



Amy Beasley Cronin
Secretary, Standards Council

9 March 2011

To: Interested Parties

Subject:

Standards Council Decision (Final):	D#11-3
Standards Council Agenda Item:	SC#11-3-21
Date of Decision:	1 March 2011
New Provisional Standard, NFPA 56 (PS), Standard on <i>Gas Process Safety</i>	

Dear Interested Parties:

At its meeting of February 28 – March 1, 2011, the Standards Council considered approval of the request on the above referenced matter.

The Council's decision is now available and is attached herewith.

Sincerely,

A handwritten signature in cursive script that reads "Amy Beasley Cronin".

Amy Beasley Cronin
Secretary, NFPA Standards Council

- c: D. Berry, M. Brodoff, L. Fuller, C. Dubay, G. Colonna, D. Beach, R. Benedetti, R. Bielen
Members, TC on Gas Process Safety (GPS-AAA), Applicants on Hold for TC on Gas Process Safety
Members, TC on Internal Combustion Engines (INT-AAA), Members, TC on National Fuel Gas Code (NFG-AAA)
Members, TC on Liquefied Petroleum Gas (LPG-AAA), Members, TC on Ovens and Furnaces (OVE-AAA)
Members, TCC on Boiler Combustion Systems Hazards (BCS-AAC)
Members, TC on Fundamentals of Combustion Systems Hazards (BCS-FUN)
Members, TC on Heat Recovery Steam Generators (BCS-HRS), Members, TC on Single Burner Boilers (BCS-SBB)
Members, TC on Multiple Burner Boilers (BCS-MBB), Members, TC on Electric Generating Plants (ECG-AAA)
M. Gomez, U.S. Chemical Safety and Hazard Investigation Board (CSB)
Members, NFPA Standards Council (AAD-AAA)
Individuals Providing Appeal Commentary

*NOTE: Participants in NFPA's codes and standards making process should know that limited review of this decision may be sought from the NFPA Board of Directors. For the rules describing the available review and the method for petitioning the Board for review, please consult section 1.7 of the NFPA Regulations Governing Committee Projects and the NFPA Regulations Governing Petitions to the Board of Directors from Decisions of the Standards Council. Since this Council decision is not "related to the issuance of a document" as referenced in 1.7.2 of the Regulations Governing Committee Projects, notice of the intent to file such a petition must be submitted to the Clerk of the Board of Directors within a reasonable time period.



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SUMMARY ACTION: *The Standards Council voted to proceed with the development of a new standard on gas process safety to be developed initially as a provisional standard designated as NFPA 56(PS), Standard on Gas Process Safety.*

In October 2010, the Standards Council, through Standards Council Decision #10-23 (October 29, 2010), voted to establish a new NFPA Technical Committee to develop a new standard on gas process safety. The Council directed staff to publish a call for committee members, and to solicit membership interest from stakeholders. The Council further indicated that it would review the proposed start-up roster and any proposed scope statements at its March 2011 meeting, and the Council stressed that, "...given the importance and timeliness of this project, the Council may also, at that time, consider steps that might be taken to expedite the development of this standard."

The matter has now come before the Council at its meeting of February 28-March 1, 2011 for further action indicated by Decision #10-23. As requested, the Council has been provided with a proposed start-up roster which the Council has voted to approve. In addition, the Council has reviewed and approved the proposed committee scope, as follows:

Committee Scope: This committee shall have primary responsibility for documents on the commissioning and maintenance of fuel gas piping systems having normal operating pressures of greater than 2 psig used in commercial, industrial, and power plant applications, extending from the point of delivery to the equipment isolation or shutoff valve.

It remains for the Council to consider, as it previously suggested, whether steps might be taken to expedite the development of the proposed new gas process safety standard. The Council has been aided in this regard by recent action of the NFPA Board of Directors which, by resolution, has authorized the NFPA Standards Council to implement the development of a gas process safety standard using the expedited procedures set forth by the American National Standards Institute (ANSI) in Annex B of the ANSI Essential Requirements. Specifically, the Board resolution, adopted November 13, 2010, reads as follows:

Pursuant to Section 8 of the NFPA Bylaws, the NFPA Board of Directors hereby adopts by reference Annex B of the 2010 ANSI Essential Requirements entitled *Procedures for the Development of a Provisional American National Standard (ANS) or a Provisional Amendment to an ANS* (the Annex B Procedures). The use of the Annex B Procedures shall be limited to the development of a provisional standard related to gas process safety. The Standards Council shall have responsibility for the implementation of the Annex B Procedures. This authority shall include, without limitation: the authority to determine whether the circumstances set forth in Section B.1 of the Annex B Procedures exists; and the authority to issue any provisional standard developed on gas process safety and submitted to it by the appropriate Technical Committee(s).

A copy of Annex B of the 2010 ANSI Essential Requirements has been appended to this decision. The procedures set forth in Annex B, which we shall call the Annex B Procedures, allow an ANSI-Accredited Standards Developer such as the NFPA, to initially develop a standard (known in the ANSI world as an American National Standard) as a “provisional” standard using the expedited Annex B Procedures, provided that all of the following circumstances apply:

- When implementation of the Provisional [Standard] would result in an improvement to the safeguarding of life, and there is a well-established need for the prompt dissemination of information that addresses an emergency situation or other special circumstance.
- When the use of the accredited procedures of the [ANSI-Accredited Standards Developer] would cause an undue delay in the issuance of a related standard.
- When an [ANSI-Accredited Standards Developer] supports the development of a Provisional [Standard] . . . with the intention of initiating the processing as an [American National Standard] . . . within 45 days of its approval date. Processing of the [Standard] shall be in accordance with the [ANSI-Accredited Standards Developer’s] accredited procedures, including ANSI public review in *Standards Action* and consensus body ballot.

See Annex B Procedures at B.1.

The Standards Council, pursuant to the authority conferred upon it by the NFPA Board resolution, concludes that all of the required circumstances cited above apply to the development of a standard on gas process safety as a provisional standard. Specifically, the first two circumstances concern the emergency need for a provisional standard and the determination that use of the standards developer’s regular ANSI-accredited procedures would result in undue delay. These circumstances clearly apply here. The record, as previously described by the Council, documents two recent gas process-related explosions in an industrial plant and a nearly completed power plant. Both incidents resulted in serious property damage as well as multiple injuries and loss of life. The U.S. Chemical Safety Board, following investigation of those incidents, issued urgent safety recommendations, including recommendations to the NFPA to conduct standards development along the lines that the Council has now directed. (See Standards Council

Minute Item 10-8-38 [August 3-5, 2010]; Standards Council Decision #20-23 [October 29, 2010]; and supporting agenda materials on file at NFPA). Additionally, a significant number of gas power plants are currently planned or in construction and are expected to go online in the next few years. Providing a provisional gas processing safety standard in the near term rather than in the minimum of two full years that would be required using NFPA's regular accredited procedures avoids undue delay in addressing the safety needs during these activities, as well as, more generally, the urgent safety concerns documented by the U.S. Chemical Safety Board.

Having determined that the circumstances necessary for the development of a provisional standard apply to the subject of gas process safety, the Standards Council is directing: that the public notice required by B.1.1 of the Annex B Procedures be published announcing the development of a provisional standard designated as NFPA 56(PS), *Standard on Gas Process Safety*; and that the new Technical Committee on Gas Process Safety proceed as soon as possible to develop a provisional standard on gas process safety using the Annex B Procedures. (See especially Annex B Procedures at B.1.2 through B.1.4). As with all NFPA Standards, a provisional standard, once developed, shall be submitted to the Standards Council for official issuance.

Annex B: Procedures for the Development of a Provisional American National Standard (ANS) or a Provisional Amendment to an ANS

B.1 Procedures for the Development of a Provisional American National Standard (ANS) or a Provisional Amendment to an ANS

When an alternative process is not otherwise reflected in an ANSI-Accredited Standards Developer's (ASD's) accredited procedures, these procedures set forth the requirements for the issuance of a Provisional ANS or a Provisional Amendment to an existing ANS and may be used when all of the following circumstances apply:

- When implementation of the Provisional ANS or Provisional Amendment may result in an improvement to the safeguarding of life, and there is a well-established need for the prompt dissemination of information that addresses an emergency situation or other special circumstance;
- When the use of the accredited procedures of the ASD would cause an undue delay in the issuance of a related standard; and
- When an ASD supports the development of a Provisional ANS or a Provisional Amendment with the intention of initiating the processing as an ANS, of the Provisional ANS or the Provisional Amendment to an ANS, within 45 days of its approval date. Processing of the ANS shall be in accordance with the ASD's accredited procedures, including ANSI public review in *Standards Action* and consensus body ballot.

B.1.1 Public notice

An announcement identifying the standard and describing the circumstances that warrant the issuance of a Provisional ANS or Provisional Amendment shall be provided to ANSI in a timely manner for publication in ANSI's *Standards Action* along with relevant developer contact information. The requirements in clause 2.5 *Notification of standards development and coordination* shall not apply with regard to a Provisional ANS or Provisional Amendment that is promulgated in accordance with these procedures.

B.1.2 Minimum consensus body ballot period

A developer using these procedures may utilize the minimum ballot period established by their accredited procedures for an ANS or the consensus body may establish a ballot period that is not less than two weeks.

B.1.3 Approval of a Provisional ANS or a Provisional Amendment to an ANS

Approval of a Provisional ANS or a Provisional Amendment to an ANS requires approval by the consensus body of at least two-thirds of those voting, excluding abstentions.

B.1.4 Comment resolution

All comments accompanying the ballot shall be circulated to the consensus body in order to afford all members an opportunity to respond, reaffirm, or change their vote. For recirculation of comments, a minimum period of not less than one week is required. An attempt to resolve the comments received relative to the Provisional ANS or Provisional Amendment is not required.

B.1.5 Right to appeal

The right to appeal shall not be required in connection with the issuance of a Provisional ANS or Provisional Amendment. After the standard or revision has been issued, if a directly and materially affected party believes that the Provisional ANS or Provisional Amendment should be withdrawn, then the *Withdrawal for cause* procedures detailed in the *ANSI Essential Requirements: Due process requirements for American National Standards* shall apply.

B.1.6 Approval notification to ANSI

Notice of the approval of a Provisional ANS or Provisional Amendment by an ASD shall be submitted to ANSI within 5 days of the approval of the document. The notice shall include the designation and title of the new or affected document the approval date and a certification that the developer has followed these procedures. An informational announcement shall be published in *Standards Action*.

B.1.7 Processing the Provisional ANS as an American National Standard

The ASD shall initiate the processing, as an ANS, of the Provisional ANS, or the revision to an amended ANS, within 45 days of its approval date. This processing shall be in accordance with the ASD's accredited procedures and shall include ANSI public review in *Standards Action* and consensus body ballot.

B.1.8 Withdrawal

A Provisional ANS or Provisional Amendment shall exist for no longer than two years from the date on which it is approved by the ASD. If consensus is achieved and the affected standard (either the Provisional ANS or the ANS as modified by the Provisional Amendment) is published as an ANS, the Provisional ANS or Provisional Amendment is superseded and shall be withdrawn. If consensus is not achieved, the Provisional ANS or Provisional Amendment shall be withdrawn at that time, but no later than two years from the date on which it was approved. A notice of the withdrawal shall be published in ANSI's *Standards Action*.

B.1.9 Identification of a Provisional ANS or Provisional Amendment

A standard or an amendment to a standard promulgated in accordance with these procedures shall be referred to as a Provisional American National Standard or Provisional Amendment, respectively, and identified clearly as such on the cover or title page. In addition, a standard processed as a Provisional American National Standard, shall be identified by a unique alphanumeric designation in accordance with the following guidelines:

ANSI/ABCD 123 (PS), where ABCD reflects the developer's acronym.

And an American National Standard with a provisional amendment shall be identified as follows:

ANSI/ABCD 123 (PA)

The following or similar text shall be included in the foreword of a Provisional Standard or adjacent to a Provisional Amendment when included in the text of an ANS:

"This document or some of the information contained in this document has been processed in accordance with ANSI's requirements for a Provisional American National Standard or Provisional Amendment to an ANS. The same or similar document or amendment (as applicable) will undergo the standards development process set forth in the ASD's accredited procedures. This Provisional ANS or pertinent Provisional Amendment(s) shall be withdrawn on or before the two year anniversary date of its approval as such."

The ANSI approval logo and the words "an American National Standard" shall not be used to identify an entire standard that has not received ANSI approval or been approved by an accredited standards developer who has been granted authority to designate its standards as American National Standards.

B.1.10 Audit of Use of Provisional ANSI Process

Evidence of compliance with these procedures shall be retained. This documentation shall be examined during the next scheduled audit of the developer.