



2019-2020 EDUCATION & OUTREACH PLAN

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2019-2020 EDUCATION & OUTREACH PLAN

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Message from the Executive Officer

The following plan was designed under the direction of the Board's Education and Outreach Officer to address the Board's statutory education and outreach requirements—both those specifically enumerated and the general requirements expressed in Board strategic directives. The complexity and variety of the Board's different stakeholders—from roadbuilders to departments of public works to homeowners to giant telecommunications companies and everything in between—create the need for extensive and differentiated strategies, hence the hefty plan herein.

As can be clearly seen, however, the Board's resources are insufficient to execute these strategies on a reasonable planning horizon. The Board will need to carefully identify its priorities and investigate options for addressing safety-critical unmet needs.

Sincerely,

Tony Marino
Executive Officer

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Introduction

The Dig Safe Board's 2019-2020 Education and Outreach Plan is its seventh publication¹ designed to increase visibility into the Board's planning and operations, and create accountability to the Legislature and the public.

The Board's first Education and Outreach Plan is intended as a guide for those activities and decisions which, through the remainder of 2019 and the entirety of 2020, will advance the Board's objectives and fulfill its statutory responsibility to coordinate the state's education and outreach efforts to encourage safe excavation practices.

The Dig Safe Act of 2016 and, subsequently, Assembly Bill 1914 (Flora, Chapter 708, Statutes of 2018), tasked the Board with several mandates under strict deadlines and guided its development via a series of Legislative requirements. In response to these requirements, annual plans published by the Board established the following strategic objectives:

- **Create an Area of Continual Excavation Process:** Develop procedures through regulation for an annual ticket process for agricultural and flood control operations that facilitates effective communication between subsurface installation owners and excavators and minimizes or eliminates the impact to operations on land where no subsurface installations exist.
- **Develop an Education and Enforcement Program:** Develop an education and enforcement program that allows Board staff to investigate accidents and

¹ The Board has previously released its 2018 Plan, First Report to the Governor and Legislature, 2018 Results Report, 2019 Plan, Second Report to the Governor and Legislature, and 2019 Cost Report. All Board publications can be found on the Dig Safe Board's website: <http://digsafe.fire.ca.gov>

the Board to enforce safe excavation laws through direction to relevant education and citations.

- **Develop a Process for Continual Learning:** Use data, accidents, and other information to develop a framework for continual learning through the development of regulations, standards, and the adoption of a periodic review process.
- **Establish a Foundation for Board Operations:** Develop internal and external policies to continue to establish a well-functioning government organization that promotes safe excavation throughout the state.

Each of these objectives was designed to guide the Board's work through its first few years of operation. Additionally, as a start-up agency, the Board has undertaken a variety of operational and administrative tasks necessary to establish a well-functioning government organization that promotes safe excavation throughout the state. The need to approach these operational necessities in parallel with the Board's regulatory obligations and policy objectives has presented unforeseen challenges.

In addition to the strategic objectives identified in its annual plans, the Board has a strong commitment to education and outreach that touches all aspects of its work from rulemaking and standards development, to investigations, enforcement, data analysis, and, of course, the development and implementation of its education program. The Legislature highlighted this commitment in section 4216.17 of the Government Code, when it outlined the Board's requirements to:

- Understand the existing needs for education and outreach, including those groups with the highest awareness and education needs.
- Facilitate discussion on how to coordinate existing education and outreach efforts with state and local government agencies, underground facility owners, the regional notification ("one-call") centers, and trade organizations that fund safe excavation education and outreach efforts.
- Determine the areas in which additional education and outreach efforts may be targeted using money, upon appropriation by the Legislature, from the Safe Energy Infrastructure and Excavation Fund

To fulfill these commitments, the Board hired a dedicated Education and Outreach Officer, and an Investigations Division. The Board's twelve investigators are responsible for examining dig-in accidents and violations of the state's one-call law, acting as education ambassadors to violators encountered in the course of their investigations, and recommending enforcement actions to the Board that range from education and corrective action to financial penalties. The information gathered through investigations will provide insight into existing education and outreach needs, while any financial penalties levied against violators will fund the Board's future education and outreach efforts. The Board's Education and Outreach Officer is responsible for identifying areas where additional education and outreach is needed, coordinating existing education and outreach efforts

among the Board's varied stakeholders, and implementing the Board's current education and outreach plan.

However, as the Board's enters into year two of operations it has become increasingly clear that current resources are not sufficient to meet the education and outreach requirements as prescribed in the Dig Safe Act of 2016. The Board is a unique regulatory body that does not work with one type of stakeholder but works with a variety of industries from road builders to farmers to public works departments to telecommunications giants all requiring different needs. Understanding the needs of each industry and creating safety lessons tailored to each group takes time and resources. This is the main challenge to the Board's success in implementing the 2019-2020 education and outreach objectives, established to not only meet the Board's Legislative requirements but to carry out its mission (Policy B-02)² to improve public and worker safety. The activities identified as necessary to implement these objectives (*see Table 1*) illustrate the extent to which education and outreach are fundamental to almost every Board strategic activity.

As previously indicated, the Board currently has one position dedicated to the development and implementation of its education and outreach plan. Board resources will continue to be allocated to the development of the Board's current education and outreach tools, particularly in the creation of materials for regulation implementation and in education course development efforts. However, the current staffing is not sufficient to meet the goals laid out in this plan over a reasonable horizon. Although the Board will continue to cultivate partnerships and participation of outside organizations to achieve its educational objectives, these measures cannot replace the functions of dedicated education and outreach staff. Absent additional resources, the Board will need to identify those activities which take precedence, and those which it will be unable to accomplish.

The aggressive implementation timelines outlined in Table One and the following plan are driven by statutory deadlines and the Board's charge to improve safety. The sections highlighted in blue reflect the activities the Board must complete to meet its statutory deadlines and requirements. The rest of the activities were identified by the Board as desired to establish a foundation for its future education and outreach program.

This plan is broken down by objective, and includes goals for improving safety, opportunities for stakeholder engagement, metrics for measuring success, strategies to maintain Board relevance as its educational programs progress, and an implementation timeline through 2020 that is based on the Board's statutory deadlines and safety mission.

The Board's success in carrying out the activities outlined in this report will lay a foundation for a strong education program that promotes shared responsibility, open communication, and the free exchange of safety information among its diverse stakeholders, and maintains the trust and confidence of the lawmakers and the people of California.

² Dig Safe Board Policy B-02 can be found on its website: <http://digsafe.fire.ca.gov> under Board Policies

Education and Outreach Implementation Needs Timeline																									
	2019												2020												
OBJECTIVE	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	
Area of Continual Excavation																									
Flood Control District Outreach																									
Create Standard Ag Presentation																									
Create Standard Flood Control Presentation																									
Create Ag Educational Materials																									
Create Flood Control Educational Materials																									
Ag Outreach & Presentations																									
Flood Control Outreach & Presentations																									
Create Website Resources Page																									
Outreach Expansion Research																									
Education and Enforcement																									
Create and Distribute Introductory Letters																									
Education Course Development																									
Phase One: Case Study Videos Development																									
Phase Two: Curriculum Development																									
Phase Three: Course Logistics																									
Phase Four: Present to the Board																									
Phase Five: Course Beta Testing																									
Phase Six: Course Goes Live																									
Create Investigations & Enforcement Presentations																									
Create Investigations & Enforcement Materials																									
Create Website Resources Page																									
Relevant Safety Conferences, Seminars, and Workshops																									
Outreach Expansion Research																									
Continual Learning																									
Reasonable Care Standards																									
Public Workshops																									
Stakeholder Surveys																									
Targeted Outreach Research																									
Power Tool Use in the Tolerance Zone																									
Trade Organization Outreach & Presentations																									
Create Standard Presentation																									
Create Educational Materials																									
Create Website Resources Page																									
Outreach Expansion Research																									
Board Operations																									
Annual Plans and Reports																									
Annual Report																									
Cost Report																									
Results Report																									
Annual Plan																									
Industry Outreach Opportunities																									
Spring Open Forum																									
Annual Education & Outreach Meeting																									
Online Education & Outreach Strategy																									
Outreach Expansion Research																									

Table 1: Dig Safe Board Education and Outreach Plan Implementation Needs Timeline, Sections Highlighted in Blue Represent Activities That are Statutorily Mandated



Area of Continual Excavation Process

Under the direction and authorization of the Legislature, the Board has established regulations that create an annual ticket process for everyday farming and flood control operations. The process allows farmers and flood control operators to call the appropriate one-call center once a year, at their convenience, to request a ticket for everyday farming and flood control practices. When a high priority line is present, an onsite meeting between the excavator and operator will occur and both sides will discuss and agree on the safe excavation practices to be used when operating over the line.

The Board faces significant challenges in its effort to educate the farming and flood control communities about the area of continual excavation (or “ACE”) process. A lack of awareness among farmers of the requirement to call 811 and request a ticket prior to any farming activity is one such challenge. Staff analysis of data from Kern County, which is home to 1,731³ farms that cover approximately 42,000 parcels, found farmers requested less than 150 tickets a year for common agricultural practices between January 1, 2016 and December 31, 2018. Further, a relatively small number of dig-in accidents occur on farmland. The Common Ground Alliance’s (or “CGA’s”) 2017 Damage Information Reporting Tool (or “DIRT”) reported a total of 9,565 dig-in accidents with unique damages in the state, nine of which were associated with farming. While the rate of ag-related damages is low, the potentially high consequences, as seen in the fatal 2015 dig-in on a farm outside Bakersfield⁴, underscore the need for widespread awareness.

³ 2017 Census of Agriculture. Volume 1, Geographic Area Series. Part 5, [Washington, D.C.]: United States Department of Agriculture, National Agricultural Statistics Service, 2019.

⁴ On November 13, 2015, a natural gas pipeline was struck by farming equipment near a Bakersfield farm killing the equipment operator, and seriously injuring two people in a nearby home that caught fire shortly after the strike.

These challenges will require the Board to create targeted educational materials, concentrate on areas of the state with the highest percentages of agricultural activity, and build partnerships with county farm bureaus, trade organizations, and other agencies relevant to the farming community to maximize the effectiveness of its outreach efforts. Additionally, limited participation from flood control districts in the Board's activities to date will necessitate intensified efforts to elicit their engagement.

IMPROVING SAFETY

To improve excavation safety throughout California's agricultural communities and flood control districts, the Board must raise awareness about Underground Service Alert (or "USA") Ticket requirements and processes. Currently, most farmers are unaware of their legal requirement to participate in the 811 process, a fact that will require substantial outreach efforts from the Board and the outside ag-related organizations it partners with. Once the Board overcomes the existing knowledge gap, it can engage in regular safety dialogue with these groups of excavators, addressing emerging problems that may arise by communicating targeted outreach and educational messaging through established channels.

STAKEHOLDER ENGAGEMENT

The Board's primary objective for area of continual excavation education and outreach is to increase awareness among affected stakeholders. To overcome the challenges of unfamiliarity with the Dig Safe Act of 2016 and the area of continual excavation process, the Board must develop and implement a focused education program. The following strategic activities are planned to meet this objective:

1. **Conduct Outreach to Flood Control Districts:** The Board received significant participation from farmers during the rulemaking process, while flood control operators were not as well represented. Consequently, connecting with flood control districts during implementation of the ACE process is critical. Success in this area will require learning from flood control districts about their current excavation processes, which will allow the Board to create messaging and educational content specific to flood control operations.
2. **Educate Farmers & Flood Control Operators About the Process:** The Board must create a standard presentation on the ACE process for use in workshops, seminars, and discussions around the state. The presentation will provide farmers and flood control operators with information on USA Ticket requirements, the process for requesting a year-long ticket, how to delineate the excavation area, onsite meeting requirements, and safe excavation resources.

The Board will partner with outside organizations, like the California Farm Bureau Federation and the Department of Water Resources, to reach its target audience. The Board should also consider focusing its efforts on California's major farming counties and larger flood control operations:

- a. *Top Five California Agriculture Counties:* 1) Fresno, 2) Tulare,

3) Monterey, 4) Kern, and 5) Merced⁵

- b. *Large Flood Management Agencies:* Los Angeles County Flood Control District, Alameda County Flood Control & Water Conservation District, and California Central Valley Flood Control Association

Presentation of educational material covering area of continual excavation processes at Farm Bureau and flood control district events, seminars and workshops in the counties and districts listed above will teach the members of these organizations how to excavate safely and with minimal disruption to their operational needs. The presentation will also be made available on the Dig Safe Board's website for use as a teaching tool by interested organizations across the state.

As part of this activity, the Board will also consider facilitating conversations between the one-call centers and continual excavators, with the goal of improving ACE ticket request and renewal processes where appropriate.

3. **Develop ACE Informational Materials:** To improve the reach of the Board's safety messaging among farmers, flood control districts, and operators, staff must create informational materials that clearly convey USA Ticket requirements, the process for requesting a ticket, guidance on when to request an ACE ticket versus a standard ticket, onsite meeting requirements, and where to find additional informational resources. The Board will partner with Farm Bureau, flood management agencies, and the one-call centers to advertise and disseminate the materials to the appropriate stakeholders.
4. **Create an ACE Resources Page on the Dig Safe Board Website:** The biggest tool the Board has available to increase awareness of the ACE process among all stakeholders is its website. To maximize the effectiveness of this tool, staff must create a dedicated resources page that provides centralized access to all ACE-related materials, including the regulation text, the Board's onsite meeting forms, the standard presentation, and any informational materials created. Providing all ACE materials in one place on the Board's website will greatly improve access to information continual excavators need to stay safe and in compliance.

IMPLEMENTATION TIMELINE

The Board's area of continual excavation regulations take effect on January 1, 2020⁶, however enforcement will not begin until July 1, 2020⁷. To effectively inform the agricultural and flood control communities about the new process, the Board should take advantage of the time before enforcement begins to conduct intensive outreach. The approach detailed below will ensure an understanding of the requirements among impacted excavators, improving

⁵ Rankings pulled from California Farm Bureau Federation data based on agriculture production values.

⁶ GOV. 4216.11

⁷ GOV. 4216.4

their ability to comply. Limited resources may only allow the Board to accomplish those tasks bolded below, but to improve safety the Board feels all the tasks listed need to be accomplished:

- LATE 2019:
- **Flood Control Outreach Begins**
 - **Create Educational Materials for Agricultural Outreach**
 - Create Educational Presentation for Agricultural Outreach
- EARLY 2020:
- **Distribute Educational Material to Farm Bureau and Other Agricultural Groups**
 - **Create ACE Resources Page on Dig Safe Board Website**
 - Schedule Educational Presentations at Farm Bureau and Other Agricultural Groups
 - Create Educational Presentation and Materials for Flood Control Based on Outreach
 - Host Booth at World Ag Expo to Conduct Outreach on ACE Ticket & Process
- SPRING 2020:
- Begin Making Educational Presentations to Agricultural Communities
 - Distribute Educational Material to Flood Control Districts and Department of Water Resources and Schedule Educational Presentations
- SUMMER 2020:
- **Gov't Code § 4216.6 Becomes Operative July 1, 2020**
 - Begin Making Educational Presentations to Flood Control Districts
 - Continue Making Educational Presentations to Agricultural Communities
- FALL 2020:
- Continue Making Educational Presentations to Agricultural Communities
 - Continue Making Educational Presentations to Flood Control Districts

The Board will be required to prioritize certain tasks, like flood control outreach, developing educational materials, and creating an online resource page. Outreach conducted will allow the Board to establish in roads with flood control-related organizations which will help in the successful distribution of its educational messaging. To that end, the educational materials and online resources created by the Board will allow members, staff, and industry partners to easily distribute information to affected stakeholders in an effective manner.

The Board will coordinate education efforts with its existing ag-partners to educate farmers about the process, though Board efforts to conduct educational presentations in ag-communities across the state will be minimal due to a lack of dedicated education and outreach staff.

MEASURING SUCCESS

The Board will measure its success in educating the agricultural and flood control communities on ACE using data from the one-call centers to compare the number of tickets requested for farming practices and flood control operations year-over-year. Analysis of ticket data will provide insight into emergent trends, such as user adoption patterns for both new tickets and renewals. Over time, such analysis will provide a valuable source of feedback on the Board's education and outreach efforts and will inform ongoing refinement of ACE outreach strategies.

REMAINING RELEVANT

As the Board's efforts to educate farmers and flood control operators progress, it is important to ensure the Board's messaging continues to expand its reach among stakeholders impacted by these regulations. Once the Board has an established education program in California's largest agricultural counties, it should look toward other sizeable agricultural counties.

The Board could expand outreach efforts to include the following:

- California colleges with Agriculture Programs, including: UC Berkeley, Stanford, UC Davis, Cal Poly-SLO, USC, UCLA
- California Future Farmers of America Association
- California Association of Pest Control Advisers
- California Department of Pesticide Regulation

The Board should also consider participating in industry-specific events to increase visibility and awareness among agricultural stakeholders:

- World Ag Expo
- California State Fair
- California Farm Bureau Federation Annual Meeting

Continued research into the farming and flood control industries will enable ongoing improvement of the Board's ACE-related education and outreach efforts, by revealing new avenues of communication, alerting the Board to emerging trends, and informing refinement of targeted outreach strategies, program messaging, and regular updates to educational materials.



Education and Enforcement Program

The Board is responsible for enforcing the state's one-call law, by investigating accidents to determine their causes and ordering education, corrective action, or fines for those found in violation. In passing the Dig Safe Act of 2016, the Legislature directed the Board to enforce the law progressively, providing an opportunity to educate violators about safe digging practices where appropriate, and using citations where education is deemed inadequate. To establish and manage a successful education and enforcement program, the Board created an Investigations Division made up of twelve investigators who are charged with examining dig-in accidents to determine their causes and acting as education ambassadors to front-line employees unaware of their legal requirements. The Board also hired an Education and Outreach Officer to build an educational program that teaches stakeholders and the public about the state's safe digging laws and the regulations the Board creates.

One challenge the Board faces in its effort to establish a successful education and enforcement program stems from a current lack of knowledge of the Board's authority among excavators, operators, and other investigating agencies. As a start-up agency, the Board will need to spend a meaningful amount of time introducing itself to the industry and developing relationships with the industry's other enforcing agencies. The Board's extensive workload poses another challenge. This includes creating an education in-lieu of fines course, developing policy, standards, and regulations as directed by the Legislature, and building an education and enforcement program from the ground up. Resources are limited, and those tasks subject to statutory deadlines must be prioritized. Finally, the number and diversity of actors excavating in the state poses a challenge of its own. The Dig Safe Act and subsequent regulations developed by the Board impact anyone who owns or works around an underground facility. Examples include farmers, landscapers, cities, utilities, contractors, and construction crews, as well as first responders, which means the Board's education and enforcement program will need to employ targeted strategies across many industries.

These challenges will require the Board to spend a substantial amount of time building relationships with different agencies, trade organizations, industry associations, and the public to establish partnerships and identify outreach opportunities relevant to each stakeholder group, to effectively spread the Board's safety messaging.

IMPROVING SAFETY

To improve excavation safety across California, the Board will investigate accidents to determine their causes and will enforce the state's safe digging law through education, corrective actions, and fines. The Board's educational efforts should emphasize shared responsibility among excavators, operators, and locators, teach safety as a core value, and empower individuals to report safety violations. Once the Board has established awareness of its investigation and enforcement authority, it can begin identifying industry trends and educating stakeholders and the public about safe excavation practices using targeted outreach and educational messaging.

STAKEHOLDER ENGAGEMENT

The Board's objective for its education and enforcement program is to overcome the lack of familiarity among diverse stakeholders with the Board's investigation and enforcement authority, and thereby help lay the foundation for a successful long-term program. To that end, the Board needs to invest resources in targeted outreach efforts crafted to build awareness among industry actors, first responders, and investigative agencies. The following strategic activities are planned to meet this objective:

1. **Create and Implement an Education In-Lieu of Fines Course:** Consistent with the graduated approach expressed in the Board's Enforcement Philosophy (Policy B-05)⁸ and in subdivision (e) of section 4216.19 of the Government Code, the Board is creating a relevant, affordable education course in-lieu of fines. Development of the course began at the end of 2018, continued through 2019, and will wrap up in 2020. The course is being produced in-house and is structured around case studies of past dig-in accidents. Through a guided examination of select cases, the course will emphasize the importance of communication and shared responsibility for safety. In August 2019, staff provided a detailed update to the Board on the course creation process, reviewing the work completed to date and identifying remaining tasks. A detailed timeline was provided⁹, which has been condensed into the following phases:
 - a. *Phase One: Case Study Video Production*—This phase includes the writing, video and image gathering, voice tracking, graphic creation, and production of three videos that will introduce the case studies highlighted in the course.
 - b. *Phase Two: Course Curriculum Development*—This phase includes the identification of engagement points around which classroom discussion items will be developed, as well as creation of all course materials,

⁸ Dig Safe Board Policy B-05 can be found on its website: <http://digsafe.fire.ca.gov> under Board Policies

⁹ The complete education course development update and timeline can be found on the Dig Safe Board website: <http://digsafe.fire.ca.gov> under August 2019 Meeting Materials.

including the PowerPoint presentation, student and instructor materials, course evaluation sheet, and completion certificate.

- c. *Phase Three: Course Logistics*—This phase includes the identification of course locations, the purchasing of course supplies, and the determination of the course cost, registration method, and beta testing plan.
- d. *Phase Four: Course Presented to the Board*—This phase includes presenting the finished course to the Board, and making any adjustments needed based on feedback.
- e. *Phase Five: Course Beta Testing*—This phase includes putting the course through beta testing and making any adjustments needed based on feedback.
- f. *Phase Six: Course Goes Live*—This final phase includes launching the finalized course and holding regular sessions as necessitated by Board enforcement actions.

This task requires a considerable amount of staff resources to ensure goals are met in a timely manner. Because the development of this course is required to implement the statutorily-mandated graduated enforcement program, its creation will take precedent over other educational objectives outlined in this plan.

- 2. **Develop Educational Training Focused on Prevention:** The Board is committed to a culture of continual learning based on the development and free exchange of safety information, as outlined in its Vision Statement (Policy B-04)¹⁰. Fostering such a culture requires focus not only on investigations and enforcement of accidents, but also on the prevention of future accidents. Once the Board's education-in-lieu of fines course is complete, development of preventive trainings should begin, with attention paid to the needs of specific industry actors, such as excavators, operators, and locators. The process will need to begin with close consideration by the Board of the information and messaging it wants to include in future preventative trainings.
- 3. **Conduct Targeted Outreach to Introduce the Board and Investigators to Stakeholders, Trade Organizations, First Responders, and Investigative Agencies:** Though the Board's investigations and enforcement scope is limited to the state's one-call law, its reach is vast, touching nearly everyone in the state who places a shovel in the ground. The following communication tools will facilitate the Board's introduction to the various industry actors, first responders, and investigative agencies it encounters as its investigative, enforcement, and education efforts commence:
 - a. *Develop an Introductory Letter for First Responders*—Such a letter would be sent to all fire, police, and sheriff departments and communication

¹⁰ Dig Safe Board Policy B-04 can be found on its website: <http://digsafe.fire.ca.gov> under Board Policies

centers in the state introducing the Board and offering opportunities to partner on safety outreach.

- b. *Develop an Introductory Letter for Cities & Counties*—Such a letter would be sent to all relevant city and county agencies, councils, and commissions, introducing the Board and offering opportunities to partner on safety outreach.
 - c. *Develop an Introductory Letter for Trade Organizations, Associations, and Unions*—Such a letter would be sent to all relevant trade organizations, associations, and unions introducing the Board and offering opportunities to partner on safety outreach.
4. **Attend Relevant Industry Events:** The Board attended a modest number of industry events in its first two years of operation to introduce itself to stakeholders, first responders, trade associations, and the public. As the Board's regulations take effect, continued identification of and participation in key industry events will be needed to build on those inroads and further establish the familiarity and trust among industry actors critical to the Board's safety mission. The Board has already recognized the following events as outreach and relationship building opportunities in the coming year:
 - a. *2020 Common Ground Alliance Conference*—This is an annual event that attracts attendees from around the world to discuss underground damage prevention. The conference will be held in Palm Springs at the end of March, and organizers have asked the Board to participate.
 - b. *2020 Pipeline Safety Seminar*—This is an annual event held by the Office of the State Fire Marshal to discuss the regulations that pertain to the safe operation of pipelines that transport hazardous liquid throughout California.

Staff will continue to identify events appropriate for Board participation in the coming year and further into the future.

5. **Develop Informational & Educational Materials:** The creation of educational and informational materials will advance Board education efforts across the industry. The Board should consider partnering with safety education organizations to include its educational content in excavation safety courses. The Board can also partner with cities, counties, first responders, trade organizations, associations, and unions to advertise and disseminate Board materials to the appropriate stakeholders.
6. **Create a Resources Page on the Dig Safe Board Website:** As is the case with ACE outreach, the Board's most effective overall education and outreach tool is its website. To maximize the effectiveness of this tool, staff must create a resources page where stakeholders can find the Board's informational materials relating to its investigations, enforcement, and education programs, and the Board should promote its online resources to stakeholders frequently.

IMPLEMENTATION TIMELINE

The Board will spend the next few years building and growing its investigations, enforcement, and education programs, but the first year is perhaps the most important, because it will lay the foundation for future efforts. As the Board moves toward direct enforcement action beginning July 1, 2020¹¹, efforts to establish communication channels and awareness with first responders, investigative agencies, and stakeholders will directly benefit the efficiency and success of early investigation efforts, and will better position stakeholders to be in compliance prior to enforcement taking effect. Limited resources may only allow the Board to accomplish the tasks bolded below, but to improve safety the Board feels all the tasks listed below need to be accomplished:

- LATE 2019:
- **Wrap up Phase One of Education Course Creation, and Continue Work on Phases Two and Three**
 - **Begin Drafting Introductory Letters and Researching Relevant Agencies and Organizations to Receive Introductory Letters**
 - Create Educational Presentation and Materials for Outreach
 - Continue Researching Relevant Industry Events for Board Attendance and Participation
- EARLY 2020:
- **Wrap up Phases Two and Three of Education Course Creation and Prepare for Phase Four**
 - **Begin Sending Introductory Letters and to Relevant Agencies and Organizations**
 - Create Investigations and Enforcement Resources Page on Dig Safe Board Website
 - Begin Attending and Participating in Relevant Industry Events
- SPRING 2020:
- **Present Education Course to Board, Make Adjustments, and Begin Beta Testing**
 - Continue Attending and Participating in Relevant Industry Events
- SUMMER 2020:
- **Dig Safe Board Direct Enforcement Begins**
 - **Dig Safe Board Education Course Goes Live**
 - Continue Attending and Participating in Relevant Industry Events
- FALL 2020:
- **Manage Dig Safe Board Education Course**
 - Continue Attending and Participating in Relevant Industry Events

The Board will be required to prioritize certain tasks, like creating an education in-lieu of fines course, creating and sending introductory letters relevant agencies and organizations, conducting outreach to industry stakeholders, developing educational materials, and creating an online resource page. Outreach conducted will allow the Board to establish in roads with relevant industry stakeholders, organizations, and agencies which will help in the successful distribution of its educational messaging. To that end, the educational materials

¹¹ GOV 4216.6 (e)

and online resources created by the Board will allow members, staff, and industry partners to easily distribute information to affected stakeholders in an effective manner.

The Board will coordinate outreach efforts with its existing industry partners to educate stakeholders about the Board's authority, though Board efforts to attend relevant industry events will be minimal due to a lack of dedicated education and outreach staff.

MEASURING SUCCESS

The Board will measure its success informing diverse stakeholders, first responders, investigating agencies, and the public about its investigations, enforcement, and education programs in a variety of ways. Analysis of data collected from Board investigations will provide crucial success indicators, such as year-over-year comparisons of the prevalence of various types of violations among the different categories of industry actors. Targeted surveys and questionnaires can help the Board measure changes in safe digging knowledge among stakeholders and the public.

REMAINING RELEVANT

As the Board's effort to build an effective investigations, enforcement, and education program progresses, it is important to ensure materials and messaging remain targeted to those groups most affected by Board regulations and most in need of educational resources. Once the Board has established a strong foundation for its program, it should consider participating in additional relevant industry events to increase awareness about its purpose and authority, as well as to meet and learn from other pipeline safety professionals.

The Board should regularly attend the following events, pending approval to travel out of state:

- Utility Public Safety Alliance (UPSA) Regional Meetings
- National Association of Pipeline Safety Representatives (NAPSR) Regional and National Meetings
- Common Ground Alliance (CGA) Excavation Safety Conference and Expo
- National Utility Contractors Association (NUCA) Convention and Expo
- National Safety Council (NSC) Congress and Expo

It is important that the Board remain diligent in identifying new informational tools and communication channels to disseminate its safety messaging and expand the reach of its outreach efforts. The Board must also remain flexible in its education and outreach strategy to address emerging trends which may be identified through analysis of investigations data.



Process for Continual Learning

The Dig Safe Act of 2016 directed the Board to develop standards, create regulations, and make recommendations to the Legislature on policies to improve safety and promote communication between operators, excavators, locators, and the one-call centers. The Board's efforts on tasks related to continual learning are fundamental to evolving a healthy safety culture with a capacity for reflective improvement, shared safety knowledge, and open dialogue. Fostering such a culture will position the Board to measure its success, while advancing its safety mission and maintaining the confidence of lawmakers and the people of California.

The Board faces some challenges in its efforts to engage the industry in growing a healthy safety culture. The developing scope of the Board's work to create standards and rulemakings based on direction it receives from the Legislature poses one challenge. The Board's limited resources force certain activities to take precedent, based on statutory deadlines, over other competing priorities. Until Board resources can be directed toward a robust standards development process that appropriately engages the industry's diverse stakeholder groups and includes development of improved safety performance measures, staff must rely on existing safety standards, anecdotal feedback from stakeholders, and analysis of existing dig-in data to guide its policy development and education efforts.

These challenges will require the Board to maintain a dual focus, addressing near term requirements without losing sight of longer term continual learning objectives, as it updates its education and outreach priorities to accommodate new work designated by the Legislature.

IMPROVING SAFETY

To improve excavation safety throughout the state, the Board must facilitate constructive dialogue among its diverse stakeholders and effectively educate impacted groups on its emerging regulations. Success in these areas will lay the groundwork for meaningful standards development within a safety culture increasingly informed by continual learning. In this way, the Board can continue to make progress toward deeper shifts in industry attitudes toward safety, while maintaining the flexibility it needs to respond to emerging legislation and evolving concerns faced by stakeholders on the ground.

STAKEHOLDER ENGAGEMENT

The Board's education and outreach objective for developing a process for continual learning is to engage its diverse stakeholders in conversation about standards development and rulemakings. To maximize progress in the face of an evolving workload and limited resources, the Board needs to reinforce its values in all aspects of industry engagement and, to the extent feasible, build avenues for continual learning into each education and outreach activity. The following strategic activities are planned to meet this objective, and are broken down by the Board's current Legislative tasks:

1. **Reasonable Care Standards:** The Legislature tasked the Board with developing reasonable care standards for hand tool excavation in the tolerance zone and determining depth in grading activities. While the Board is not limited to these standards, they are the minimum required¹². The Board's work to develop these standards will be informed by stakeholder engagement through public workshops, surveys, and targeted outreach.
2. **Power Tool Use in the Tolerance Zone:** Following the passage of Assembly Bill 1914 (or "AB 1914"), the Board developed and approved regulation language that determines the type of power-operated equipment that may be used in the tolerance zone prior to determining the exact location of a subsurface installation. The language will go through a 45-day public comment period and subsequent final steps in the rulemaking process, ultimately taking effect on July 1, 2020. Prior to the regulations taking effect, the Board has an opportunity to educate stakeholders and the public about the regulation in the following ways:
 - a. *Teach Excavators and Operators about the Process for Power Tool Use in the Tolerance Zone.* To teach excavators and operators about the process for using power tools in the tolerance zone, the Board must create a standard presentation to be used in workshops, seminars, and discussions around the state that includes information about new contact information requirements, how power tool use plays into the process of determining the exact location of a subsurface installation, what limits have been placed on the tools that can be used, and the importance of communication between parties. To ensure this information effectively reaches its target audience, the Board will need to build partnerships with outside organizations like United Contractors, Southern California Contractors Association, labor unions, and various utility operators.

¹² GOV 4216.18

- b. *Develop Informational and Educational Materials for Power Tool Use in the Tolerance Zone.* Standalone informational and educational materials highlighting key elements of the requirements and processes for use of power tools in the tolerance zone would allow the Board to reach a larger number of excavators, operators, and other impacted stakeholder groups. The Board can partner with trade organizations, utility operators, and the one-call centers to advertise and disseminate the materials to the appropriate stakeholders.
- c. *Create a Resources Page for Power Tool Use in the Tolerance Zone on the Dig Safe Board's Website.* As is the case with the Board's other strategic objectives, its most effective tool to increase outreach on its strategic activities related to continual learning is its website. To maximize the effectiveness of this tool, staff must create a resources page where interested parties can find all materials providing education on new regulations and promote its online resources to stakeholders frequently.

IMPLEMENTATION TIMELINE

The Board's timeline to build and begin implementing its education and outreach plan for continual learning will remain fluid, and be based on the Board's work to create standards and raise awareness of its rulemakings. The timeline below focuses on the Board's implementation of AB 1914, ahead of it taking effect on July 1, 2020, pending any changes in the rulemaking timeline. Limited resources may only allow the Board to accomplish the tasks bolded below, but to improve safety the Board feels all the tasks listed below need to be accomplished:

- | | |
|--------------|--|
| LATE 2019: | <ul style="list-style-type: none">• Create Educational Materials for AB 1914 Outreach• Industry Trade Organization Outreach Begins• Create Education Presentation for AB 1914 Outreach |
| EARLY 2020: | <ul style="list-style-type: none">• Distribute Educational Materials to Industry Trade Organizations and Schedule Related Presentations• Create AB 1914 Resources Page on Dig Safe Board Website |
| SPRING 2020: | <ul style="list-style-type: none">• Begin Making Educational Presentations to Trade Organizations |
| SUMMER 2020: | <ul style="list-style-type: none">• Board's Implementation of AB 1914 Becomes Operative• Continue Making Educational Presentations to Trade Organizations |

The Board will be required to prioritize certain tasks, like building partnerships with relevant organizations, developing educational materials, and creating an online resource page. Outreach conducted will allow the Board to establish in roads with relevant industry organizations which will help in the successful distribution of its educational messaging. To that end, the educational materials and online resources created by the Board will allow members, staff, and industry partners to easily distribute information to affected stakeholders in an effective manner.

The Board will coordinate outreach efforts with its existing industry partners to educate stakeholders about its rulemaking regarding power tool use in the tolerance zone, though Board efforts to conduct educational presentations across the state will be minimal due to a lack of dedicated education and outreach staff.

Meanwhile, this timeline will change as the Board determines next steps on the standards development process.

MEASURING SUCCESS

The Board will measure its success in developing a process for continual learning by measuring the participation and feedback it receives from public workshops, surveys, and targeted outreach. Data collected from the Board's Investigations Division will also provide insight into the effectiveness of its education efforts pertaining to standards and rulemakings. Staff will need to create metrics for demonstrating the Board's success in this area.

REMAINING RELEVANT

As the Board's efforts progress to engage the industry in developing a process for continual learning, it is important to ensure the information remains relevant to those affected by the Board's work. Once the Board has established a strong foundation for its education and outreach on AB 1914, it should apply those learnings to improve and potentially expand educational efforts on its other regulations, such as those pertaining to ACE, enforcement, and fees. Additionally, any gaps in the outreach strategy on AB 1914 should be identified and addressed.

The Board could expand its outreach efforts to the following:

- Tool Manufacturers
- Tool Retailers

The Board will need to remain flexible in its education and outreach efforts by addressing new Legislative tasks when necessary, researching and identifying new industry outreach opportunities, and addressing any emerging trends with targeted outreach and messaging. It is also important for the Board to update its educational materials on a regular basis.



Foundation for Board Operations

The Dig Safe Board is a government start-up and as such, is required to perform a variety of tasks to establish a well-functioning government organization. Education and outreach are a significant component of the Board's work to establish a new government agency, as it cannot rely on established industry familiarity and communication pathways in implementing any of its objectives. At this stage, every Board activity carries implications for education and outreach, and those efforts will play an integral role in the Board's promotion of safe excavation across the state.

The Board faces challenges in its effort to build name recognition and educate the public about its mission, rulemakings, and work to create a safer California. The most immediate of those challenges is the basic lack of knowledge among industry stakeholders and the public about the Board's existence. In time, the Board expects to build name recognition and familiarity through outreach efforts. However, strained resources will be a limiting factor in how quickly and thoroughly the Board can accomplish those goals.

These challenges will require the Board to prioritize further development of its existing educational materials, meeting and forum offerings, and other tools to bolster its outreach programs. The Board will also need to continue its work researching and identifying industry outreach opportunities which will provide the greatest impact toward building name recognition among stakeholders.

IMPROVING SAFETY

A lack of name recognition among industry stakeholders and the public directly impacts the Board's ability to effectively fulfill its safety mission. Overcoming this obstacle by continuously working to promote awareness of the Board's existence, purpose, and authority

will increase the extent to which the Board's activities positively impact safety. Over time, improvement in this area will better position the Board to effectively address emerging safety concerns as they arise.

STAKEHOLDER ENGAGEMENT

The Board's objective for building strong name recognition is to increase the reach of its current educational tools, meetings, forums, and materials while working to identify new outreach opportunities. The following strategic activities are planned to meet this objective:

1. **Inform Stakeholders & the Public About the Board's Work:** Each year, the Board releases several reports designed to increase visibility into the Board's planning and operations, and to create accountability to the Legislature, the Board's stakeholders, and the public. The reports are as follows:
 - a. *The Cost Report* - Provided to members of the state's one-call centers to see the Board's projected expenses, which are funded by a fee they pay each year.
 - b. *The Results Report* - Provided to Board stakeholders and the public, this report details the work done by the Board that year and includes the activities performed to execute the Board's annual plan.
 - c. *The Annual Plan* - Provided to Board members, stakeholders, and the public, this report acts as a guide for the Board's activities and decisions throughout a given year by outlining the work planned to meet the Board's strategic goals.
 - d. *The Annual Report* - Provided to the Legislature and the Governor, this report provides an overview of the Board's Results Report and Annual Plan. The annual report is required by all state agencies and is due February First of each year¹³.

The Board is currently developing a strategic plan, which will provide a framework for guiding nearer term plans and activities toward the accomplishment of longer term goals. The Board is expected to write and release this plan every three years.

2. **Develop the Board's Annual Education & Outreach Meeting Format:** In passing the Dig Safe Act of 2016, the Legislature directed the Board to meet annually to discuss the existing education and outreach needs identified around the state.¹⁴ In 2019, staff developed a meeting format and solicited input on possible meeting topics from contractors throughout California. As recognition of the Board grows, it aspires to receive an increasingly broad and deep sampling of stakeholder input on the format and content of the annual Education and Outreach Meeting. This will allow the Board to continuously craft an event that has a positive impact on safety and provides a relevant and valuable experience to its stakeholder groups.

¹³ GOV 10231.5

¹⁴ GOV 4216.17

The 2019 annual meeting held on September 10th in Los Angeles included the following items:

- a. Annual Education & Outreach Report* - This report included an update on the education and outreach activities Board members and staff participated in since its last Education and Outreach meeting. The report also discussed upcoming outreach efforts the Board has planned.
- b. Annual Education & Outreach Survey* - This survey was an opportunity for stakeholders and the public to share their insights on existing education and outreach needs throughout the industry. The survey included questions on the following topics:
 - Groups with the highest awareness and education needs
 - Current education and outreach strategies
 - Opportunities to coordinate education efforts among stakeholders, trade associations, and government entities.
- c. Investigations Trends Identified* – The Board’s Investigations Division identified the top five accident trends through its investigations, and provided an opportunity for the Board to examine its education and outreach efforts, and identify any needs for targeted outreach.
- d. Education & Outreach Plan Presentation and Discussion* - It is worthwhile for the Board to review its Education & Outreach Plan on an annual basis, discuss the goals met, the goals that need more work, and the addition of new goals. Staff prepared an annual report based on the Board’s strategic objectives outlined in its annual plan, and future strategic plans.

The Board’s Annual Education and Outreach Meeting is not limited to these items and will possibly include additional items based on feedback received from stakeholders and the public.

3. **Expand the Board’s Spring Open Forum:** The Dig Safe Board’s annual Spring Open Forum started in 2018 as an effort to allow for the free exchange of safety information through providing the Board’s diverse stakeholders with an opportunity to discuss their concerns outside of the Board’s rigorous work to meet specific milestones to achieve its legislative requirements¹⁵. As the Board becomes more established, the importance of its Spring Open Forum will grow, and the feedback received will increasingly guide its work. The annual Spring Open Forum will include:
 - Questions soliciting feedback on the big industry issues the Board needs to address and questions about everyday work practices

¹⁵ The Spring Open Forum is based on Dig Safe Board Policy B-04, which can be found on the Board’s website: <http://digsafe.fire.ca.gov>

- An opportunity for the Board to respond to stakeholder feedback and questions via discussion or written response
4. **Create an Online Education & Outreach Strategy:** In the digital age, it is essential for the Board to have an online presence in the form of a dynamic and informative website, an e-newsletter, and social media accounts. Digital platforms are the quickest way for the Board to reach a wide audience, build name recognition, and spread its safety message. However, to have a successful online presence the Board will need to create a strategy for the following:
- a. *Website* - The purpose of the Board's website is to act as a resource for industry stakeholders, lawmakers, and the public to learn about safe excavation laws and practices, and to facilitate communication among industry actors to improve safety in California. The Board will need to prioritize goals and provide direction to staff in developing a content strategy for its website.
 - b. *E-Newsletter* - The Board's e-newsletter will provide updates to interested parties on a variety of topics, including: Board meeting dates, agendas, and materials; upcoming Board events; and more. The Board will need to prioritize goals and provide direction to staff in developing a content strategy for the e-newsletter.
 - c. *Social Media* - The purpose of the Board's social media platforms will be to act as a marketing and engagement tool promoting the Board's work. Staff will need to identify and make recommendations to the Board on the social media platforms best suited for the Board's education and outreach goals, create profiles for those platforms, and develop a content strategy under the Board's direction.

A strong online presence will allow the Board to establish itself as an engaged and transparent regulator among stakeholders and the public, and to improve the reach of its education and outreach efforts throughout the state.

5. **Identify Industry Outreach Opportunities:** In its first two years of operation, the Board has begun to participate in industry events to grow the Board's name recognition and encourage stakeholder participation in Board activities. It will be important for Board members and staff to continue identifying and participating in industry outreach opportunities. Staff will work to identify events and outreach opportunities that meet the following criteria:
- a. *Target Board Stakeholders* - The Board regulates at the intersection of multiple distinct industries. It is important that the events the Board participates in target specific groups, including hard to reach stakeholders.
 - b. *Promotes the Board's Message* - The Board works to improve public and worker safety around subsurface installations, and it is important the

events members and staff participate in are in line with the safety mission the Board is committed to advancing.

- c. *Helps the Board Meet its Strategic Goals and Objectives* - In the Board's 2019 Plan¹⁶, it outlined four strategic objectives based on statutory requirements under sanctioned deadlines. These objectives are designed to guide the Board's activities. Events the Board participates in should relate to one of the four strategic objectives. This applies to the strategic goals the Board outlines in its forthcoming Strategic Plan.

Because Board resources are limited, these criteria will help staff identify outreach opportunities that best serve the Board's mission. The Board has identified the following events as opportunities to engage stakeholders in 2020:

- CARCGA Mock Strike Events
- World Agriculture Expo
- California State Fair
- Sacramento Regional Builders Exchange Expo

The Board is interested in receiving input about upcoming events, if you know of any events, or are interested in having the Dig Safe Board participate in your event, contact our Education and Outreach Officer at 916-568-2988.

IMPLEMENTATION TIMELINE

The Board will spend the next year building and implementing its education and outreach activities for Board operations, thereby laying a foundation to further expand its statewide education and outreach efforts. Limited resources may only allow the Board to accomplish the tasks highlighted in bold, but to improve safety the Board feels all the tasks outlined below need to be accomplished:

- | | |
|-------------|--|
| LATE 2019: | <ul style="list-style-type: none">• Begin Outlining, Designing, and Writing the 2020 Cost Report• Begin Outlining, Designing, and Writing the 2019 Results Report• Begin Outlining, Designing, and Writing the 2020 Plan• Begin Outlining, Designing, and Writing the Third Annual Report• Begin Outlining, Designing, and Writing the Strategic Plan |
| EARLY 2020: | <ul style="list-style-type: none">• Publish Cost Report, Results Report, Annual Plan, Annual Report, and Strategic Plan• Begin Identifying Industry Outreach Opportunities for 2020 And Contact Organizers• Begin Outlining Online Education & Outreach Strategy• Begin Organizing 2020 Spring Open Forum |

¹⁶ A digital copy of the Dig Safe Board "2019 Plan" can be found on its website: <http://digsafe.fire.ca.gov>

- SPRING 2020:
- Hold 2020 Spring Open Forum Discussion
 - Write Online Education & Outreach Strategy
 - Create Content Strategy for Website, Newsletter, and Social Media
 - Build E-Newsletter Template
 - Build Social Media Profiles
 - Participate in Industry Outreach Opportunities
- SUMMER 2020:
- **Begin Organizing 2020 Education & Outreach Meeting**
 - Implement Online Education & Outreach Strategy
 - Send Out Responses to 2020 Spring Open Forum Entries Not Discussed at Board Meeting
 - Participate in Industry Outreach Opportunities
- FALL 2020:
- **Hold 2020 Education & Outreach Meeting**
 - **Begin Outlining, Designing, and Writing 2021 Cost Report, 2020 Results Report, 2021 Plan, and Fourth Annual Report**
 - Implement Online Education & Outreach Strategy
 - Participate in Industry Outreach Opportunities

The Board will be required to prioritize the maintenance and growth of its current education and outreach tools including its annual reports and plans, the annual spring open forum, and the annual education and outreach meeting. Continuing to maintain existing educational tools will allow the Board to focus member and staff attention on other education and outreach activities outlined in the “Area of Continual Excavation,” “Education and Enforcement,” and “Continual Learning” sections of this plan.

Because developing a strong online presence is imperative to the Board’s success in distributing its educational messaging, members and staff will need to take time to develop and implement an online strategy. However, the focus will need to remain on developing the Board’s website, as resources to successfully run an e-newsletter and multiple social media platforms do not currently exist.

The Board will coordinate outreach efforts with its existing industry partners to educate stakeholders about its existence, though Board efforts to attend relevant industry events around the state will be minimal due to a lack of dedicated education and outreach staff.

MEASURING SUCCESS

The Board will measure its success by analyzing stakeholder engagement numbers, feedback from its investigators on the level of awareness encountered in the field, and potentially the results of surveys designed to measure industry awareness of the Dig Safe Board, its rulemakings, and safe excavation practices. These information sources can be compared year-over-year to understand Board progress in this area over time.

REMAINING RELEVANT

As the Board’s efforts to educate stakeholders and the public progresses, it is important to ensure the information remains relevant to those impacted by the Board’s work. Once the Board has established a strong operational foundation for its education program, it should

look to identify new online tools and educational pathways that will improve awareness and engagement among stakeholders and the public.

The Board could expand its outreach efforts to the following:

- California Construction Expo
- Home and Garden Shows
- Other Industry Safety Events

Feedback from the Board's annual Spring Open Forum and Education and Outreach Meeting will help guide the Board's agenda. However, it is important that the Board maintains the flexibility needed in its education and outreach efforts to respond to emerging trends and remains mindful of the need to update its educational materials on a regular basis.