



California Wildfire Safety
Advisory Board

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Recommendations of the Wildfire Safety Advisory Board on Safety Culture Assessment



Draft July 21, 2022



California Wildfire Safety Advisory Board

Cover Photos



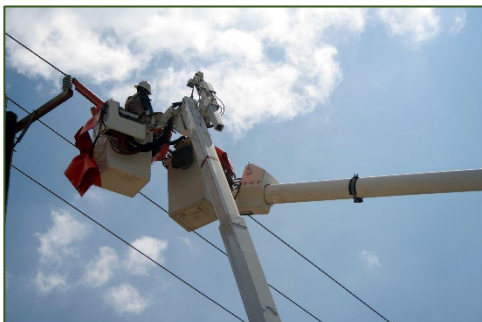
Shown: **Shrubs Under Utility Lines, Palm Springs**

Shrubs under utility lines can act as ember catchers and prevent the invasion of flammable grasses.



Shown: **Oak Trees in Snow Near Lines**

The Board recommends assessment of vegetation beyond the immediate area beneath and closely around power lines.



Shown: **Utility Workers Using Bucket Trucks**

New technologies and protocols can pose safety concerns for implementing workers



Shown: **PG&E Signs Directing Traffic**

Sign providing directions to Pacific Gas and Electric shelter during Public Safety Power Shutoff (PSPS).



Background

Following recent catastrophic wildfires in California, Senate Bill (SB) 901 established requirements that utilities file Wildfire Mitigation Plans (WMPs) at the California Public Utilities Commission (CPUC). Assembly Bill (AB) 1054 and AB 111 established the Wildfire Safety Advisory Board (WSAB or the Board) consisting of seven members appointed by the Governor, Speaker of the Assembly, and Senate Committee on Rules, and established the Office of Energy Infrastructure Safety (OEIS)¹ as a department within the California Natural Resources Agency (CNRA). Public Utilities Code Section 8389 mandates that the WSAB develop and make recommendations to OEIS related to the electric corporations' wildfire mitigation practices and plans and the assessment of safety culture and compliance metrics for those corporations.

To meet its AB 1054 mandate, the WSAB operates as an independent entity from the OEIS and CNRA, ensuring its ability to provide separate analysis and expert guidance as the basis of its recommendations to the OEIS on wildfire safety issues. Each member of the WSAB brings a unique perspective and expertise to their review of WMP requirements and performance metrics. Additional information about the WSAB and its members can be found on its website: <https://energysafety.ca.gov/what-we-do/wildfire-safety-advisory-board/>².

The current WSAB members are:

- Jessica Block, Chair
- Diane Fellman, Vice Chair
- Ralph Armstrong
- Chris Porter
- John Mader
- Alexandra Syphard

This is a draft WSAB safety culture assessment document published for public comment. Please comment on the recommendations in this document no later than close of business August 12, 2022. Final recommendations are scheduled for WSAB adoption on August 18, 2022.

¹ Formerly known as the Wildfire Safety Division at the CPUC.

² The Board approves the recommendations found here but individual recommendations may not reflect the views of individual Board members.



2021-2022 Activities and Accomplishments

On July 1, 2021, in keeping with SB 1054 and AB 111, the WSAB relocated within State Government to the California Natural Resources Agency. Prior to the move, the WSAB, during the first half of 2021:

- Held four, public virtual Board meetings
- Developed three sets of recommendations to the CPUC Wildfire Safety Division (the precursor to OEIS), on large IOU WMPs; Small and Multi-Jurisdictional (and ITO) WMPs; and 2022 Wildfire Mitigation Plan Guidelines, Performance Metrics, and Safety Culture Assessments

Later in 2021, the WSAB hired new staff to help continue accomplishing its required duties. Subsequently, in the second half of 2021 and the first half of 2022, the WSAB:

- Held three public Board meetings, two of which were virtual and the last of which was a hybrid in-person plus virtual meeting in Sacramento³.
- Developed and adopted an Advisory Guidance Opinion providing recommendations to the State's publicly owned utilities on their 2022 Wildfire Mitigation Plans⁴.
- Developed and adopted Recommendations to OEIS on additional WMP requirements and performance metrics⁵.
- Developed and expects to adopt additional recommendations to OEIS on Safety Culture Assessments, as can be found in this document.

Going forward in 2022 the WSAB expects to review and provide individual recommendations to the State's POUs on their 2023 WMPs in a collaborative process. In addition, the Board expects to hold several public workshops.

Acknowledgements

The Board recognizes California's investor-owned utilities' (IOU) dedication to continual improvement in wildfire suppression and mitigation actions pursuant to, in part, a vibrant and comprehensive improvement to safety culture.

³ See <https://energysafety.ca.gov/what-we-do/wildfire-safety-advisory-board/wsab-events-and-meetings/>

⁴⁴ See <https://energysafety.ca.gov/wp-content/uploads/docs/misc/wsab/recs-on-2023-wmp-additional-reqs-performance-metrics-4.26.22-final.pdf>

⁵ See <https://energysafety.ca.gov/wp-content/uploads/docs/misc/wsab/wsab-2022-wmp-pou-guidance-advisory-opinion-2.10.22.pdf>



The Board acknowledges that our work and this document would not be possible without the skill, creativity, and expertise of our advisor and staff, Timothy Tutt and Mary Ann Aguayo.



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Introduction

Pursuant to Public Utilities Code Section 326.2(b) and 8389(b)(3),⁶ the Wildfire Safety Advisory Board provides these recommendations to the Office of Energy Infrastructure Safety (OEIS) for consideration in its review and update of safety culture assessment processes applicable to the Investor-Owned Utilities and Small and Multi-Jurisdictional Utilities (SMJU) (collectively “IOUs” or “utilities”).

Safety Culture Background

In 2020, the Wildfire Safety Division (WSD) at the CPUC developed a Safety Culture Assessment process, which includes four components:

- A workforce survey, on the workers performing wildfire mitigation work.
- A management self-assessment, on organizational systems, structures, governance, and safety enabling systems.
- Supporting documentation to justify and validate the utility submissions, requested at the discretion of the WSD.
- Interviews to better understand survey and self-assessment results.

In 2021, the safety culture assessment task for wildfire safety was transferred from the WSD to OEIS (in the California Natural Resources Agency). The OEIS developed and adopted Safety Culture Assessments for each of the eight CPUC-jurisdictional investor-owned utilities in the State. Four of these utilities – Southern California Edison, Pacific Gas and Electric, San Diego Gas and Electric, and Bear Valley Electric – filed formal letters accepting the OEIS Safety Culture Assessments and agreeing to implement the recommendations⁷. By doing so,

⁶ Public Utilities Code § 8389(b) states that the Board shall make recommendations to OEIS on the following:

- “(1) Appropriate performance metrics and processes for determining an electrical corporation’s compliance with its approved wildfire mitigation plan.
- (2) Appropriate requirements in addition to the requirements set forth in Section 8386 for the wildfire mitigation plan [the Guidelines].
- (3) The appropriate scope and process for assessing the safety culture of an electrical corporation.”

This current document provides the Board’s recommendations on (3) above. The Board has previously commented on part (2) and has no current recommendations on the still nascent process of WMP compliance (part 1).

⁷ These documents can all be found at the following docket:
<https://efiling.energysafety.ca.gov/Lists/DocketLog.aspx?docketnumber=2021-SCAs>



these four utilities satisfied a condition for consideration of “good standing” status for their annual safety certifications⁸.

In 2022, OEIS developed and posted Guidelines for the 2022 Safety Culture Assessment process⁹, signaling an intent to follow much of the same processes and steps from the 2021 assessment. The 2021 Safety Culture Assessment establishes a baseline that can be used to evaluate progress over time and incorporate continuous improvements in safety culture among the State’s investor-owned utilities.

The WSAB has reviewed the safety culture assessment process developed to date and the 2022 Safety Culture Assessment Guidelines and appreciates the care that OEIS has taken to avoid duplication with the California Public Utilities Commission’s broader safety culture assessment work and mission, as well as not perceiving their assessment as an end in and of itself. These concepts are illustrated by the 2022 Safety Culture Assessment Guidelines, stating:

“Energy Safety’s assessment of safety culture is intended to be complementary to, and not a replacement for, ongoing work to improve safety culture at each electrical corporation. Each electrical corporation may additionally conduct internal safety culture assessments that measure elements specific to that electrical corporation¹⁰.”

The Guidelines go on to suggest that the goal is to understand safety culture best practices, strengths and weaknesses and incorporate continuous learning so that the most robust safety culture feasible is attained and maintained.

⁸ Accepting the OEIS recommendations is a necessary but not sufficient condition for the safety certificates.

⁹ <https://efiling.energysafety.ca.gov/eFiling/Getfile.aspx?fileid=52124&shareable=true>

¹⁰ IBID, page 3



General Enhancements to Safety Culture Assessment

“Beyond Compliance” Focus

The WSAB believes that OEIS' safety culture assessment process would be enhanced further by emphasis on a “going beyond compliance” culture that is often reflected by higher levels of safety culture attainment. In particular, OEIS should make it clearer in their assessments of each IOU's safety culture over time that the intent is to induce and assist the utilities to go beyond, where feasible, acceptance of recommendations that meet the statutory requirement necessary for them to achieve a “good standing” status under Public Utilities Code Section 8389(e)(2). While achieving this “compliance” is of clear importance, the WSAB believes stretch goals in safety culture are necessary and the assessment process should emphasize “beyond compliance” as the target. Specifically, the WSAB recommends that OEIS consider adding language to their safety culture assessments such as the following (suggested additional language in bold):

“[utility] can satisfy the “good standing” requirement in Public Utilities Code Section 8389(e)(2) by agreeing to implement all of the findings (including recommendations for improvement) of its most recent SCA. This may be done by submitting a letter to this effect via E-Filing ...¹¹” **OEIS encourages [utility] to include discussion of their implementation plans and of any other actions the utility plans to take beyond recommendation implementation to enhance the robustness of their energy safety culture¹².**

Broad Application of Safety Culture Assessment Surveys

The WSAB has previously recommended that utilities include contractor personnel in their surveys of workforce safety culture. Some utilities responded that they had no control over contractor management safety culture so they

¹¹ See for example the cover letter at:

<https://efiling.energysafety.ca.gov/eFiling/Getfile.aspx?fileid=51791&shareable=true>

¹² The WSAB understands that utilities may desire a clear statement of good standing and separation of compliance from more robust actions and leaves it to the OEIS process to identify the appropriate language.



should not be held to a safety culture standard that includes these components. The 2022 Guidelines, however, continue to include vegetation management contractors and personnel in the safety culture assessment process. The WSAB supports this inclusion.

In general, the WSAB recommends that safety culture assessment surveys of the utility and contractor workforce include any workforce component that has prevention of and mitigation of wildfire-related faults in their responsibilities. This would include system designers (are they designing to the appropriate safety metrics for the time), system installers (are they ensuring safety during installation and communicating issues back to the design process for consideration of correction), and the pantheon of inspectors, maintenance personnel, and troubleshooters, etc. that deal with faults during system operation, in relation to wildfire mitigation.

Safety Culture Consideration of Workforce Training and Expertise

The WSAB has previously recommended that utilities employ Qualified Electrical Workers to perform many jobs related to system safety related to wildfires. It is important to consider as part of a safety culture assessment process whether utilities are properly training and assigning workers to best ensure community and worker safety during a wildfire or in the critical process of preventing or minimizing utility-caused wildfires.

WSAB RECOMMENDATIONS

- 1. The OEIS should do more in the safety culture assessment process to emphasize a “going beyond compliance” culture.**
- 2. The OEIS should ensure that the surveys to assess safety culture at utilities include a broad workforce template, from system designers through troubleshooters and repairers – any workforce component (utility personnel or contractors) that may involve faults that could trigger a wildfire.**
- 3. Safety culture assessment should include consideration of workforce training and expertise, so as to ensure the proper worker (e.g. a Qualified Electrical Worker) had the correct training to safely work on wildfire issues.**



Including Innovation and Change in Safety Culture

The WSAB understands safety culture as an ongoing set of practices at a utility that strives for improving safety over time through regular rethinking, constant innovation, and an eye for the long term rather than simply being safe today. With the first safety culture assessment, WSD and OEIS established a solid baseline; subsequent assessments should build on that baseline by considering not only how safety culture itself at each utility is changing, but also how changing circumstances, technologies, and climate should lead to changing safety practices. The WSAB is looking to establish innovation and change as a key part of ongoing annual safety culture assessments.

Safety Culture Imbedded in New Wildfire Products and Practices

The WSAB has previously recommended that utilities include in their Wildfire Mitigation Plans a description of their workforce safety protocols and how those may change when implementing new wildfire mitigation technologies, equipment, or work practices. As the utilities adopt new technologies and practices for wildfire mitigation, it is reasonable that they consider updates to their workforce safety protocols and incorporate appropriate revisions in their safety culture processes and workforce safety training. For example, covered conductor is significantly heavier than the previously installed standard conductor; hence, safety culture acknowledgement in some fashion of the impact of increased weight on utility line workers makes sense. Similarly, new and expanded undergrounding practices imply potentially altered utility workforce safety practices.

The WSAB recommends that OEIS incorporate consideration of such altered safety protocols and workforce training in the safety culture assessment structure. The WSAB leaves it to OEIS to determine exactly how this should be done, in general, but believes that it would be reasonable to consider a workforce survey question asking whether workers feel safety protocols have been altered appropriately with new technologies, whether safety training has been commensurately updated, and whether a focus on Qualified Electrical Workers is represented at the utility. Alternatively, a management self-assessment question eliciting opinions on whether these issues are sufficiently on management's agenda, or a follow-up OEIS interview assessment or information request may be appropriate.



Cybersecurity Safety Issues

Another factor that the WSAB believes should be included in OEIS's safety culture assessment is the impact of cyberattacks and the consideration of cybersecurity in relation to wildfire safety. The WSAB believes that some attention should be paid to how and whether wildfire safety practices and protocols in place might be affected by a cyberattack on utility assets. A variety of wildfire mitigation measures involve communication and sensor technologies, innovative monitoring through these sensors, situational intelligence equipment, and satellite data. How would communication with appropriate stakeholders work during a wildfire emergency complicated by a cyberattack on utility assets? How would active grid intelligence through sensors, relays, etc. be impacted? How would the loss of critical satellite data be accommodated in a wildfire response?

The WSAB recommends that OEIS work to incorporate consideration of safety and operations during a cyberattack in their safety culture assessment structure. The WSAB leaves it to OEIS to determine exactly how this may be best accomplished, in general, but suggests that it would be appropriate to include a management self-assessment question getting to whether the connection between cybersecurity and safety culture is sufficiently on the agenda for management or consider how to address the issue in a follow-up OEIS interview assessment.

Climate Change and Safety

The WSAB appreciates and supports the focus on learning and future safety culture targets found in the "Objectives and Lessons Learned" section in the 2022 Safety Culture Assessment Guidelines. The WSAB recommends that OEIS and utilities go beyond a 12 month and 3-year timeframe to include consideration of how the changing climate will cause changes in safety practices in the long run. The WSAB is not recommending explicit targets for safety culture 10, 20, or 50 years out, but rather an emphasis today in safety culture that reflects an understanding that climate change will have long term impacts. The utilities should be prepared far in advance by planning a path for



success by delineating changes in safety culture and practices such as the considerations that follow.

As average and peak temperatures increase over time, with potentially more frequent prolonged droughts, wildfires could increase in frequency and intensity. If fire behavior becomes more dangerous, or vegetation management is constrained by more severe weather conditions, should there be changes in worker or community safety practices? Altered fire regimes in the state are already resulting in broad-scale vegetation type changes – from forests to shrublands and from shrublands to grasslands. How will vegetation management practices need to be altered to accommodate these shifts in plant communities? How will potential increases in wind speeds affect utility wildfire work? How should safety protocols change with potentially increased distributed generation and minigrid solutions to address the joint goals of reducing wildfire risks and mitigating climate change impacts? How might other expected climate changes impact utility safety culture, and how might these impacts be prepared for ahead of time?

The WSAB believes proactive planning to the extent feasible will better serve the cause of safety than reacting in real time when needed measures may be more extensive and the costs significantly higher. This penchant for proactive planning ahead should be part of a utility's safety culture.

WSAB RECOMMENDATIONS

- 4. Innovation and change should be a key part of ongoing annual safety culture assessments.**
- 5. Safety culture assessment should include consideration of revised workforce safety protocols and workforce training practices as wildfire safety technologies change.**
- 6. The OEIS should work to incorporate consideration of wildfire safety and operations during a cyberattack in their safety culture assessment structure.**
- 7. OEIS and utilities go beyond a 12 month and 3 year timeframe to include consideration of how the changing climate and vegetation will cause changes in safety practices over a longer horizon.**



Including Customers and Community in Safety Culture

Community Safety Practices

The WSAB believes that a robust safety culture goes beyond consideration of workforce safety practices, in surveys and other assessment components, to include prominent safety interactions with the communities a utility serves (as well as potentially affected neighboring communities). In the unfortunate event of a wildfire, community safety is enhanced by a safety culture that includes coordination and cooperation with community emergency operations. Utilities are a vital part of the picture for the affected communities, facilitating evacuations if necessary, coordinating on ingress and egress issues, providing power for essential water pumping and other wildfire mitigation needs, and volunteering assistance to neighboring and other communities outside their service territories as needed and available. In addition, power is a community essential service, and a robust utility safety culture recognizes the importance of safely restoring community power as quickly as possible after a wildfire related outage, whether planned (Public Safety Power Shutoffs or “PSPS”) or unplanned.

The WSAB recommends that OEIS incorporate consideration of a utility's engagement with their communities in the safety culture assessment structure and surveys. Again, the WSAB leaves it to OEIS to determine exactly how this should be done, in general, but believes that it would be reasonable to consider either workforce survey questions asking about community engagement, including questions of egress and ingress during a wildfire emergency; a similar set of management self-assessment questions getting to whether community safety is sufficiently considered by management; or a follow-up OEIS interview assessment of the issues here – if not all three paths.

In addition, OEIS could consider expanding assessment of a utility's safety culture by engaging expected community partners to understand whether they have a robust belief or understanding that their utility is appropriately involved in community safety activities or could improve in this area. A statistically valid sample survey of community members could also inform the assessment of a utility's safety culture, eliciting community member understanding of the robustness of that culture from a community perspective.



Customer Safety Practices

The WSAB believes that a robust safety culture goes beyond workforce safety practices currently surveyed to include clear communications and protocols that assist customer as well as utility worker safety. Over time, the WSAB recognizes that the utility efforts in this area have greatly improved.

Nonetheless, it is important to include the structure of these relationships as part of the overall safety culture. For example, the WSAB understands that utility vegetation management aimed at preventing utility-caused wildfires can be complicated as utility infrastructure abuts or crosses customer property and interconnects with customer lines and equipment. Customers engaging in their own vegetation management actions on their property are at times adversely affected by unfortunate contacts with adjacent or overhanging utility infrastructure. A robust utility safety culture should address the partnership the utility inherently has with its customers for effective wire-to-wire vegetation management to address wildfire risks.

The WSAB recommends that OEIS incorporate assessment of utility-customer interactions on vegetation management safety practices. The WSAB leaves it to OEIS to determine exactly how this should be done, in general, but believes that it would be reasonable to consider either a workforce survey question asking whether workers feel that appropriate programs and practices clearly and safely address customer and utility vegetation management interactions, a management self-assessment question getting to whether this issue is sufficiently on the agenda for management, or a follow-up OEIS interview assessment – if not all three.

OEIS might also consider a general customer survey regarding the utility/customer interface on vegetation management issues, or some degree of engagement with customer vegetation management practitioners to understand how they perceive utility safety culture practices in this area.

Another aspect of customer safety that should be considered for a robust utility safety culture involves programs or protocols to address customer safety issues during wildfire-related outages. When the utility proactively shuts off customer power due to wildfire concerns, either through a planned Public Safety Power Shutoff or a similar but less predicted shutoff due to utility line settings, customer safety can be impacted.



Utility practices to address power shutoff impacts on critical facilities such as hospitals, on questions of traffic safety, and on individual customers that have high power security needs should be considered in the safety culture assessment process. The question of the safe operation of customer backup power facilities should be assessed, as unsafe operation can backfire from a wildfire safety perspective. Similar survey questions, management assessments, or interviews and documentation should be considered by OEIS, as well as potential engagement of affected customers.

WSAB RECOMMENDATIONS

- 8. The OEIS should incorporate consideration of a utility's engagement with their communities in their safety culture assessment structure.**
- 9. The OEIS could consider expanding assessment of a utility's safety culture by engaging expected community partners to understand their perception of the utility's safety culture and potential improvements.**
- 10. The OEIS should include consideration of utility-customer interactions on vegetation management safety practices in their safety culture assessment structure.**
- 11. The OEIS might consider a general customer survey regarding the utility/customer interface on vegetation management issues, or some degree of engagement with customer vegetation management practitioners to help assess a utility's safety culture.**
- 12. Utility practices to address power shutoff impacts on critical facilities such as hospitals, on traffic safety, on individual customers that have high power security needs, and on backup power generation should be considered in the safety culture assessment process.**



Approval

The California Wildfire Safety Advisory Board's Recommendations on Safety Culture Assessments were approved on August 18, 2022 and are hereby executed.

Jessica Block, Chair

Diane Fellman, Vice Chair

Ralph M. Armstrong Jr., Board
Member

John Mader, Board Member

Christopher Porter, Board Member

Alexandra Syphard, Board Member