hoop stress of 30% or more of SMYS, retain for LoF the following: Operator's name, name of employee making the test. Test medium used. Test pressure. Test duration. Pressure recording charts or other record of pressure readings. Leaks and failures noted and their disposition.
	GO112 (1/17/1961), GO112A (12/3/1963), GO 112B (12/1/1967)**	Section 107	LoF								
Pressure Charts: Transmission and Distribution	PG&E	P2-195	Office 1: Total: 3	N/A		P2-225	Charts for Transmission Line, Flow, Holder, and Miscellaneous Pressure-3 Years	P2-227	Charts for Transmission Line, Flow, Holder, and Miscellaneous Pressure-3 Years	N/A	N/A
	ASME (1955, 1958, 1963, 1967, 1968)	841.417	Test Pressure Records Required for LoF								
	ASME (1975)			841.327	Test Pressure Records Required for Life of Facility						
	ASME (1986, 1989)			841.327	Test Pressure Records Showing Procedures Used and Data Developed in Establishing MAOP Required for LoF.						
	ASME (1992, 1995, 1999)			841.326	Test Pressure Records Showing Procedures Used and Data Developed in Establishing MAOP Required for LoF.	841.326	Test Pressure Records Showing Procedures Used and Data Developed in Establishing MAOP Required for LoF.				
	ASME (2007, 2010)							841.326	Test Pressure Records Showing Procedures Used and Data Developed in Establishing MAOP Required for LoF.	841.4.5	Permanent function-testing records of pipeline monitoring are required.
	CFR (08/19/1970)	N/A	N/A	192.505 and 192.517	For pipelines operating at 30% SMYS or more, pressure record charts must be kept for LoF.	192.505 and 192.517	For pipelines operating at 30% SMYS or more, pressure record charts must be kept for LoF.	192.505 and 192.517	For pipelines operating at 30% SMYS or more, pressure record charts must be kept for LoF.	192,505 and 192.517	For pipelines operating at 30% SMYS or more, pressure record charts must be kept for LoF.
	GO112 (1/17/1961), GO112A (12/3/1963), GO 112B (12/1/1967)**	Section 107	LoF								

Appendix 9: Pacific Gas and Electric Retention Schedules Compared to ASME, Code of Federal Regulations and General Order 112 Requirements

		(P2-195); Effective Date: 9/1/1964		(P2-212); Effective Date: 4/6/1994		(P2-225); Effective Date: 3/14/2005		(P2-227); Effective Date: 5/22/2008		(P2-230) Effective Date: 4/16/2010	
Record Type	Source of Policies/Standards/Rules #	Reference	Retention Period	Reference	Retention Period	Reference	Retention Period	Reference	Retention Period	Reference	Retention Period
Pressure Survey Reports	PG&E	P2-195	Office 1: Total 3	N/A	N/A	P2-225	N/A	P2-227	N/A	N/A	N/A
	ASME (1955, 1958, 1963, 1967, 1968)	841.417	Test Pressure Records Required for LoF								
	ASME (1975)	N/A	N/A	841.327	Test Pressure Records Required for Life of Facility						
	ASME (1986, 1989)	N/A	N/A	841.327	Test Pressure Records Showing Procedures Used and Data Developed in Establishing MAOP Required for LoF.						
	ASME (1992, 1995, 1999)	N/A	N/A	841.326	Test Pressure Records Showing Procedures Used and Data Developed in Establishing MAOP Required for LoF.	841.326	Test Pressure Records Showing Procedures Used and Data Developed in Establishing MAOP Required for LoF.				
	ASME (2007, 2010)							841.326	Test Pressure Records Showing Procedures Used and Data Developed in Establishing MAOP Required for LoF.	841.4.5	Permanent function-testing records of pipeline monitoring are required.
	CFR (08/19/1970)	N/A	N/A	192.505 and 192.517	For pipelines operating at 30% SMYS or more, records of pressure readings must be kept for LoF	192.505 and 192.517	For pipelines operating at 30% SMYS or more, records of pressure readings must be kept for LoF	192.505 and 192.517	For pipelines operating at 30% SMYS or more, records of pressure readings must be kept for LoF	192.505 and 192.517	For pipelines operating at 30% SMYS or more, records of pressure readings must be kept for LoF
	GO112 (1/17/1961), GO112A (12/3/1963), GO 112B (12/1/1967)**	Section 107	LoF								
Pressure Records for MAOP Pressure Verification (Dist and Dim)	PG&E					P2-225	Chart of MAOP Pressure Verification (Dist and Dim) Life of Facility	P2-227	Chart of MAOP Pressure Verification (Dist and Dim) Life of Facility	P2-230	Chart of MAOP Pressure Verification (Dist and Dim) Life of Facility
	ASME (1955, 1958, 1963, 1967, 1968)	841.417	Test Pressure Records Required for LoF								
	ASME (1975)			841.327	Test Pressure Records Required for Life of Facility						
	ASME (1986, 1989)			841.327	Test Pressure Records Showing Procedures Used and Data Developed in						
	ASME (1992, 1995, 1999)			841.326	Test Pressure Records Showing Procedures Used and Data Developed in	841.326	Test Pressure Records Showing Procedures Used and Data Developed in				
	ASME (2007, 2010)							841.326	Test Pressure Records Showing Procedures Used and Data Developed in	841.4.5	Permanent function-testing records of pipeline monitoring are required.
	CFR										
	GO112 (1/17/1961), GO112A (12/3/1963), GO 112B (12/1/1967)**	Section 107	LoF								

Appendix 9: Pacific Gas and Electric Retention Schedules Compared to ASME, Code of Federal Regulations and General Order 112 Requirements

		(P2-195); Effective Date: 9/1/1964		(P2-212); Effective Date: 4/6/1994		(P2-225); Effective Date: 3/14/2005		(P2-227); Effective Date: 5/22/2008		(P2-230) Effective Date: 4/16/2010	
Record Type	Source of Policies/Standards/Rules #	Reference	Retention Period	Reference	Retention Period	Reference	Retention Period	Reference	Retention Period	Reference	Retention Period
Gas Pressure Department Reports	PG&E					P2-225	Gas Transmission & Distribution-3 Years	P2-227	N/A	N/A	N/A
	ASME (1955, 1958, 1963, 1967, 1968)	841.417	Test Pressure Records Required for LoF								
	ASME (1975)			841.327	Test Pressure Records Required for Life of Facility						
	ASME (1986, 1989)			841.327	Test Pressure Records Showing Procedures Used and Data Developed in Establishing MAOP Required for LoF.						
	ASME (1992, 1995, 1999)			841.326	Test Pressure Records Showing Procedures Used and Data Developed in Establishing MAOP Required for LoF.	841.326	Test Pressure Records Showing Procedures Used and Data Developed in Establishing MAOP Required for LoF.				
	ASME (2007, 2010)							841.326	Test Pressure Records Showing Procedures Used and Data Developed in Establishing MAOP Required for LoF.	841.4.5	Permanent function-testing records of pipeline monitoring are required.
	CFR										
	GO112 (1/17/1961), GO112A (12/3/1963), GO 112B (12/1/1967)**	Section 107	LoF								

Appendix 9: Pacific Gas and Electric Retention Schedules Compared to ASME, Code of Federal Regulations and General Order 112 Requirements

Record Type	Source of Policies/Standards/Rules #	(P2-195); Effective Date: 9/1/1964		(P2-212); Effective Date: 4/6/1994		(P2-225); Effective Date: 3/14/2005		(P2-227); Effective Date: 5/22/2008		(P2-230) Effective Date: 4/16/2010	
		Reference	Retention Period	Reference	Retention Period	Reference	Retention Period	Reference	Retention Period	Reference	Retention Period
Fluid Used for Testing	PG&E										
	ASME (1955, 1958, 1963, 1967, 1968)	841.417	Type of Fluid Used for Testing Is Required for LoF								
	ASME (1975)			841.327	Type of Fluid Used for Testing Is Required for LoF						
	ASME (1986, 1989)			841.327	Test Pressure Records Showing Procedures Used and Data Developed in Establishing MAOP Required for LoF.						
	ASME (1992, 1995, 1999)			841.326	Test Pressure Records Showing Procedures Used and Data Developed in Establishing MAOP Required for LoF.	841.326	Test Pressure Records Showing Procedures Used and Data Developed in Establishing MAOP Required for LoF.				
	ASME (2007, 2010)							841.326	Test Pressure Records Showing Procedures Used and Data Developed in Establishing MAOP Required for LoF.	841.4.5	Permanent function-testing records of pipeline monitoring are required.
	CFR (08/19/1970)			192.505 and 192.517	For pipelines operating at 30% SMYS or more, records showing test medium used on a pipeline must be kept for LoF.	192.505 and 192.517	For pipelines operating at 30% SMYS or more, records showing test medium used on a pipeline must be kept for LoF.	192.505 and 192.517	For pipelines operating at 30% SMYS or more, records showing test medium used on a pipeline must be kept for LoF.	192.505 and 192.517	For pipelines operating at 30% SMYS or more, records showing test medium used on a pipeline must be kept for LoF.
	GO112 (1/17/1961), GO112A (12/3/1963), GO 112B (12/1/1967)**	Section 107	LoF								
Changes In Class Location	PG&E										
	CFR (8/19/1970)			192.611	If hoop stress corresponding to established MAOP of a pipeline segment does not fit the present class location, and the segment has not been previously tested, it must be tested, and test pressure records must be kept for LoF.	192.611	If hoop stress corresponding to established MAOP of a pipeline segment does not fit the present class location, and the segment has not been previously tested, it must be tested, and test pressure records must be kept for LoF.	192.611	If hoop stress corresponding to established MAOP of a pipeline segment does not fit the present class location, and the segment has not been previously tested, it must be tested, and test pressure records must be kept for LoF.	192.611	If hoop stress corresponding to established MAOP of a pipeline segment does not fit the present class location, and the segment has not been previously tested, it must be tested, and test pressure records must be kept for LoF.

Appendix 9: Pacific Gas and Electric Retention Schedules Compared to ASME, Code of Federal Regulations and General Order 112 Requirements

		(P2-195); Effective Date: 9/1/1964		(P2-212); Effective Date: 4/6/1994		(P2-225); Effective Date: 3/14/2005		(P2-227); Effective Date: 5/22/2008		(P2-230) Effective Date: 4/16/2010	
Record Type	Source of Policies/Standards/Rules #	Reference	Retention Period	Reference	Retention Period	Reference	Retention Period	Reference	Retention Period	Reference	Retention Period
Records of Welds	PG&E	P2-195	Welding Reports: T	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
	CFR (08/19/1970)		Records of number of girth welds made, nondestructively tested, rejected, and disposition of rejects must be kept for the life of all pipelines operated at a pressure of at least 20% SMYS.*	192.241 and 192.243	Records of number of girth welds made, nondestructively tested, rejected, and disposition of rejects must be kept for the life of all pipelines operated at a pressure of at least 20% SMYS.*	192.241 and 192.243	Records of number of girth welds made, nondestructively tested, rejected, and disposition of rejects must be kept for the life of all pipelines operated at a pressure of at least 20% SMYS.*	192.241 and 192.243	Records of number of girth welds made, nondestructively tested, rejected, and disposition of rejects must be kept for the life of all pipelines operated at a pressure of at least 20% SMYS.*	192.241 and 192.243	Records of number of girth welds made, nondestructively tested, rejected, and disposition of rejects must be kept for the life of all pipelines operated at a pressure of at least 20% SMYS.*
Welder Qualifications Records	PG&E										
	ASME (1955)	841.417	Keep for the entire length of construction.								
	ASME (1958, 1963, 1967, 1968)	824.25	Keep for the entire length of construction.								
	ASME (1975, 1986, 1989)	823.4	Keep for the entire length of construction.								
	ASME (1992)			823.4	Keep for the entire length of construction.						
	ASME (1995, 1999)					823.4	Keep for the entire length of construction.				
	CFR										
	GO112 (1/17/1961), GO112A (12/3/1963), GO 112B (12/1/1967)**	Section 107	Keep for the entire length of construction.								
Welding Procedure Test Qualifications	PG&E										
	ASME (1955, 1958, 1963, 1967, 1968)	824.25	Keep records as long as procedure is still in use.								
	ASME (1975, 1986, 1989)	823.4	Keep records as long as procedure is still in use.								
	ASME (1992)			823.4	Keep records as long as procedure is still in use.						
	ASME (1995, 1999)					823.4	Keep records as long as procedure is still in use.				
	CFR (08/19/1970)			192.225	Must be recorded in detail, including results of qualifying tests, retained, and followed whenever procedure is used.	192.225	Must be recorded in detail, including results of qualifying tests, retained, and followed whenever procedure is used.	192.225	Must be recorded in detail, including results of qualifying tests, retained, and followed whenever procedure is used.	192.225	Must be recorded in detail, including results of qualifying tests, retained, and followed whenever procedure is used.
		GO112 (1/17/1961), GO112A (12/3/1963), GO 112B (12/1/1967)**	Section 107	Keep records as long as procedure is still in use.							



**Appendix 9: Pacific Gas and Electric Retention Schedules Compared to ASME, Code of Federal Regulations and General Order 112 Requirements**

		(P2-195); Effective Date: 9/1/1964	(P2-212); Effective Date: 4/6/1994	(P2-225); Effective Date: 3/14/2005	(P2-227); Effective Date: 5/22/2008	(P2-230) Effective Date: 4/16/2010
Record Type	Source of Policies/Standards/Rules#	Reference	Retention Period	Reference	Retention Period	Reference
	<p>*Keeping these records is not required if a pipe has a diameter of 6 inches or less, or if the pipe is operated at less than 40% SMYS and the number of welds are so limited that nondestructive testing is impractical.  **General Orders 112, 112A, and 112B, Sections 107 all required that gas transmission facilities be constructed and operated in compliance with the current ASME standards, unless the General Orders explicitly said otherwise.  This is why most General Order 112 requirements mirror ASME requirements for a given subject area until April 30, 1971, when General Order 112C was adopted without such a requirement.  ***All references to ASME by date mean the following references. The section number of the ASME standard is given in the column immediately preceding the rule it cites.  ASME 1955 refers to ASA B31.1.8-1955, Section 8 of ASA Code for Pressure Piping.  ASME 1958 refers to ASA B31.8-1958, Section 8 of ASA Code for Pressure Piping.  ASME 1963 refers to ASA B31.8-1963, ASA Code for Pressure Piping.  ASME 1967 refers to ASA B31.8-1967, USA Standard Code for Pressure Piping.  ASME 1968 refers to ASA B31.8-1968, USA Standard Code for Pressure Piping.  ASME 1975 refers to ANSI B31.8-1975 American National Standard Code for Pressure Piping.  ASME 1986 refers to ANSI ASME B31.8-ASME Code for Pressure Piping, B31 An American Standard, 1986 Edition  ASME 1989 refers to ANSI ASME B31.8-ASME Code for Pressure Piping, B31 An American Standard, 1989 Edition  ASME 1992 refers to ANSI ASME B31.8-ASME Code for Pressure Piping, B31 An American Standard, 1992 Edition  ASME 1995 refers to ASME B31.8-1995 Edition-ASME Code for Pressure Piping, B31 An American National Standard.  ASME 1999 refers to ASME B31.8-1999 Edition-ASME Code for Pressure Piping, B31 An American National Standard.  ASME 2007 refers to ASME B31.8-2007 Edition-ASME Code for Pressure Piping, B31, An American National Standard  ASME 2010 refers to ASME B31.8S-2010 Edition-ASME Code for Pressure Piping, B31, An American National Standard  ****All references to CFR are to 49 CFR Section 192. The particular portion of section 192 is referenced in the column immediately preceding the rule it cites.  *****All references to PG&amp;E policies are found in the PG&amp;E's P2 attachments. For example, a citation to P2-195 precedes PG&amp;E policies found in attachment P2-195.  #Since 1951 Cal. Pub. Util. Code §451 has required that, "Every public utility shall furnish and maintain such adequate, efficient, just, and reasonable service, instrumentalities, equipment, and facilities. . .as are necessary to promote the safety, health, comfort, and convenience of its patrons, employees, and the public." Moreover, from 1911 to 1951, Cal. Pub. Util. Act, Article II, §13(b) required that, "Every public utility shall furnish, provide and maintain such service, instrumentalities, equipment and facilities as shall promote the safety, health, comfort and convenience of its patrons, employees and the public. . ." Therefore, from 1911 until the present, these laws have consistently required PG&amp;E to maintain instrumentalities, equipment, and facilities, including records, to promote the safety of their respective patrons, employees and the public.</p>					

**Appendix 9: Pacific Gas and Electric Strength Test Pressure Requirements Compared with Other Pressure Test Requirements**

Strength Test Pressure Reports	Reference	Retention Requirement
PG&E Policy (1965)	P2-902 (10/1/1965)	Strength tests required for mains from 0-1040 psig. For each such requirement, a strength test pressure report must be kept for Life of the Facility (LoF).
PG&E Policy (1968-2003)	P2-906 (2/26/1968); P2-908 (9/10/1970); P2-909 (2/17/1972); P2-918 (1/25/1973); P2-933 (3/19/1984); P2-939 (8/6/1990); P2-940 (11/2/1992); P2-942 (2/28/1995); P2-945(10/19/1998); P2-951(12/9/2003);	Strength tests pressure report is required for all pipelines operating over 100 psi. Strength test pressure reports must be retained for LoF.
ASME (1955, 1958, 1963, 1967, 1968)	841.417	Test Pressure Records Required for LoF
ASME (1975)	841.327	Test Pressure Records Required for Life of Facility
ASME (1986, 1989)	841.327	Test Pressure Records Showing Procedures Used and Data Developed in Establishing MAOP Required for LoF.
ASME (1992, 1995, 1999, 2007)	841.326	Test Pressure Records Showing Procedures Used and Data Developed in Establishing MAOP Required for LoF.
ASME (2010)	841.4.5	Permanent function-testing records of pipeline monitoring are required.
CFR (08/19/1970)	192.505 and 192.517	For pipelines operating at 30% SMYS or more, records of pressure readings must be kept for LoF
GO112 1/17/1961), GO112A (12/3/1963), GO 112B (12/1/1967)**	Section 107	Life of the Facility (LoF)

\*\*PG&E strength test pressure report retention policies dating back to 9/10/1970 explicitly stated their purpose to establish a uniform procedure for designing and testing gas piping systems that will meet the requirements of GO 112 and 49 CFR Sections 191, 101, and 192.501. Moreover, PG&E's strength test pressure report policy from 10/1/1965 (P2-902) had the explicitly stated purpose of establishing a uniform company policy for designing and testing gas piping systems to conform to the requirements of GO 112 of the CPUC.

**Appendix 9: Pacific Gas and Electric Operating Pressure Thresholds Triggering Prioritization of a Covered Pipeline Segment as High Risk**

Operating Pressure Thresholds Triggering Prioritization of a Covered Pipeline Segment as High Risk	Reference	Threshold Triggering Classification of a Covered Pipeline Segment as High Risk for the Baseline Assessment or Next Reassessment
CFR	192.917(e)(3) (12/15/2003)	Operating pressure increase above maximum operating pressure experienced during the preceding five years.
PG&E Policy Submitted to NTSB	Risk Management Instruction (RMI)-6 Submitted to NTSB.**	Operating pressure increase above maximum operating pressure experienced during the preceding five years plus 10 percent of historical operating pressure.*

\*Note: PG&E asserts in response to CPSD DR 15 Question 2 that it inadvertently submitted this policy to NTSB as a draft without ever approving it. PG&E further asserts that it has not approved an additional 10 percent of historical operating pressure in the RMI-6 when submitting its draft policy to NTSB, or today.

\*\*See PG&E Data Response to CPSD Data Request 15, Question 2.

**Appendix 9: Pacific Gas and Electric Pressure Test Chart Retention Requirements**

<b>Pressure Test Charts</b>	<b>Reference</b>	<b>Retention Requirement</b>
PG&E Policy (1973)**	P2-918 (1/25/1973)	Pressure Test Charts Required to Be Kept for Life of Facility for New Lines Operating at Over 30% SMYS, and for All Lines Being Upgraded LoF
PG&E Policy (1984)**	P2-933 (3/19/1984)	Pressure Test Charts Required to Be Kept for Life of Facility for New and Reinstated Lines Operating at Over 30% SMYS, and for All Lines Being Upgraded LoF
PG&E Policy (1990; 1992; 1995; 1998; 2003)**	P2-939 (8/6/1990); P2-940 (11/2/1992); P2-942 (2/28/1995); P2-945 (10/19/1998); P2-951 (12/9/03)	For pipelines being tested or upgraded to support an MAOP equivalent to 30% or greater, test charts must be kept for LoF.
ASME (1955, 1958, 1963, 1967, 1968)	841.417	Test Pressure Records Required for LoF
ASME (1975)	841.327	Test Pressure Records Required for Life of Facility
ASME (1986, 1989)	841.327	Test Pressure Records Showing Procedures Used and Data Developed in Establishing MAOP Required for LoF.
ASME (1992, 1995, 1999, 2007)	841.326	Test Pressure Records Showing Procedures Used and Data Developed in Establishing MAOP Required for LoF.
ASME (2010)	841.4.5	Permanent function-testing records of pipeline monitoring are required.
CFR (8/19/1970)	192.505 and 192.517	For pipelines operating at 30% SMYS or more, records of pressure readings must be kept for LoF
GO112 (1/17/1961), GO112A (12/3/1963), GO 112B (12/1/1967)	Section 107	LoF

\*\*PG&E pressure chart retention policies dating back to 9/10/1970 explicitly stated their purpose to establish a uniform procedure for designing and testing gas piping systems that will meet the requirements of GO 112 and 49 CFR Sections 191, 101, and 192.501.