BEFORE THE

PUBLIC UTILITIES COMMISSION OF THE STATE OF [illegible]

Order Instituting Rulemaking)
on the Commission's Own Motion)
to Adopt New Safety and Reliability Regulations) R.11-[illegible]
for Natural Gas Transmission and Distribution Pipelines)
and Related Ratemaking Mechanisms.)

Comments of Utility Workers Union of America (UWUA)
On the
Proposed Decision of ALJ Bushey, issued July 18, 2014

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Introduction

It is nearly now four years since a defective PG&E pipeline [illegible] neighborhood in San Bruno. Since then, the Legislature and the [illegible] undertaken a [illegible] effort to transform the [illegible] safety [illegible] natural gas [illegible] transport and delivery industry, [illegible] shift from a reactive "culture [illegible] proactive "culture of [illegible] performance."[1] As stated [illegible] Commission [illegible] objective in its initial order in [illegible] this proceeding:

> "We must ensure that our gas utilities recognize [illegible] is not enough. Safe pipeline operations must begin [illegible] management and the [illegible] culture in the [illegible] workrooms and [illegible] crews of the [illegible] utility. The [illegible] operators must have a [illegible] and workplace culture that places safety" as their [illegible] (emphasis added)[2]

The current [illegible] update to the CPUC's General Order [illegible] governing basic gas operations [illegible] presents the Commission with the opportunity to consolidate their [illegible] forward-looking [illegible] post-San Bruno [illegible] efforts [illegible] advance to the operational [illegible] and safety culture changes sought by California's policy-makers. [illegible]

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[1] Report of the Independent Review Panel [illegible] 2011, page 9. [illegible] to a regulatory model based on performance and effective[illegible] mindset of the entire [illegible] agency [illegible] encourage [illegible] and [illegible] innovation to [illegible] Report of the IRP, Volume 2, page [illegible] (*Ibid.*) [illegible] compliance [illegible] expenditures [illegible] for projects authorized in rates are the driving forces [illegible] investment and maintenance programs. PG&E's gas operations [illegible] *company may or may not be running a safe system. Rather, [illegible] regulation leads to an overall approach of [illegible] process excellence* [illegible] (emphasis added)

[2] R.11-02-019, [illegible] page 8; [illegible] issued [illegible] 9, 2011 [illegible] resolute in our commitment to improve the safety of [illegible] this context, it is absolutely essential that our regulated [illegible] candor and [illegible] honesty [illegible] *perform our Constitutional and statutory du[illegible] forthright and timely explanations of the issues, as well [illegible] advantages and disadvantages of* [illegible] (emphasis added)

The SED Staff proposed changes to GO 112 in August 2013. stakeholders including UWUA[3] were received in September 2013. The Propos Decision (hereafter, "PD") as reflected in Appendix A demonstrates a considered response to all of the raised comments and advanced along the path of safety performance. UWUA supports the direction and many of PD which has adopted in concept several of UWUA robust operation and maintenance procedures and reporting 2104 comments will focus largely on the PD GO 112 Operation and Maintenance Transmission and Distribution Pipelines (GO 112, Section 143) and GO 112 Reporting 112, Section 123). Part II addresses miscellaneous issues that will adopted General Order and assist the Commission in of its safety journey. Part III summarizes UWUA's suggestion PD.

I. Operation and Maintenance Performance and Reporting

A. Leak Classification and Repair, addressing Section 143

Leaks and the operator's approach to preventing among the defining characteristics of a gas pipeline tran and a crucial issue for a risk-based approach to assuring system Every category of threat and of system performance listed document Managing System Integrity of Gas Pipelines, American Society of Mechanical Engineers (ASME) ASME B31.8S,[4] is measured in part by leak severity and frequency

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[3] UWUA's Comments dated September 25, 2013 (hereaft addressed the August 2013 Staff proposal in a comprehen responsive to a number of UWUA's concerns. UWUA here in summary fashion an effort to constructively engage on refers the Commission to the September Comments for a commentary.

[4] This document is incorporated by reference as de in its regulations. See generally 49 CFR 192.7 and s

- External Corrosion
- Internal Corrosion
- Stress corrosion cracking
- Manufacturing
- Construction
- Equipment
- Third Party Damage
- Incorrect Operations
- Weather-related and Outside Forces

Currently GO 112 only [illegible] specifically addressed to [illegible] including limited leak survey (GO 112, Section 143.1) and a [illegible] requirement (not expressly stated in the regulation) that the operator [illegible] in the aggregate repaired leaks and pending repair during the [illegible] calendar year, as a component of its annual report [illegible] and 49 CFR sections 191.11 incorporating the 2017 PHMSA Annual [illegible]

The PD addresses these deficiencies in a way beginning strong [illegible] with a change to the title that makes clear th[illegible] distribution. It represents a starting point and step forward [illegible] that UWUA generally supports, with several specific [illegible] constructive improvements that will make [illegible] agreed [illegible]

1. Leak Detection Survey (Section 143.1 as amended)

The foundation for a leak reduction strategy is [illegible] prompt permanent repair. Leak detection [illegible] two separate [illegible] right-of-way patrol and a more detailed leak survey usi[illegible] Patrol involves primarily visual inspection and report f[illegible] odor, ground or soil disturbance, dead vegetation, [illegible] other conditions indicating that the facilities have been [illegible] unreported incursions in right-of-way (potential dig

incorporating the four general measures (Chapter [illegible] ASME B31 [illegible] the [illegible] of threat in Table [illegible] and Appendix A.

5 2004 ASME B31.8S, Table [illegible], page 30.

The PD proposes to extend [illegible] inspection [illegible] leak detection [illegible] both transmission and [illegible] aggressive, shortened interval for leak detection surveys (Section 143.1(b) establishing a twice yearly [illegible] not exceeding 7 ½ [illegible] UWUA strongly supports this proposal as [illegible] to the needs of the current infrastructure. [illegible] UWUA [illegible] on the Southern California Gas (SCG) system, there are [illegible] facilities [illegible] distribution, and operated and maintained by the distri[illegible] carry gas at very high pressures (in excess of [illegible] UWUA suggests that the transmission leak detection re[illegible] to the high pressure distribution facilities [illegible] appropriate

2. Leak Classification and Action Criteria (Section [illegible]

Reducing leaks and emissions from leaks is at [illegible] and delivery industry's safety challenges [illegible] consistently called for [illegible] comprehensive leak reduction strategy developed though a [illegible] process in which all knowledgeable parties participate, [illegible] That process [illegible] transparent, participatory, [illegible] and [illegible] effective [illegible] not [illegible] happened. However, the CPUC staff [illegible] made proposals that [illegible] to [illegible] focus on [illegible] make progress in avoiding, reducing and repairing [illegible] the August 2013 [illegible] staff proposal), finding [illegible] but [illegible] a regression [illegible] current utility practices.

The [illegible] PD [illegible] of [illegible] a significant improvement, which [illegible] support with clarifications [illegible] modifications that would make it [illegible] avoiding, reducing, repairing [illegible] As a practical matter [illegible] should result in repair of most leaks [illegible] upgrading of the [illegible] to [illegible] the status of [illegible] not completely repaired at the time of discovery.

The virtues of the PD ... PRC

- Improved patrol and leak survey procedures and
- Continuous evaluation of leaks, ... for perman
  21 months (twelve months for underground transmiss
- Repair as a priority response for Grade 1 le
- Limitation on regrades of distribution and transmissio

The weaknesses ... PRC should ... corre

- More thorough consideration of valves;
- Clarification of the relationship between "repair" and "prompt
  including addressing leaks at risers;
- Language and concept clarifications that will help
  more smoothly

a. Summary Analysis of Section 143.

Proposed section 143.2 of the PD proposes classi
for leaks. It establishes three ... decreasing severity
decreasing urgency of response, with ... Grade 1 being

i. Grade 1 Leaks

Grade 1 leaks are [represent] an existing or probable
persons or property [requiring] prompt action, immediate repair, or
action until the conditions are no longer hazardous ... 143.2(a)
By specifically [requiring] repair as a treatment for a Grade
significant improvement ... August ... proposal ...

The PD proposes a new "prompt ... action" ... alter
or supplement immediate repair for Grade 1 leaks 143.2(a)(1) "pr
action" described as actions including both large (rerouting traffi
evacuation of premises) and small (venting ...) ... that
were included in Staff's ... August ... Prompt actions that
immediate repair reduce hazard in preparation ... for appropriate

UWUA does not understand the PD to still make the for prom
immediate repair.

In this regard, UWUA notes that 143.2(a)(2) describes an inclusive list of
examples of Grade 1 leak scenarios "requiring prompt
clarified by adding "repair" to the actions required,
that repair is a ... preferred action ... The beginning
143.2(a)(2) should read: "Examples of Grade 1 leaks *immediate repair requiring* ... *and/or* prompt action include, but are not limited to:"

One of the virtues of the PD's leak classification ...
provides flexibility in the field to qualified operators. 143.2(a)(2) provides
examples of Grade 1 leaks specified, seven of which ... two
(numbers (i) and (vii)) require subjective judgments by qualified personnel.
Five describe objective conditions.

"(i) Any leak, which in the judgment of the
scene, is regarded as an immediate hazard;
(ii) Escaping gas that has ignited unintentionally;
(iii) Any indication of gas that has migrated into building
or tunnel;
(iv) Any reading at the outside wall of a
could potentially migrate to the outside wall of
(v) Any reading of eighty percent of the gas
(LEL) or greater in an enclosed space;
(vi) Any reading of eighty percent of LEL or
substructures not associated with gas facilities where
potentially migrate to the outside wall of a
(vii) Any leak that can be seen, heard, or
location that may endanger the general public or"

The subjective judgments called for items (i) and
qualified personnel within the meaning of[6] the PHMSA

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[6] 49 CFR 192 provides in part:

Qualified means that an individual has been evaluated

(a) Perform assigned covered tasks; and

(b) Recognize and react to abnormal operating conditions

143.2(a)(2)(i) and (vii) should apply here, … which in the

the *qualified* Operator personnel … is regarded as an im…

hazard;…" and "(vii) Any leak that can, in the judgment of

qualified Operator personnel, … that may endanger the

public or property." Specifying the requirement … avoids potential … controversy and conflicting … decisions and evaluations. This

suggestion applies to Grade 2 leak … as proposed in section

143.2(b)(5)(vi): "Examples of Grade 2 leaks requiring action …

include… **(vi)** Any leak that in the judgment of *qualified* Operator personnel at the scene is of sufficient magnitude to justify scheduled …

The … items (i) through … are relatively straightforward description of scenarios where experience has shown a possibility … UWUA suggests adding to the list other situations … because of the presence of a source of ignition: any … present along with electrical equipment; any leaks in … conditions are conducive to static electric build up … adding the following language as "vii" and "viii" and renumbering … "ix."

"vii. Any leak in an enclosed space where…

viii. Any leak in plastic pipe where the static…

Items (v) and (vi) describe gas concentration … a … metric … lower explosive limit … is not compatible … currently used in the field by … which measures gas concentration directly … percentage of gas … in the sample … application of … conversion formula to calculate … UWUA suggests providing an alternative concentration metric of 2.7 % … as guidance for the … personnel. This suggestion applies to … involving treatment of Grade 2 leaks … subsections 14…

ii. Grade 2 Leaks

Grade 2 leaks are leaks defined that as [illegible] "recognized as [illegible] the time of detection but justifies scheduled repair [illegible] a future hazard." Grade 2 leaks [illegible] must be [illegible] repaired [illegible] 15 [illegible] PD proposed section 143.2 subdivision (b) introduces the concept of "clearing" a leak. It [illegible] is not [illegible] apparent [illegible] from repair in that paragraph there [illegible] repair." There is a danger in the PD's leak [illegible] 2 leaks through the defined process [illegible] could permit a conti[illegible] churn of leaks for years through a shifting [illegible] be clarified on striking the reference to "or clear." [illegible] preferred approach. If the concept of clearing [illegible] a [illegible] simple language changes be needed to avoid confusion [illegible]

1. Apply the same concept to Grade 1 [illegible] to Grade [illegible] Grade 1 leaks and regraded leaks to Grade 3 [illegible] and then must be repaired within a year. Section 143.[illegible] regraded Grade 2 leaks should be repaired within six months, adding [illegible] subsection to Section 143.2(b)(5)

2. Apply the six month re-evaluation process (Section 143.2(b)(2)) [illegible] 2 leaks [illegible] *repaired*

3. ***Place an outer limit of 24 months for*** [illegible] ***leak after discovery***

3. Leaks at Risers

A Riser is the piping in the service [illegible] that [illegible] off [illegible] transitions from below ground (grade) to above grade and [illegible] district level pressure (up to 60 psi in the case of [illegible] pressures in the case of steel risers) to the [illegible]

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pressure before it enters a dwelling from the service line before it goes through the meter.

Risers are frequent sources of leaks. For th
have considered leaks at risers
reasons:

- the pressures
- the location on the service line (upstream of
  impossible to stop or control release of gas;
- proximity of the leak to human habitation;
- the direct exposure of people to the leaking gas;
- the possibility that walking enclosed spaces a

UWUA proposes to immediately repair General Rate
Southern California Gas (SCG) requested and received f
replacing leaky risers.

A leak should always be considered a Grade
classification scheme proposed by However, for
above reasons the "prompt action" alternative to immed
The regulation should require that UWUA proposes:

Add new Section 143.3 Leaks at Risers

143.3. Leaks at meters and risers

(a) A leak at the meter shall be completely and
repaired on the day the leak is first reported for repair
performed by qualified employees of the operator.

(b) The operator shall include these leaks and
required by section 123.2.

4. Valves Add new Section 143.4 Maintenance

Valves are a critical component of the delivery s
Valves can serve a number of functions including
reducing or increasing downstream pressure; redirecting gas

flow, etc. The Legislature has expressed ... improving particu...

functions. See, e.g., SB 216 (2011, Yee) and AB 56 (2011, ...

section ... GO 112 currently addresses valves in a manner ...

that a valve is operable in needed ... appropriate ... GO 112 ...

section 143.2 provides:

> **143.2 Valve Maintenance** Each valve, the use of which ... for the safe operation of a distribution system, ... lubricated (where required) and partially operated at ... 15 months, but at least once each calendar ...

The limitations in this provision include: (1) not ...

(2) no definition of "necessary for the safe operati...

therefore no guidance what is to be covered by the maintenan...

dimensions of the universe of valves covered by t...

about the outcome of the maintenance procedure;[7] or ...

(4) excessively long intervals between maintenance procedures. Other ...

renumbering the section, TURN proposes no change.

UWUA recommended a significantly revised approach ...

preventive scheduled maintenance:

> <u>**143.4 Valve Maintenance**</u>
>
> <u>(a) Each operator shall maintain an inventory of valves in ... its</u> ...
> <u>a description of the location, type, size, number of turn</u> ...
> <u>and criticality.</u>
>
> <u>(b) Each valve, the use of which may</u> ...
> <u>transmission or distribution system, must be inspected, serviced, lubricated</u> ...
> <u>(where required) and operated, left ... the conclusion of the</u> ...
> <u>"operable" means that a person can easily open and</u> ...
>
> <u>(c) The report of the inspection for ... valve must inclu</u>...
> <u>found at the beginning of the inspection; a</u> ...

---

[7] Note that the California regulation ... regulations ... 49 CFR ... 192.745(b): "(b) Each operator must take prompt remedial action to correct ... found inoperable, unless the operator designates an alternative ... not document the operable condition of serviced valves ... the repair."

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procedures or other activities at the site; and
conclusion of the inspection.
(d) The operator will ensure that proper ... insp
equipment to lubricate and operate the valve at

UWUA's recommendation proposes several improvements, beginning
comprehensive valve inventory. This enables an
and prioritizing inspection, the use of which may be necess
a system. The problem that this addresses is
prioritization may leave many valves needed to address
uninspected for years, potentially inoperable when necessary
such as occurred at San Bruno. The inventory
including the SED staff and experienced utility employe
identifying the valves "necessary for safe operation" ... the Com
assure that valve maintenance contributes to improving
decreasing the risk that an inoperable valve extends

Second, UWUA includes both transmission and distribution valves in the inventory. PHMSA regulations cover both transmission (
distribution (49 CFR 192.747) valves but apply a
(partially operate for transmission versus "check" for d
standard would result in an outcome of "operable"
distribution valves.

Third, UWUA recommends a standard for assessing
of the inspection and maintenance procedure: "operable," the valve
meaning that it can be "easily opened and closed"
with this maintenance standard, UWUA proposes that
beginning and conclusion of maintenance procedure be
importance of documenting the condition found at the beginning
is that it may suggest an underlying problem that should be ... such
addressed, if deterioration from the condition in which
conclusion of the previous maintenance procedure is observed.

Fourth, UWUA recommends shortening the maximum ... "valves necessary for the safe operation" from 15 ... lengthy inspection interval permits impaired function to ... a systemic safety risk that should be ... valve identified ... an... maintenance is ongoing ... functions ... that is dependent on ... workforce. The workforce adequacy ... should ... be proposed ... approved so that the ... have an effective valve maintenan... (See below, pages ff.)

UWUA notes that in its September Comments it ... maintenance personnel to operate the valves assigned ... adds a general ... training on comparable equipment ... qualification in its new proposed Section 143.4. This is a good suggestion ... UWUA fully supports ... an improvement over UWUA's sugge... valves. That section should be updated ...

5. Encroachments and Line-of-Sight Markers ...

The ... adds an important new section on encroachme... utility rights-of-way and reduce unsuspected dangers to the ... be improved by line-of-sight markers that give any person ... might encroach actual notice of the ... This provision will make it ... much easier for a potential excavator, for example, to ascertain proximity ... facilities and trigger ... PHMSA (8 ...) requires markers "wherever ... necessary to identify the location of the transmission ... possibility of damage or interference ... UWUA's ... 192.707(b) ... line-of-sight markers eliminates the subjectivity in the PHMSA ... marker in the line of sight of the adjacent ma...

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[8] If the Commission accepts UWUA's proposed new sections ... 143.4 (Valves) that ... section ... should be ... 143.4 renumbered ... Section ...

B. An improved Annual Report addressing Section 123.2

1. Additional Safety Reporting Matters

Improved transparency and accountability on operational issues is ... that has been promoted by the Commission from ... to San Bruno. In no area is this more ... than ... system ... we know this; ... long-term ... making effort ... to reduce leaks. Understanding and reporting the scope of the problem is the ...

The PD in 5 ... PRC responded by proposing a new ... that contains a much more comprehensive and detailed ... annually to the CPUC (CPUC ... along with ... Report) ... the annual report ...

UWUA strongly supports ... PD.

There are several items ... noteworthy ... that the Commission ... include in its decision

(1) The detailed report of response ... of leaks ... from ... the reports ... PD proposed section 123.2(c);

(2) The granularity of the report requiring disclosure ... terms of the ASME ... PD proposed ... section 123.2(b);

(3) reporting the time between ... report ... and type ... proposed section 123.2(b). An aggregate report that reveals only ... leaks repaired and pending repair does not fully ... effectiveness of leak performance. This proposal will ... Commission's ability to improve timeliness of leak r... both to the public and to the environment;

(4) reporting certain "near misses" events, ... pressure ... over Section 123.2(d), including items ... that ... under ... the ... reporting procedures of Sections 122.2 ... 122 ... because ... no ... damage ... occurred;

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9 *Report of the Independent Review Panel* (June 2011), Recommendations 5.4.4.5, page 75; Comments of ... UWUA ... filed April 11, 201... through 13 responding to Assigned Commissioner Ruling issue...

(5) the requirement of a granular analysis for Lost
(LAUF) PD proposed section 123.2(i); 12

(6) the requirement in PD proposed section 123.2(e) to maintenance
procedures to system and map records ... assessing accuracy
of documentation and shortening the time it takes to upda
information ... in planning and in the field;

(7) tracking and reporting employees assigned to operati
activities in PD proposed section 123.2(f);

(8) the requirement that utilities include in the ann
in incidents in PD proposed section 123.2(h);

(9) the requirement to track activities classified according
contained in ASME B31.8S which emphasize leak ... proposed sect
123.2(g);

(10) the requirement to include in the Annual
plan as updated.

UWUA suggests that ... the Annual ... compilation of
events, as defined in a new ... The ... definition is a significant advance toward the goal
hazards before they cause injury or damage. C.f., Pub.
961(d)(1).

> "Near-miss events" mean unplanned, undesired, events that
> an operator's facilities or operations but do not r
> damage, release of gas, loss of pressurization, service, gas
> pipeline facilities, or in an otherwise a reportable
> potential to do so.
> Such events can include, but are not limited
> (a) A subsurface pipeline facility not marked or
> purposes;
> (b) Excavation activity near a pipeline facility con
> Underground Service Alert ticket;
> (c) The operation of an incorrect valve or p
> (d) An incorrectly mapped pipeline facility;
> (e) Work activity in which a procedure, standard, approved
> operator was correctly applied but the activity, n

creating a situation or condition where [illegible] occurred."

Tracking and reporting [illegible] and giving Operator discretion to include [illegible] the definition [illegible] achieving hazard reduction. UWUA suggests [illegible] a report of [illegible] events:

> 123.2 At the same time copies of the report submitted, each operator shall submit, in a format the Commission's Safety and Enforcement [illegible] following information to demonstrate to the Commission Operator's efforts towards minimizing the risk from system failures:
>
> ...
>
> (l) A compilation [illegible] by the [illegible] be significant or predictive [illegible] potential

2. Treatment of Near Misses in Incident Reporting

UWUA notes and [illegible] including both pressure and [illegible] certain [illegible] in the incident reporting Section 122.2(a) (applicable to incident [illegible] PD, at page 13.

Near misses are events that [illegible] before they cause injury and damages, UWUA [illegible] additional near miss incidents [illegible] report regime [illegible] follows:

> **122.2 Requirements for PUC Reporting to the**
>
> (a) Each operator shall report incidents to the following criteria:
>
> [illegible]
>
> iii. An incident [illegible] near miss event [illegible] significant

judgment of Peltier, even though it did not
Sections 22.2(a)(1)(i) or (iii), above.

II. Miscellaneous Issues

A. Acknowledging State Legislative Activity

In the session following the 2010 San Bruno explosion, the Legislature added to the Public Utilities Act a comprehensive Safety including the Natural Gas Pipeline Safety Act of 2011, sections 955 through 970, inclusive. The new chapter including AB 56, Stats. 2011 Ch. 519 (Hill); SB 44, 216, Stats. 2011 Ch. 520 (Yee); SB 705, (Leno), and 2011 Ch. 522 (Padilla). This legislation declares that sa employees is the top priority in operating California's section 963(b) and requires gas utilities and the Comm implement safety plans that achieve these objectives. (Pub. Util. Code section 961) In addition, it formally designates th responsible entity for implementing and enforcing federal (Pub. Util. Code section 955(b), added by SB 44).

An update of GO 112 by the Commission sh Legislature's activity and objectives as adequate. The updated GO 112 should contain the following language Subpart A. (Please note that this language is Comments.)

Section 102.1 Remove current content of 102.1 and 102.2; new language implementing the Natural Gas Pipeline Sa

<u>102.1. The purpose of state laws, including the Natural Gas Pipeline Safety Act of 2011, Pub. inclusive, and the specific goal of safety as the top California law.</u>

B. Relationship Between State and Federal L

Up to now the Commission has leaned on fe adopted by the Pipeline and Hazardous Materials Safety A 49 CFR Part 192, to provide substantive standards maintenance, including documentation, testing, repairs and m general this may be appropriate, since PHMSA has industry expertise than has the Commission, which put However, the PHMSA standards represent a national lowest for O&M that may not now be appropriate for emphasis on safety in the wake of S

An update of GO 112 should retain reference to PHMSA regulations contained in 49 CFR 191 explicitly rigorous standards appropriate for California. California not in this GO for any intrastate pipeline[10] for transportation include the following language in an amended Section

> 101.2. Adopted rules in addition to the federal regulations, specifically Title 49 Code of Federal Regulations 191, 192, 193 and 199, which also govern t Operation, and Maintenance of Gas Piping Systems gas pipeline facilities in the State of California. These supersede the federal pipeline safety regulations but are su regulations. Specific standards or requirements in these than a federal standard applicable to intrastate p transportation are compatible with the federal standard Utilities Code sections 955 and 970, and 49 to safeguard the safety, health, comfort and conv utility employees, property and public welfare provide that

[10] 49 USC section 60104(c) Preemption. A State authority that submitted a current certification under section 60105(a) of this title may adopt or more stringent safety standards for intrastate pipeline transportation only if those standards are compatible with prescribed under this chapter. A State authority may not adopt or continue standards for interstate pipeline facilities or interstate pipeline

adequate service will be maintained by gas utiliti
jurisdiction of the Commission.

.

C. Workforce Adequacy Definition in Section

The Legislature has directed gas utilities develop and ... implement gas safety plans ... that the gas corporation will ... the policy established in paragraph (3) of this subdivision ... …an adequately sized, qualified, and properly trained gas corporation workforce to carry out the plan.” Pub. Util. Code section 961(d)(10). ... undersized, untrained, or unqualified ... related safety procedures to ... unfulfilled, or inadequately executed. The Commission ... employ workforces sized and skilled to meet their ... safety-related policies and procedures that provide the ... public and policy makers expect.

The Commission has committed to addressing this ... R.11-02-019. ... 05-010, the Southern California Gas General ... decision, the Commission found that:

> 236. Pub. Util. Code § 961 requires a gas ... and reliable operation of ... its gas operations ... plan ... updates are to include information about “an ade... properly trained gas corporation workforce to carry ...
> 237. Since R.11-02-019 is addressing the workforce issues ... Pub. Util. Code § 961, we refrain from deciding ... adequate size of SDG&E’s gas workforce should b...

D.13-05-010, Findings of Fact 236 and 237, page ...

UWUA proposes to define the term “adequate wo... the utility to meet the Commission’s standards and to ... according to their own terms and on a timely ...

Section 1.01

(h) ***Adequate Workforce*** – For purposes of implementing Pub. ...

section 961(d)(10) and for employing the [illegible] number of
trained qualified workers necessary to carry out th[illegible]
these rules and the [illegible] of requirement utility's adopted ope[illegible]
maintenance procedures according to their [illegible] permits and [illegible]
order to promote the safety, health, comfort, and conve[illegible]
employees and the public.

This is, first, a quantitative standard that will prev[illegible] their own efforts to meet the Commission's and th[illegible] adequate safe, reliable service delivered on a timely [illegible] employing enough regular employees to actually do the[illegible]

A separate issue is the related questions of [illegible] regulations, which currently the GO 112 standard, require [illegible] "qualification program," that permits otherwise unqualified e[illegible] covered tasks if "directed and observed by an ind[illegible] 805(c)[11] The UWUA proposal in two California require the work [illegible] performed by a qualified employee, not an unqualified [illegible] someone else.

D. Publishing Current GO 112 text on C[illegible]

UWUA recommends that the new Commission section 104.3 [illegible] timely update GO 112 text on the Commission website, so that the p[illegible] informed of the state of current requirements and

104.3 Timely Update on Commission Website

The Commission shall update the text of GO 112 [illegible] 15 days after the issuance of a decision adding, deleting, [illegible] General Order, or 15 days after any order o[illegible] comes later.

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[11] PHMSA defines a person as "qualified" if the [illegible] "perform assigned covered tasks" and "Evaluation" 49 CFR 192.803. [illegible] by a [illegible] does not require any experience or demonstration of. This [illegible] con[illegible] lead to a scenario in which an inexperienced supervisor [illegible] "observe" an unqualified utility or contractor employee and give [illegible] directions, and comply with the PHMSA standard.

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III. Summary of UWUA Recommendations

UWUA has made a number of recommendations for new sections and revisions of existing sections of GO 112. They are:

(1) Section 101.2 – Relation to Federal Law

101.2. These rules are adopted in addition to regulations specifically Title 49 of the Code of Federal Regulations Parts 191, 192, 193 and 199, which also govern the Operation, and Maintenance of Gas Pipeline Systems in gas pipeline facilities in the State of California. These the federal pipeline safety regulations but are supplemental regulations, except that specific standards or requirements more stringent than a federal standard applicable to facilities or transportation declared to be compatible with standard and will control, pursuant to Pub. Utilities Code 970, and 49 USC 60104(c).

(2) Section 102.1 – Purpose of Rules to Implement State Gas Pipeline Safety Act of 2011

102.1. The purpose of these rules is to implement the Natural Gas Pipeline Safety Act of 2011, Pub. Util. Code and specifically to implement and enforce the public and its employees and top priority in the operation of the gas delivery system in California.

(3) Section 104.3 – Timely Update on Commission Website

104.3 Timely Update on Commission Website

The Commission shall update the text of GO after the issuance of any decision amending any General Order, or 15 days after any order comes later.

(4) Section 105(h) – Adequate Workforce Definition

(h) *Adequate Workforce Defined.* For purposes of implementing Pub. section 961(d)(10) and for employees trained and qualified workers necessary to carry out these rules and the utility's adopted operation maintenance procedures including their terms and conditions

order to promote the safety, health, comfort, and
employees and the public.

(5) Section 122.2 Near Miss Events in Incident

122.2 Requirements for Reporting to the CP

(a) Each operator shall report incidents to the CP
following criteria:

(1) ...

iii. An incident, including a near miss, that is significant i
judgment of the operator, even though it did not
Sections 122.2(a)(i) or (ii), above

(6) Section 123.2 Near Miss Events in the C

123.2.

...

(l) A compilation of near miss events as
by the Operator to be significant or predictive

(7) Section 143.2 Leak Classification and Actions

143.2 Leak classification and action criteria Grade Definition Priority of leak repair.

(a) A "Grade 1 leak" is an existing leak that represents
persons or property and requires immediate repair, or c
action until the conditions are no longer hazardous.
(1) Prompt action in response to a Grade 1 leak may require one
following:
(i) Implementation of the company's emergency plan (49 CFR § 192.615);
(ii) Evacuating the premises;
(iii) Blocking off an area;
(iv) Rerouting traffic;
(v) Eliminating sources of ignition;
(vi) Venting the area;
(vii) Stopping the flow of gas by closing valves

(viii) Notifying [illegible]

(2) Examples of Grade [illegible] include, [illegible] are [illegible]:

(i) Any leak, which [illegible] is regarded as an immediate hazard;

(ii) Escaping [illegible] that has ignited unintentionally;

(iii) Any indication of gas that has migrated into or [illegible];

(iv) Any reading at the outside [illegible] migrate to the outside wall of a building;

(v) Any reading [illegible] of the gas's explosive [illegible] or greater in an enclosed space;

(vi) Any [illegible] of LEL or small substructures not associated with gas [illegible] could migrate to the outside wall of a building;

"vii. Any leak in an enclosed space anywhere

viii. Any leak [illegible] build

(ix) Any leak that can be seen, can be felt, [illegible] that may endanger the or property.

(b) A "Grade 2 leak" is a leak that is [illegible] time of [illegible] scheduled repair based [illegible] hazard.

(1) Except as required [illegible] repair Grade 2 leaks [illegible] leak occurs in a segment [illegible] additional six months [illegible] provided [illegible] following criteria:

(i) Amount and migration of gas;

(ii) Proximity of gas to buildings and subsurface s

(iii) Extent of pavement; and

(iv) Soil type and conditions, such as frost cap, natural vegetation.

(2) Each Operator must reevaluate Grade 2 leaks six months [illegible] should be determined by the location and magnitude of [illegible]

(3) Grade 2 leaks [illegible] when evaluated by the criteria, [illegible] five working days. Other Grade 2 leaks may [illegible] Operator must bring [illegible] the individual re

for␣scheduling␣leakage␣repair␣at␣the␣working␣day.␣M
because␣of␣the␣magnitude,␣can␣be␣scheduled␣for␣
routine␣basis␣with␣periodic␣reevaluation␣as␣nece
(4)␣When␣evaluating␣Grade␣2␣leaks,␣consideration␣
action␣ahead␣of␣ground␣freezing␣and␣
any␣leak␣that␣could␣potentially␣migrate␣to␣the␣building,␣
frozen␣or␣other␣adverse␣soil␣conditions.
(5)␣Examples␣of␣Grade␣2␣leaks␣include␣
not␣limited␣to:
(i)␣Any␣
sidewalk␣wall␣paved␣area␣not␣qualify␣as␣a␣
where␣gas␣could␣potentially␣migrate␣to␣the␣outside␣
(ii)␣Any␣reading␣of␣one␣hundred␣
wall␣paved␣area␣that␣does␣
potentially␣migrate␣to␣the␣outside␣wall␣of
(iii)␣Any␣reading␣
substructures␣associated␣with␣gas␣facilities␣and␣where␣
migrate␣creating␣a␣future␣hazard;
(iv)␣Any␣reading␣between␣twenty␣percent␣LEL␣and␣
LEL␣in␣an␣enclosed␣space;
(v)␣Any␣reading␣
yield␣strength␣or␣greater␣
leak;␣or
(vi)␣Any␣leak␣that␣
scene␣is␣of␣sufficient␣magnitude␣to␣justify␣scheduled␣
(c)␣A␣"Grade␣3␣leak"␣is␣a␣
reasonably␣be␣expected␣to␣remain␣not␣hazardous.
(1)␣Each␣Operator␣shall␣evaluate␣leaks␣during␣
or␣within␣fifteen␣months␣of␣the␣
the␣leak␣must␣be␣
results␣in␣a␣reading.
(2)␣Examples␣of␣Grade␣3␣leaks␣requiring␣reevaluation␣
include,␣but␣are␣not␣limited␣to:
(i)␣Any␣reading␣
such␣as␣small␣meter␣box␣or␣gas␣valve
(ii)␣Any␣reading␣
unlikely␣the␣gas␣could␣migrate␣to␣the␣outside␣wall
(d)␣Grade␣1␣and␣2␣leaks␣
a␣physical␣repair.␣After␣a␣leak␣has␣been␣
reevaluated␣within␣15␣months␣and␣repaired␣within␣21␣
(e)␣All␣underground␣leaks␣on␣transmission␣lines␣classifi
subcategories␣of␣grades␣an␣operator␣may␣establish␣betw
be␣repaired␣by␣the␣Operator␣either␣upon␣discovery␣
discovery.␣

(8) 143.3 Leaks at meters and risers

143.3. Leaks at meters and risers

(a) A leak at the meter or at the riser shall be con
repaired on the same day the leak is reported. The repair
performed by qualified employees of the operator.

(b) The operator shall include these reports in the
required by section 123.2.

(9) Valves

143.4 Valve Maintenance

(a) Each operator will make an inventory of
a description of the location, type, size, number of turns
and criticality.

(b) Each valve, the use of which may be ne
transmission or distribution system, must ***annually*** be inspected, serviced,
lubricated (where required) and left fully operational
inspection. "Fully operational" means that a crew of two can easily
and close the valve.

(c) The report of inspection must include: a
the valve as found at the beginning of the
maintenance procedures provided at the site; and the
condition at the conclusion of the inspection.

(d) The operator will ensure that each insp
equipment to lubricate and operate the valve at

(10) Section 143.5 Line of Sight Marks

143.5. Line of Sight Marks

Each utility shall provide line of sight permanent markers along its
transmission and distribution rights of way, such that marks are
both directions from any given point on the right of way.

CONCLUSION

For the foregoing reasons UWUA requests that the

(1) Modify the Proposed Decision of ALJ Bushey as

(2) approve the Proposed decision as modified.

Respectfully submitted,

/s/ /s/

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