



Protecting the Common Waters of the Great Lakes Basin
Through Public Trust Solutions

March 9, 2017

The Honorable Rick Snyder
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VIA ELECTRONIC SUBMISSION

**RE: NEW EVIDENCE COMPELS STATE OF MICHIGAN TO ENFORCE EASEMENT VIOLATIONS
AND ELIMINATE CRUDE OIL TRANSPORT IN LINE 5 IN THE STRAITS OF MACKINAC**

Dear Governor Snyder, Attorney General Schuette, DEQ Director Grether, & DNR Director Creagh:

As you are aware, for over three years, FLOW (“For Love of Water”) – a Great Lakes policy center – has examined the technical, scientific, and legal principles we believe are obligatory for the State of Michigan to address the high risk of crude oil transport through Enbridge Energy LLP’s (“Enbridge”) Line 5 pipeline in the Straits of Mackinac.¹ The goal of our extensive research is to provide officials with an independent and credible source of information to assist the State of Michigan in the exercise of its legal responsibility to protect the Great Lakes and their tributary waters from risk of serious harm. This legal responsibility is a high, solemn perpetual duty to protect the paramount public trust in these waters from endangerment and unacceptable risks. Crude oil transport is subordinate to this public trust. Our research and reports submitted to date demonstrate the state has failed to comply with this solemn duty.

¹ See FLOW Report (September 21, 2015) Immediate Enforcement of Easement and Other Actions pp. 18-20 <http://flowforwater.org/wp-content/uploads/2015/09/FINAL-FLOW-9-21-15-REPORT-ON-ACTION-PLAN-AND-COMMENTS.pdf>

Since 2014, FLOW has submitted reports² to the State of Michigan and its agencies that lead to the following conclusions regarding crude oil transport in Line 5 in the Straits.

- (1) The high risk of catastrophic harm from a crude oil release in the Straits and Lake Michigan and Lake Huron is unacceptable;
- (2) There are a number of suitable alternatives,³ and there is capacity (with reasonable adjustments) within the existing Great Lakes and Midwest crude oil pipeline system to meet current and future demand and needs; and
- (3) Interim measures should be immediately implemented to remove crude oil transport from Line 5 given the high risk, magnitude of harm, and suitable alternatives.

Other seminal scientific studies from the University of Michigan have identified the Mackinac Straits as the “worst possible place”⁴ for a catastrophic oil spill, and also concluded that more than 700 miles of Great Lakes shoreline are potentially vulnerable if Line 5 ruptures.⁵

THE STATE OF MICHIGAN HAS CAUSE TO TERMINATE THE 1953 PUBLIC TRUST EASEMENT WITH ENBRIDGE BASED ON KNOWN AND ONGOING VIOLATIONS

In April 2016, FLOW, along with Oil and Water Don’t Mix (representing over 26 organizations and federally recognized tribes), documented eight direct violations of the express terms of the 1953 Easement.⁶

1. Standard of Care as a Reasonably Prudent Person (*See* Section A of the Easement)
2. Indemnity Provision (Section J)

² [FLOW Composite Report on Line 5 Risks and Recommendations, with Appendices, submitted to Michigan Petroleum Pipeline Task Force](#) (FLOW, Apr. 30, 2015); [A Scientific and Legal Policy Report on the Transport of Oil in the Great Lakes: \(1\) Recommended Actions on The Transport of Oil Through Line 5 under the Straits of Mackinac; \(2\) Supplemental Comments to the Michigan Petroleum Pipeline Task](#) (FLOW, Sept. 21, 2015); [A Report on the Legal and Pipeline Systems Framework for the Alternatives Analysis of the Pipeline Transport of Crude Oil in the Great Lakes Region, Including Line 5 under the Straits of Mackinac, submitted to Michigan Pipeline Advisory Board](#) (FLOW, Dec. 2015).

³ FLOW’s latest research into viable alternatives to Line 5 shows Enbridge has inflated its claims regarding the Upper Peninsula’s dependence on the 64-year-old pipeline for propane. In fact, propane supply alternatives are not only possible but essential. U.P. residents need an emergency backup plan for uninterrupted propane delivery when Line 5 leaks again, as it has numerous times in Michigan, and ultimately as a replacement for the decaying pipeline infrastructure. Our new findings on propane show that just one-to-two propane rail cars or a few tanker trucks a day could replace the Line 5 pipeline’s Upper Peninsula propane capacity without risking energy security in the U.P. or a Great Lakes oil spill disaster. <http://flowforwater.org/wp-content/uploads/2016/04/Final-Line-5-Propane-Fact-Sheet-2017-02-06.pdf>; *see also* <http://flowforwater.org/wp-content/uploads/2016/04/Final-Line-5-Alternative-Fact-Sheet-2017-02-06.pdf>

⁴ University of Michigan, *Straits of Mackinac Contaminant Release Scenarios: Flow Visualization and Tracer Simulations* (Spring 2014) <http://graham.umich.edu/media/files/mackinac-report.pdf> <http://ns.umich.edu/new/releases/22284-straits-of-mackinac-worst-possible-place-for-a-great-lakes-oil-spill-u-m-researcher-concludes>

⁵ University of Michigan, Water Center. Statistical Analysis of Straits of Mackinac Line 5: Worst Case Spill Scenarios ((March 2016) <http://graham.umich.edu/media/pubs/Mackinac-Line-5-Worst-Case-Spill-Scenarios.pdf>; <http://ns.umich.edu/new/multimedia/videos/23638-more-than-700-miles-of-great-lakes-shoreline-potentially-vulnerable-to-straits-of-mackinac-oil-spills>

⁶ FLOW and Oil & Water Don’t Mix Letter to State of Michigan re: easement violations (April 13, 2016) http://flowforwater.org/wp-content/uploads/2016/04/FINAL_OWMD-Sign-On-Letter-to-Gov-AG-DEQ-DNR.pdf

3. Pipeline Wall Thickness Provision (Section A (11))
4. Pipeline Exterior Slats and Coating Requirements (Section A (9))
5. Pipeline Minimum Curvature Requirement (Section A (4))
6. Maximum Unsupported Span Provision (Section A (10))
7. Federal Violation of Emergency Oil Spill Response Plan (Section A)
8. State Violation under the Michigan Environmental Protection Action (Section A)

Since 2014, Enbridge has violated the 1953 Easement on at least two known occasions related to the 75-foot maximum span pipeline requirement. The underwater Line 5 pipelines continue to “washout” on the bottomlands due to strong and unpredictable currents in the Straits that exceed the original design assumption at 2.26 mph.⁷ Most recently, in August 2016, after determining that the failure of four more anchor supports violated the Easement, and that 18 more supports were needed, Enbridge applied for an occupancy agreement and permit under the Great Lakes Submerged Lands Act (“GLSLA”), MCL 324.32501 *et seq.* for a total of 22 more anchor supports. The DEQ granted a permit for the four violating anchor supports but then allowed Enbridge to withdraw its application for the remaining 18 anchors vulnerable to washout and possible rupture.

Despite Enbridge’s history of repeated span violations coupled with other compelling reports on risk, the State of Michigan has delayed enforcing the express terms of the 1953 Easement with Enbridge or even imposing rational precautionary measures on this hazardous oil pipeline. Instead, the state has ordered multi-year studies under the supervision of an executive-ordered Task Force and now an Advisory Board. As a result, the state has abdicated its perpetual public trust duty to the citizens of Michigan in favor of a private Canadian oil multinational corporation whose uninterrupted oil transport and profit threatens 95 percent of America’s fresh surface water supply.

NEW EVIDENCE TRIGGERS THE DUTY OF THE STATE OF MICHIGAN, ITS AGENCIES, AND/OR ATTORNEY GENERAL TO ENFORCE THE 1953 EASEMENT AND BRING ENBRIDGE UNDER RULE OF LAW

Evidence of violations continues to mount, once again confirming the objective grave risks associated with the compromised integrity of Line 5. Recently publicized reports in the news media have focused public attention on Enbridge’s missing protective pipeline coatings in the Straits.⁸ These coatings are critically important to preventing corrosion and are required to be well maintained by Enbridge’s 1953 Easement.

Coating failures were disclosed by Enbridge and subsequently made public in a September 2016 Line 5 biota investigation work plan to the U.S. Environmental Protection Agency (“EPA”).⁹ This report identifies “a few discrete locations with potential delaminated coatings” also referred to as “holidays.” It also states that “Enbridge will retrieve representative samples of delaminated coating from the bottom of the Straits.” Figure 3 identifies what appears to be the location of 18 known

⁷ FLOW Public Comments and Technical Note Regarding Enbridge Line 5 Non-Compliance with 1953 Easement Requirements, *A Mechanistic Analysis of Straits Pipeline Washout Phenomena*, by Edward E. Timm, PhD, PE, August 20, 2016. <http://flowforwater.org/wp-content/uploads/2016/08/FLOW-FINAL-Supplemental-Letter-to-DEQ-USCOE-with-Technical-Note-Dr.-Ed-Timm-08-25-16.pdf>

⁸ Keith Matheny, “Enbridge denies own report noting Straits oil pipeline losing coating,” Detroit Free Press, Feb. 16, 2017 <http://www.freep.com/story/news/local/michigan/2017/02/16/enbridge-denies-own-report-noting-straits-oil-pipeline-losing-coating/98004652/>; Anti-corrosion failures in Enbridge Line 5 plan prompts new questions” MLive, Feb. 17, 2017.

http://www.mlive.com/news/index.ssf/2017/02/enbridge_line_5_holidays.html

⁹ See Appendix 1. Enbridge Line 5 Straits of Mackinac, Biota Investigation Work Plan (Submitted September 27, 2016) <https://www.scribd.com/document/339434109/Line-5-Biota-Investigation-Work-Plan#>

areas of missing coating or “holidays” on the east (11 holidays) and west (seven holidays) pipelines according to the map legend. This report contradicts the Canadian energy transport company’s consistent claims that the steel oil pipelines installed in 1953 are “like new and in excellent condition.”¹⁰ Instead, Enbridge’s own data suggests that the Line 5 underwater pipelines are missing a critical external coating, putting the structural integrity at risk. Enbridge, however, disputes its own report and maintains that this work plan is merely “hypothetical.”¹¹ As seen below, this contradicts the hard facts and is contrary to standard life-span and integrity calculations that demonstrated such failures exist. Moreover, Enbridge’s position is contrary to its obligation to act as a reasonably prudent person under the 1953 Easement.

The failure to disclose the compromised integrity of the pipelines is a breach of Enbridge’s 1953 Easement with the State. Enbridge occupies the public trust waters and bottomlands at the pleasure of the State subject to public trust interests and duties. The documented failures in the report to the EPA represent new evidence as to the aging and unacceptable risk that this infrastructure poses to our Great Lakes. A three-minute video¹² of Line 5 pipelines in the Straits, researched and edited by FLOW’s engineering expert Dr. Ed Timm, provides a visual representation of the physical condition of Line 5, featuring missing and dislodged coating, broken bands, detached wooden structural slats, and probable rust and pitting corrosion.

In addition, the attached Technical note prepared by Dr. Ed Timm – ***Regarding Enbridge Line 5 Coating Condition and Related Observations***¹³ – reinforces the urgent need to take measures to remove the risk of crude oil transport in Line 5 and the Straits. Specifically, the Timm Technical Note concludes the following:

- Line 5 is not immune to corrosion and stress cracking despite its thick walls;
- the asphalt enamel based coating system on Enbridge Line 5 under the Straits is compromised or missing on multiple areas of the pipe;
- the extent of the biofouling on the pipelines makes it “impossible” to evaluate how much of the coating system is compromised;
- the easement-required wooden slats that were designed to protect from point loads and abrasion are entirely missing on portions of the pipelines; and
- A full study of the integrity of the coating system that includes a careful examination of the impact of the biofouling on the pipelines is critical to making a proper fitness for service evaluation.

CONCLUSION

Based on all of this information, the State of Michigan and you as its duly elected and appointed public officials have an affirmative legal duty to implement the following actions:

¹⁰ See Enbridge, The Straits of Mackinac Crossing and Line 5

http://www.enbridge.com/~media/Enb/Documents/Brochures/Brochure_Line5.pdf

¹¹ Keith Matheny, “Enbridge denies own report noting Straits oil pipeline losing coating,” Detroit Free Press, Feb. 16, 2017 <http://www.freep.com/story/news/local/michigan/2017/02/16/enbridge-denies-own-report-noting-straits-oil-pipeline-losing-coating/98004652/>

¹² https://www.youtube.com/watch?v=qCVXiYS_VAc&feature=youtu.be; see also Garret Ellison, “Anti-corrosion failures in Enbridge Line 5 plan prompts new questions” MLive, Feb. 17, 2017 http://www.mlive.com/news/index.ssf/2017/02/enbridge_line_5_holidays.html

¹³ See Appendix 2. This report also appears as Appendix 2 in a Dr. Timm’s larger Technical Report titled: *An Investigation into the Effect of Near Bottom Currents on the Structural Stability of Enbridge Line 5 in the Straits*. <http://blog.nwf.org/wp-content/blogs.dir/11/files/2017/03/2017-Edward-Timm-Currents-and-Stresses-Report.pdf>

(a) Enforce the 1953 Easement violations, including the breach of Enbridge's covenant to exercise "prudence" at all times to protect "public property," "private property," and the public safety and health; ("Prudence" means taking action to remove a serious threat where the risk or high harm is not acceptable); and

(b) Implement immediate interim measures under the GLSLA and/or Easement to remove crude oil transport pending the completion of the State's studies on risk and alternatives and final state decision as to the fate of Line 5 in the Straits of Mackinac.

The evidence demands that the State of Michigan respond and fulfill its affirmative fiduciary duty. It is not enough to stand by the sidelines and merely request additional information from Enbridge given the high risk of a catastrophic oil spill in the Great Lakes that would devastate our public drinking waters and our water-dependent economy. "Pure Michigan" should not just be an advertising slogan.

Once again, we appreciate the effort moving forward to comply with these laws and the public trust duties and principles that apply. Should you want to discuss further or have any questions, we are prepared to meet with you at your earliest convenience.

Thank you.

Sincerely yours,



James M. Olson
President



Elizabeth R. Kirkwood
Executive Director

cc: Pipeline Safety Advisory Board
Deputy Attorney General Carol L. Isaacs
Division Chief S. Peter Manning
First Assistant Attorney General Robert Reichel
U.S. Senator and Hon. Gary Peters
U.S. Senator and Hon. Debbie Stabenow
Rep. and Hon. Jack Bergmann



**Enbridge Line 5
Straits of Mackinac, MI**

Biota Investigation Work Plan

Enbridge Energy, Limited Partnership

Submitted: September 27, 2016

Table of Contents

1.0 Introduction	1
2.0 Consent Decree Requirements.....	2
3.0 Methods	3
3.1 Literature Searches	3
3.2 Study Areas, Zones, and Sampling Locations.....	3
3.3 Underwater Surveys, Measurements, Sampling, and Readings	5
3.3.1 Visual Biota Surveys.....	6
3.3.2 Biota Measurements	7
3.3.3 Biota Sampling	7
3.3.3.1 Coated Pipe	9
3.3.3.2 Holidays	10
3.3.3.3 Additional Sampling	11
3.3.3.4 Sample Handling and Preparation	11
3.3.4 Pipe Integrity Readings	12
3.3.4.1 Cathodic Protection Evaluation	12
3.4 Engineering Stress Analysis	12
4.0 Sample and Lab Analysis.....	14
4.1 Biota Counts/Densities/Weight	15
4.2 Presence/Absence Bacteria Testing.....	15
4.3 Coating Integrity Testing.....	16
5.0 Quality Assurance/Quality Control	17
6.0 Schedule and Deliverables	19
7.0 Workforce	21
8.0 Literature Cited	22

FIGURES

- Figure 1 – Qualitative assessment of the biota across the east pipeline
- Figure 2 – Qualitative assessment of the biota across the west pipeline
- Figure 3 – General profile view of east and west pipelines and associated zones
- Figure 4 – Profile view of sampling zones and sites for the east pipeline
- Figure 5 – Profile view of sampling zones and sites for the west pipeline
- Figure 6 – Biotic sampler
- Figure 7 – Coated pipe area sampling layout
- Figure 8 – Holiday area sampling layout

TABLES

- Table 1: Biota sample sites: East and West pipelines
- Table 2: Holiday area sample sites: East and West pipelines

APPENDICES

- Appendix A. Bibliography

LIST OF ACRONYMS

ANOVA	Analysis of variance
APB	Acid producing bacteria
CP	Cathodic Protection
Enbridge	Enbridge Energy, Limited Partnership
EPA	Environmental Protection Agency
mV	Millivolt
SRB	Sulfate-reducing bacteria
USACE	United States Army Corps of Engineers
VIV	Vortex induced vibration



1.0 Introduction

Enbridge Energy, Limited Partnership (Enbridge) has been ordered by federal consent decree (Case 1:16-cv-00914, ECF No. 3 filed 07/20/16) to conduct measures to prevent spills in the Straits of Mackinac (Subsection VII.E of the consent decree). The consent decree contains requirements specifically focused on the two 20-inch diameter pipelines (“Dual Pipelines”) that span the Straits of Mackinac (“Straits”) as part of Enbridge’s Lakehead System Line 5 pipeline (“Line 5”).

Per the consent decree, Enbridge must conduct an investigation (“biota investigation”) to assess whether any of the biota found on the pipeline impacts the integrity of the Dual Pipelines. Prior to undertaking that effort, Enbridge must submit to the United States Environmental Protection Agency (“EPA”) for approval, a proposed plan for the biota investigation described in Subparagraph 69.a. This document details Enbridge’s plan for a biota investigation that will satisfy requirements of the consent decree listed in Subparagraph 69.a. Enbridge anticipates the information obtained from this investigation will complement the information gathered during integrity monitoring activities already undertaken by the company.

2.0 Consent Decree Requirements

The consent decree includes three requirements (“assessments”) that must be part of Enbridge’s biota investigation. Those assessments are listed below, and associated efforts presented herein, are designed to provide information to address the requirements in the consent decree. The assessments were not numbered in the consent decree but have been numbered in this document for consistency in referencing the assessments.

- Assessment 1: “.....assess whether the accumulation of mussels and other biota have impacted the integrity of the pipelines’ coating or the underlying metal, including areas where there are openings or “holidays” in the pipeline coating.”
- Assessment 2: “.....evaluate whether the mussels and other biota are creating a corrosive environment by, among other things, fostering the growth of anaerobic sulfate-reducing bacteria (“SRB”) that may cause metal loss.”
- Assessment 3: “.....evaluate whether mussels and other biota are introducing features that may threaten the integrity of either of the Dual Pipelines due to the weight of such biomass or the pressure caused by current or ice movement around such biomass in areas where the pipelines are suspended above the floor of the Straits.”

3.0 Methods

Prior to development and submittal of this Biota Investigation Work Plan (“Plan”), Enbridge conducted literature searches and reviews of key topics and issues to aid in identifying, developing, and proposing use of appropriate methodologies, assessments, and analyses that could best address the requirements of the consent decree. Additional scoping efforts included assessing video photography of the Dual Pipelines from 2014 and 2016 and overlaying pertinent pipeline and resource data. Those preliminary efforts have facilitated development of this Plan. Opportunistic testing of techniques and methodologies will enable subsequent sampling and monitoring efforts to be more refined to increase the effectivity and integrity of the data collected.

3.1 Literature Searches

Literature searches and reviews included, but were not limited to, limnological data of the Straits, physical and chemical features of aquatic biota previously observed on the pipelines, field data collection methodologies, cathodic protection, and SRB. Appendix A provides a bibliography of the literature reviewed.

3.2 Study Areas, Zones, and Sampling Locations

Proposed locations for surveying and obtaining aquatic biota samples were determined based upon a wide range of information. Primary factors included video photography from 2014 and 2016 coupled with a literature review of limnological information on the Straits. Underwater video-photography provided useful information in identifying types of aquatic biota present and changes in composition and density of that aquatic biota at various depths and locations on the pipes. The proposed sampling locations also took into consideration various water depths, aquatic biota composition, areas of suspended and non-suspended pipe, and areas of suspected water currents.

Figures 1 and 2 summarize qualitative observations made of the aquatic biota on the east and west pipelines, respectively, using 2014 and 2016 video photography. A review of 2016 video-photography for both pipelines indicated that the composition and density of biota along both pipelines were similar to one another, and that findings presented were representative of both pipelines (Enbridge, 2016). Based on those similarities, an equal number of samples will be

collected on each pipeline with a total of 14 sites designated for sampling. Using the video-photography information, four zones were established based upon physical and biological features associated with various water depths and apparent photic zones of the Straits across both the Dual Pipelines. Figure 3 shows the location of the four zones across the east and west pipelines.

Zone D represents the deepest portions of the Straits while Zones A, B, and C are comprised of both a north and south portion as they transition from Zone D towards land (Figure 3). The four zones for the east and west pipelines and a basic description relative to each are provided below:

- Zone A – Approximately 50- to 100-foot water depth; periphyton most abundant; mussels present
 - There is a Zone A at the northern and southern ends of each of the Dual Pipelines.
- Zone B – 100- to 150-foot water depth; periphyton moderate, mussels moderate.
 - There is a Zone B at the northern and southern ends of each of the Dual Pipelines.
- Zone C – 150- to 200-foot water depth; periphyton sparse, mussels most abundant
 - There is a Zone C at the northern and southern ends of each of the Dual Pipelines.
- Zone D – Over 200-foot water depth; mussels abundant
 - There is only one Zone D as it represents the deepest zone of each of the Dual Pipelines.

This Plan proposes to provide visual surveys and collection of biotic samples from locations representative of each zone of the Dual Pipelines, while also correlating those sampling locations with the limited numbers of areas of the pipeline where there is a loss of coating around the pipe (“holidays”). Pipeline sampling locations were selected near the mid-point of each zone or proximal to a holiday area. Figure 3 shows the approximate location of sampling sites across the east and west pipelines.

Biotic samples will be collected from each of the north and south components of Zones A, B, and C, and the deep water areas of Zone D (Table 1, Figures 4 and 5). One sampling site per

zone has been designated on the east pipeline, with three of the sites coinciding with holiday areas. One sampling site per zone has been designated on the west pipeline, with four of the sites coinciding with holiday areas. Table 2 provides the location of the representative holidays sampled within each zone of each pipeline.

Data generated from each pipeline will be used to verify that biota communities are similar across both pipelines. Biota sampling will follow the protocols and methodologies provided below and the schedule provided below in Section 6.0 Schedule and Deliverables.

3.3 Underwater Surveys, Measurements, Sampling, and Readings

In evaluating appropriate sampling methods to use, literature searches and reviews provided relatively few articles or studies where biotic samples were being collected from deep freshwater structures for analysis. Many of the references were from marine environments and were associated with saltwater corrosion issues and/or aquatic biota that are not present in the freshwater of the Straits (Castaneda and Benetton, 2008; Duperron, 2010; Moura et al., 2013). The overall paucity of references dealing with biota collection in deep freshwater environments necessitated adapting sampling methodologies and principles utilized in marine environments and modifying them for use in the Straits (Gale and Thompson, 1975; Hicks and Oster, 2012; Kikuchi et al., 2006; Purcell, 1996; Purcell and Bellwood, 2001; Water Research Foundation, 2015).

Based upon discussions with marine contractors who have conducted maintenance related activities for Line 5, a professional diver will be required to perform the proposed visual survey, data collection, and sampling tasks given that pipeline sampling locations range from approximately 65 to over 225 feet below the water surface of the Straits. Surveying, data collection, and sampling methods were selected to address the requirements of the consent decree while also being manageable by a diver operating at those extreme depths using gloves and necessary safety gear. The conditions also require that the size and number of sampling containers be kept at a minimum while still maintaining the integrity of the samples and not impacting laboratory requirements (for sample mass) and subsequent statistical analyses.

Each diver will be equipped with a video camera so that visual surveys and data collection activities can be observed and directed (as necessary) by surface staff to ensure data is being collected accurately and scientifically. Field data and biota will be obtained as effectively and efficiently as possible, while also adhering to safety and time constraints imposed from working in various water depths and underwater currents associated with the Straits. Dive times will be limited to approximately 30 minutes or less when operating at depths of 120 feet or greater.

Enbridge (2016) identified that the apparent density of mussels and other biota on the Dual Pipelines varied based upon water depth and past maintenance and monitoring activities. In some areas, past maintenance and monitoring activities resulted in the removal of mussels (if a sampling site occurs in one of those affected areas, the diver is to travel a maximum of 100 linear feet either north or south along the pipeline to reach an un-impacted area from which the samples can be collected). If all areas in that 100-linear-foot reach have been affected by past monitoring activities the samples shall be taken within the affected area (as it represents existing and representative conditions of that site). That applies to all survey and sampling activities outlined below. The extent to which mussels have or have not recolonized the pipe at these locations will be recorded.

3.3.1 Visual Biota Surveys

At each sampling site, video photography will be used to provide a visual record of the biota associated with various sections of the Dual Pipelines, the general appearance/condition of the Dual Pipelines, and to document the field sampling process. Prior to collecting samples, a slow pan view of the sampling site will be taken.

The slow pan view will enable qualitative characterization of the relative level of mussel colonization on the pipe (i.e., heavy, moderate, sparse, or none). The slow pan or other video photography footage obtained throughout the sampling dive may also provide data on the presence of fish species or macroinvertebrates that may be utilizing the pipelines for habitat (e.g., feeding and cover sites). Where positive identifications can be made by the diver or biologist(s) reviewing the video photography, the data will be recorded to the lowest possible taxa. Any apparent or overt impacts to the Dual Pipelines will be documented. Those areas will be closely inspected by the diver(s) allowing for additional video footage to be collected of those areas for further review.

3.3.2 Biota Measurements

To avoid any diver bias where measurements are to be taken, the diver upon arrival at a sampling site (locations provided in Table 3) will receive a random generated number (ranging from 1-100cm) from a person on board the boat. The diver will then proceed into the current (or to the north) that given distance and take measurements.

At this location, the thickness of biota on the pipelines will be determined. The circumference of the pipeline will be measured at three locations with a flexible tape measure. Once that measurement has been recorded, a “clean pipe” circumference measurement should be taken in the same location as the previous measurement. To do that, the diver should gently, but comprehensively, remove all attached material (mussels, periphyton, etc.) from the pipeline and re-measure the circumference. A combination of a narrow putty knife and nylon scrub brush may enable efficient and complete removal of the attached material. That process is repeated until three circumference measurements are obtained. That information will be useful in calculating point estimates of biota thickness at those specific locations on the pipeline.

If no mussels are present at a sampling site, the diver will still follow the protocol described above and obtain thickness measurements of the pipeline.

3.3.3 Biota Sampling

Biota samples will be taken at each sampling site, up-current of the biota measurements (Section 3.3.2 Biota Measurements). Taking these samples up-current of the biota measurements will minimize disturbances, turbidity, and any possible sample impacts or biases to the biotic sampling. Biota will be collected using sampling methods that will enable the collection of representative biota samples from the Dual Pipelines. Collection of biota from the Dual Pipelines will include all biota attached to or surrounding the pipelines, including mussels, macrophytes, periphyton, biofilm, etc. Biota will be collected in accordance with the protocol outlined below with the intent of collecting complete samples with little to no loss of biota. Biota will be evaluated and analyzed as presented in Section 4.0 Sample and Lab Analysis.

Prior to collection of biota samples, sampling containers (pre-labeled with sample site and pipeline position locations) will be held in front of the video camera so that the location of each set of samples is documented. The sampling containers for the biota samples need to enclose

a fixed surface area on the pipe to enable quantification (number of mussels per square centimeter) of the total surface area sampled at each site. As noted previously, the containers needed to be compact so divers can effectively transport numerous containers, handle, and deploy them at depth within their limited dive times. The containers also needed to be neutral or negatively buoyant (somewhat heavy) so if accidentally dropped they would not float away in the current. Therefore, a device enclosing a surface area of approximately 100 cm² will be developed and used, similar to that used by Purcell (1996).

Once the biota sampling site has been identified (up-current or north of the biota measurements), a set of paired samples will be taken from every designated location on or around the pipe. The uncapped end of the sampling container will be pushed firmly against the wall of the pipeline covering the biota to be collected. A metal blade (such as a putty knife) will be used to carefully cut off biota outside of the sampling container to ensure only biota that is within the interior of the container will be collected.

Biota samples will be collected using a container approximately four inches in diameter to provide for the collection of a sample area approximately equal to or greater than 100 cm² (Figure 6). At the present time, two different methods and containers for the collection of biota samples are being evaluated. Final selection of the method and container to be used will be made after field testing. Two containers and methods will be evaluated.

Method 1 includes the use of a PVC plastic container consisting of a 4-inch diameter circular PVC pipe, synthetic nylon screen (e.g., bolt cloth-Nitex), end caps, and water pressure release valve (i.e., vent) with a screw-in end cap (Figure 6). One end of the sampling container will be affixed with screen, end cap, and vent and the other end will be open for collection of the biota sample. The end caps for the PVC container and vent will be tethered to the sampling container to prevent loss of end caps during the collection process. A thin, flexible blade such as a putty knife will be slid in between the wall of the pipeline and the sampling container to dislodge biota from the pipeline up into the container. The dislodged material will be captured inside the sampling container. Mussels that are outside of the sampling container will not be included in the sample unless the majority of the length of the mussel is within the interior portions of the container. The metal blade will be used to push mussels into the interior of the sampling container or to pull them out from the container (where the majority of the mussel is outside of the container). At that point, the sampling container will be carefully removed from

the pipeline ensuring that the putty knife is held against the open end of the sampling container to minimize sample loss. The diver will place the end cap on the blade then slowly remove the blade so that the end cap can be pushed on to the open end of the container. The small vent will allow water to escape, yet retain material scraped off the pipeline due to the screen inside the upper part of the container. The container will be returned to the surface and the sample extracted and placed into storage bags as described in Section 3.3.3.4 Sampling Handling and Preparation.

Method 2 includes a slight modification to the container shown in Method 1. This method utilizes a PVC plastic flared square end section with an overhanging hood at the sample collection end of the sampler. The underside (opposite side of the hood) is sharpened to create a scraping tool to dislodge biota from the pipe (this allows the diver to scrape biota with one hand vs. two hands as required with Method 1). The biota sample dislodged from the scraping tool will then move up and into the hood, then into an attached collection bag. The sampling container is expected to create an internal vacuum to keep the biota sample moving up and into the collection bag.

The final sampling container and method used to collect biota samples, as part of implementing this Plan, is expected to undergo additional modifications and refinements to those currently presented. Containers described in Methods 1 and 2 will be field tested and any subsequent improvements to the containers and methods will be made to increase the divers' ability to handle and maintain the integrity of the samples being collected (i.e., minimize sample loss and obtain samples from a defined area).

3.3.3.1 Coated Pipe

At all sampling locations, except for holiday areas (which will be described in Section 3.3.3.2 Holidays), biota samples will be collected following the protocols described above in Section 3.3.3 Biota Sampling. Samples will be taken from four different positions on the pipelines (top, both sides, and the bottom). A set of two samples will be taken from each of the four positions for a total of eight sampling containers per sampling location (Figure 7). Samples will not be collected from the bottom of the pipeline if it is not accessible due to safety hazards or because the bottom is in contact with the lake bed. Half of the samples (one from each pipeline position) will be used to obtain biota community data (e.g., mussel count, etc.) described in Section 4.1 Biota Counts/Densities/Weight and the other half will be used for

testing for the presence or absence of SRB or acid producing bacteria (“APB”) as described in Section 4.2 Presence/Absence Bacteria Testing.

As discussed above, a stratified sampling design has been selected based on the visual observations of biota on the Dual Pipelines and the establishment of four zones. The zones represent varying degrees of biomass accumulation that correlate to water depth, depending on the development of the periphyton/macrophyte and mussel assemblage, including microbial biofilm development. The zones also represent potential differences in biomass accumulation depending on whether the zone is on the north or south side of the Straits.

One sample site has been established in each zone. One in each of the north and south zones of Zones A, B and C, and one in Zone D. This provides for 7 sample sites for the east and west pipelines for a total of 14 sample sites across the Dual Pipelines (Figures 3-5). Biotic samples will be collected from the coated pipeline to examine the extent to which the biomass of the plant-microbial biofilm layer or mussel layer vary with respect to location around the pipe. The data will be graphically displayed to identify potential patterns in biomass accumulation by different zones and by different positions around each pipeline. The total biomass and individual biomass components (e.g., plant-biofilm biomass or quagga biomass) for each stratum will be analyzed using a mixed model analysis of variance (ANOVA) to examine whether there are differences in the biomass with respect to zones or position on the pipeline. Further comparisons may prove to be meaningful if statistical differences are noted at the 95% confidence level.

3.3.3.2 Holidays

While there are only a few discrete locations with potential delaminated coatings, these areas will be targeted for the investigation. At all sampling locations where there is a potential holiday, biotic samples will be collected following the protocols described above in Section 3.3.3 Biota Sampling. Collection of samples will commence at the down-current location first (i.e., diver facing into the current) to minimize disturbances, turbidity, and any possible sample impacts. A set of two samples will be taken from the holiday area and another set of two samples will be taken outside of the holiday area (at the same position on the pipe as the holiday area samples [Figure 8]). That will yield a total of four samples per sampling location. One of the two holiday area samples will be used to obtain biota community data as described

in Section 4.1 Biota Counts/Densities/Weight and the other for testing for SRB and APB as described in Section 4.2 Presence/Absence Bacteria Testing.

The sampling design of the holiday areas has been structured to provide paired biomass data to evaluate whether the holiday area provides a more desirable/suitable area for periphyton-microbial biofilm development or quagga mussel attachment when compared to immediately adjacent coated area (see Figure 8). Results of holiday area sampling will provide insight as to whether the accumulation of mussels or other biota have impacted the integrity of the pipeline. The biomass data will be graphically displayed to identify potential patterns in biomass accumulation at holidays, and paired t-tests will be used to determine whether differences in biomass accumulation exist in those areas where the coating has been disturbed.

3.3.3.3 Additional Sampling

If delaminated pipe coatings are found lying along the lake floor, their location shall be first surveyed, inclusive of its surroundings, using a slow video photography pan of the site. The sample and any attached biota shall be carefully bagged and sealed in a pre-labeled numbered bag. The location and sample depth of where the sample was collected will be recorded by the field sampling team. Upon collection of the delaminated coating a survey of the pipeline shall be conducted to identify the source of the delaminated coating (i.e., where possible, the holiday area from which the sample came from). If delaminated pipe coating samples are found, they will be evaluated for biologically-induced impacts to the coating as indicated in Section 4.3 Coating Integrity Testing.

3.3.3.4 Sample Handling and Preparation

Sampling containers will be returned to the surface upon completion of the dive and grouped according to laboratory. All biological material will then be transferred from each sampling container into individual plastic storage bags (Ziploc® or Whirl-Pak®, one bag per sampling container). Transferring of the samples from the containers to the storage bags will be conducted by experienced staff using clean stainless steel instruments (e.g., long-handled spatula). Remaining material will be washed from the container into the storage bags using wash bottles filled with distilled water. Bags will be labeled with information such as the pipe, zone, sampling, and pipe position site numbers clearly visible. Representative photographs will be taken of this process.

3.3.4 Pipe Integrity Readings

At each of the holiday areas where metal is exposed, instantaneous readings of the level of cathodic protection that is being provided to the metal pipe sections of the pipeline will be recorded. Those readings will be obtained using specialized equipment that is explained in further detail below.

3.3.4.1 Cathodic Protection Evaluation

Cathodic protection readings will be taken at each holiday area where bare metal is exposed. The diver will utilize a hand-held bathycorrommeter dual element probe, specifically a Polatrak Cathodic Protection ("CP") Gun that is a product of Deepwater Corrosion Services, Inc., Houston, Texas, for those measurements.

Three millivolt ("mV") readings shall be taken of the exposed metal pipe at the four sites. The video camera attached to the diver shall assist in recording the measurements obtained from the CP Gun and in providing visual observations of the holiday area. Readings will not be taken of any coated portions of the pipe since the CP Gun requires a metal contact to obtain a reading.

Data collected during this evaluation will be correlated to the most recent cathodic protection in-line tool run.

3.4 Engineering Stress Analysis

A structural engineering firm will be engaged to conduct an engineering stress analysis considering the impact of biota on the integrity of the pipelines suspended above the floor at the Straits. The analysis will include the following:

- An allowable suspended span length of the pipeline will be calculated to include the biomass along with operating loads, drag forces, buoyant weight, etc. A sensitivity analysis will be also completed on the impact of the biota mass to allowable span length.
- Vortex induced vibration ("VIV") assessment will be also performed to determine the mode shape and associated vibration periods of pipe free spans with various lengths and the assessed biomass. A sensitivity analysis will also be completed on the impact of the biota mass to allowable span length as part of the VIV assessment.

The stress analysis will require at least 12 weeks to complete and will be dependent on the timing of the biota laboratory work following the collection of field samples.

4.0 Sample and Lab Analysis

Experienced aquatic biologists will review all of the underwater video photography taken of the Dual Pipelines, with respect to sampling sites and their surrounding habitats to assist in the identification of larger macrophytes and fish species that may be attached to or utilizing the Dual Pipelines (and which would unlikely be captured within the biota sampling containers). Review of the video photography can assist in identifying apparent visual differences in colonization rates or densities of mussels or other biota on the Dual Pipelines at various depths and locations around the pipe. Qualitative characterization of the relative level of mussel colonization on the pipe (i.e., heavy, moderate, sparse, or none) will be made using the video photography, recorded, and potentially used in conjunction with the lab analyses.

Those observations may be beneficial and substantiated by the lab analyses of the biota samples sent to an ecological laboratory. Comparison of video photography of specific areas from previous and subsequent years, where locations can be confirmed, will be evaluated for differences in colonization and recolonization rates or densities, especially in areas where maintenance and inspection activities removed mussels from the upper surface of the pipe. Lastly, any apparent or overt impacts to the Dual Pipelines will also be viewed more carefully in a lab or office setting (as compared to viewed while on the dive boat) and documented.

Two laboratories will be used to analyze and obtain data from the biota samples collected from the Dual Pipelines. As noted in Section 3.0 Methods, biota samples will be collected in pairs to enable two labs to analyze samples for various parameters from relatively the same location without having to collect and subdivide larger samples, which can increase the risk of contamination and loss of sample integrity.

The ecological laboratory will assess one set of the samples for biotic composition and physical metrics of the biota present within the samples sent to their lab. One sample for each of the four locations around the pipe will be sent to that lab for every sampling location. Where a holiday is present, one sample from the holiday area and one sample from the adjacent non-holiday area will be sent to the lab.

Experienced staff will conduct tests for the presence or absence of SRB and APB in the field on the other set of biotic samples.

4.1 Biota Counts/Densities/Weight

The ecological laboratory will qualitatively evaluate and separate out the larger biota (i.e., mussels) from the smaller biota. At the present time, biota is expected to be divided into four (4) general categories: plant matter (macrophytes and algae), mussels, benthic macroinvertebrates, and biofilm (microscopic organisms and undiscernible gelatinous material). All biota will be identified or keyed out to its lowest practicable taxa.

The ecological laboratory will obtain dry and wet weights of mussels using standard laboratory procedures for obtaining these masses, similar to those used by United States Army Corps of Engineers (USACE) (1993). Mussels will be enumerated and their shells measured. Shell measurements will be used to assist in determining the number of generations (i.e., age structure) of mussels present at each of the sampling locations. Mussels are consumed by some fish species, particularly round gobies (*Neogobius melanostomus*) (French and Jude, 2001; Wilson et al., 2006), and overt signs of mussel predation such as active feeding and high abundance of round gobies will be documented.

The ecological laboratory will obtain collective dry and wet weights of the remaining biota using standard laboratory procedures similar to those used by USACE (1993). The total mass of all aquatic biota will be obtained by adding together the weights of the mussels and the remaining non-mussel biota.

4.2 Presence/Absence Bacteria Testing

Staff will utilize BioSan Laboratories SRB and APB test kits for evaluating biota samples taken from the one set of samples collected from the various sides of the pipe, holidays, areas adjacent to holidays, and any delaminated pipe coating for the presence or absence of SRB and APB. Approximately 5 grams or less of biofilm/periphyton will be removed from the appropriate sample bag(s) and placed it into a test kit.

The SRB test kits contain tubes of culture media specifically formulated to promote the growth of anaerobic SRB. SRBs are organisms which reduce sulfate to sulfide in the absence of oxygen. The most common organisms of that type associated with contamination of the industrial environment are found in the genera *Desulfovibrio* and *Desulfotomaculum*. When sulfide is liberated, it reacts with iron in the tubed culture medium to form iron sulfide, a black

precipitate. The degree to which the test kit medium blackens, along with the length of time it takes to change color, allows for an estimated count of sulfate reducers to be made. Test kits include sample applicators that allows for the evaluation of both liquids and surfaces.

The APB test kit is a simple and rapid test for the detection and enumeration of APB with results in 24 hours when strong acid producers are present. That semi-quantitative system contains tubes of culture media specifically formulated to promote the growth of APB. One culture tube equals one test and no syringes are needed. Similar to the SRB test kits, applicators are included to allow for the evaluation of both liquids and surfaces. When acid is liberated, it reacts with the tubed culture medium and changes the color from red to yellow. The length of time it takes to change color (1-5 days) allows for an estimated count of acid producing bacteria to be made.

4.3 Coating Integrity Testing

Enbridge will retrieve representative samples of delaminated coating from the bottom of the Straits. If available, representative samples with and without biota will be collected and evaluated using microscopic examination. The intent of this work is to confirm the overall thickness of the coating and determine the penetration depth of various types of biota into the coating. Sections of delaminated coating will also be tested for SRB and APB by Enbridge Integrity.

5.0 Quality Assurance/Quality Control

Robust quality assurance/quality control measures will be instituted to ensure the integrity of samples and measurements generated during the biota investigation. Those measures will include, but not be limited to:

- Project organization: the Project Manager, subcontractors, and all parties taking part in this effort will be identified and their roles articulated prior to commencing efforts. Planning and coordination calls and/or meetings will take place with divers, members of the integrity team, biologists, etc., to ensure the proper execution of sampling and data collection protocol.
- Proper training: only trained individuals will operate sampling equipment and/or handle samples. All instruments will be calibrated prior to and throughout use according to manufacturer's guidelines.
- Field sampling review: the location of zones, sampling sites, and pipe positions where samples are to be collected will be reviewed prior to undertaking any field sampling efforts.
- Video photography and audio communication (between divers and personnel on boats) will be utilized to ensure proper documentation of conditions and sampling requirements.
- Sample handling: biological samples (e.g., biofilm, periphyton, mussels, etc.) collected during the course of the investigation will be handled and preserved using proper techniques to ensure sample integrity.
 - Methods currently include the removal and washing of all biota from the sampling containers into plastic storage bags using a flexible blade and wash bottles.
- Documentation and records: field notes, chain-of-custody documents, laboratory reports, etc., will be compiled and saved at secure locations in hard copy and/or electronic form.
 - Chain-of-custody files will be utilized to track the custody of samples throughout collection, transfer/shipment of samples to analytical labs, etc. Pertinent information such as the dates, times, and persons handling samples will be recorded to ensure that chain-of-custody is properly documented.

- Data validation: Data generated through the course of these efforts will be routinely evaluated for accuracy, precision, representativeness, and completeness.
- Reporting: Reports and project deliverables will be edited, reviewed, and finalized prior to submittal.

6.0 Schedule and Deliverables

Enbridge shall implement the Plan in accordance with the schedule described below, predicated upon EPA's approval of the Plan by March 15, 2017. If EPA approval is not granted by this date, logistical requirements, seasonal limitations, and biological growing season considerations will necessitate moving field sampling efforts to 2018.

- September 2016 → June 2017: Refinement and opportunistic testing of sampling methodologies, lab analyses, and statistical tests of any preliminary data
- July 2017 → September 2017: Visual and biotic surveys and sampling of biota on Dual Pipelines
 - Representative samples of the aquatic biota attaching to and/or surrounding the Dual Pipelines are best obtained later in the growing season since macrophytes, algae, and periphyton will not fully establish until later in the growing season when water temperatures are highest (July-September, [NOAA, 2016]).
 - Representative samples of mussels can be obtained at any time of the year but late summer is recommended given mussels would be at their greatest size (Schneider, 1992), which would enable more accurate maximum mass estimations.
- August 2017 → December 2017: Lab and engineering stress analysis
 - Discussions with the ecological laboratory and Enbridge integrity indicate that 12 weeks are needed to process the large volume of biotic samples for analysis.
 - A pipeline structural engineering firm will also require 12 weeks to complete an engineering stress analysis of the biota with respect to the integrity of the pipelines suspended above the floor at the Straits.
- December 2017 → February 2018: Data analysis
- March 2018: Submittal of Final Report
 - Submitted within 60 days of completion of field and lab analyses.

Implementation of this Plan, inclusive of its literature reviews, visual surveys, biotic measurements, biotic sampling and lab analyses, chemical and biological activities, and levels of cathodic protection will aide in answering the assessments presented in Section 2.0 Consent Decree Requirements. To achieve compliance with the consent decree, Enbridge

will implement this Plan in accordance with the schedules presented below. As part of the Plan the following deliverables will be provided to EPA, within the specified timeframes, as follows:

- No later than 60 days after the completion of field and lab analyses associated with implementing this Plan, Enbridge shall submit a final report to EPA for review and approval, describing the findings and results of the investigation.
 - In the event that the investigation finds that mussels and other biota have impaired, or threaten to impair, the Dual Pipelines, Enbridge shall supplement its final report with a proposed work plan to address such impairments, together with a proposed schedule for completing such work.
 - The supplement shall be submitted within 60 days of submittal of the final report to EPA.

7.0 Workforce

Key personnel currently proposed for implementation of this Plan include the following:

[REDACTED]

Key personnel, Contractors and Consultants maybe changed as needed to facilitate completion of this investigation plan as outlined in Section 6.0 Schedules and Deliverables.

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FIGURES

Figure 1 – Qualitative assessment of the biota across the east pipeline

Figure 2 – Qualitative assessment of the biota across the west pipeline

Figure 3 – General profile view of east and west pipelines and associated zones

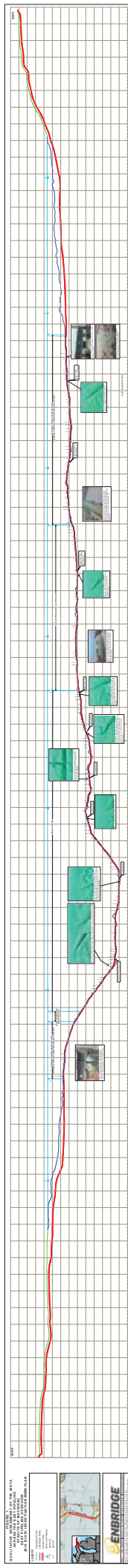
Figure 4 – Profile view of sampling zones and sites for the east pipeline

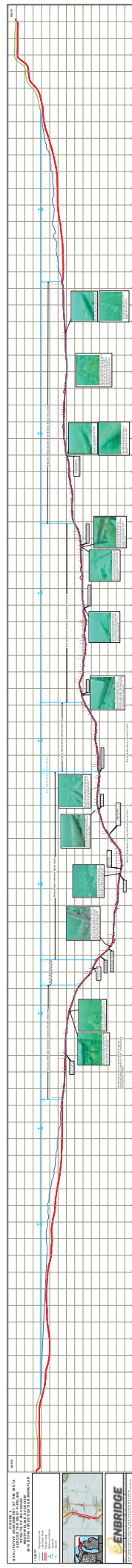
Figure 5 – Profile view of sampling zones and sites for the west pipeline

Figure 6 – Biotic sampler

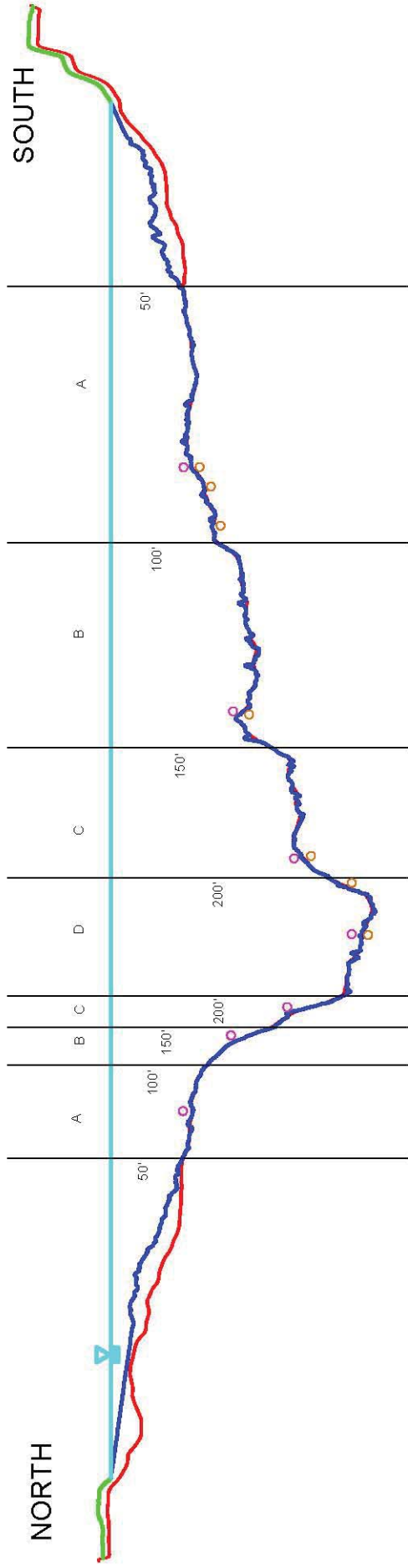
Figure 7 – Coated pipe area sampling layout

Figure 8 – Holiday area sampling layout

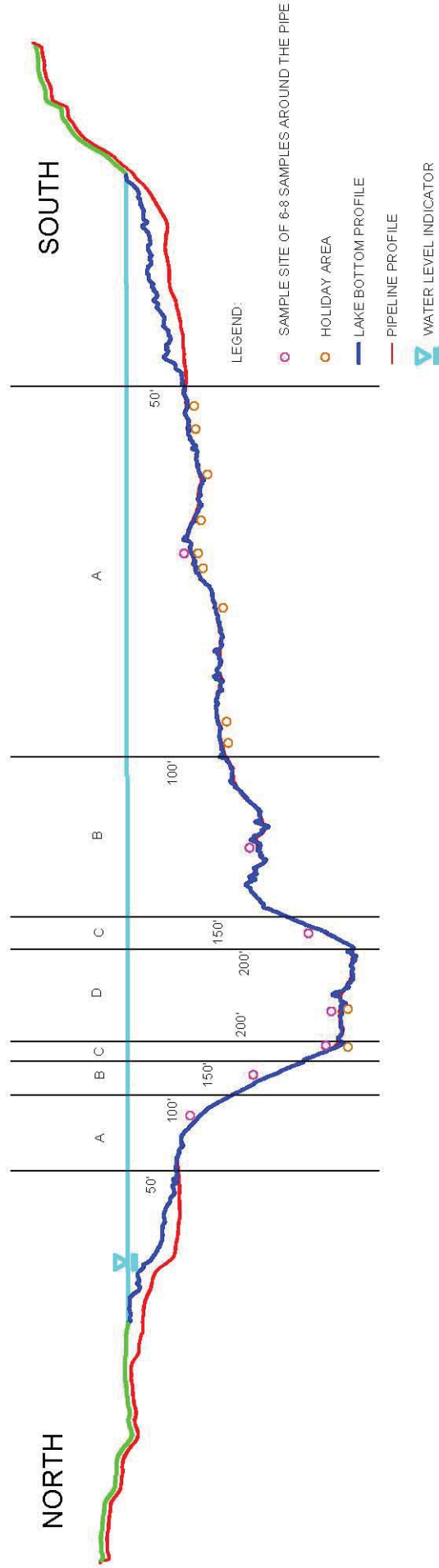




WEST PROFILE ZONES



EAST PROFILE ZONES



- LEGEND:
- SAMPLE SITE OF 6-8 SAMPLES AROUND THE PIPE
 - HOLIDAY AREA
 - LAKE BOTTOM PROFILE
 - PIPELINE PROFILE
 - WATER LEVEL INDICATOR

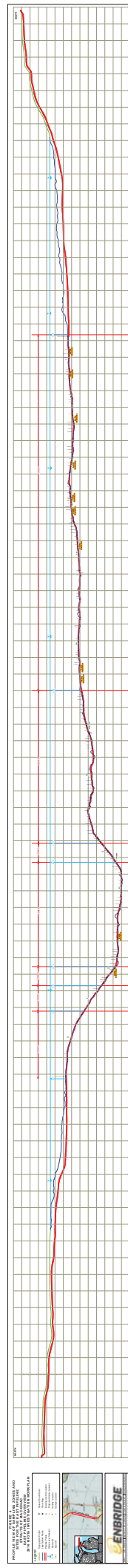
NOTE: DATA DISPLAYED IS NOT SURVEY GRADE AND IS FOR INFORMATIONAL PURPOSES ONLY

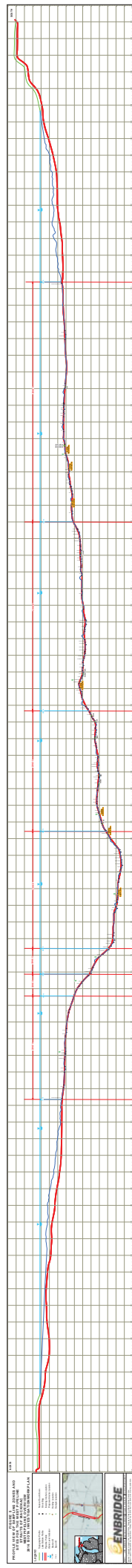
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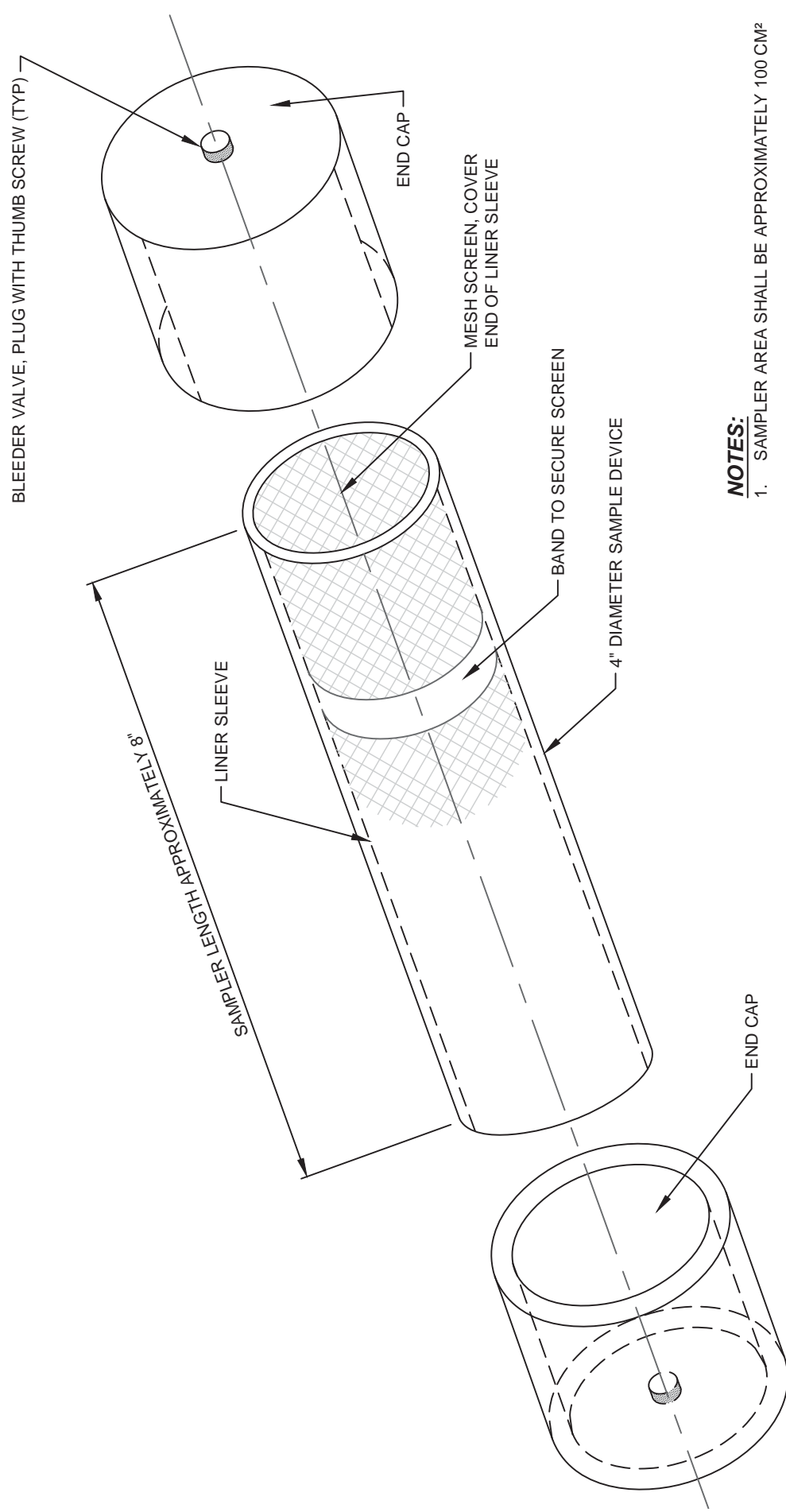
FIGURE 3: GENERAL PROFILE VIEW OF EAST AND WEST PIPELINE AND ASSOCIATED ZONES

Sources: Topographic imagery from ArcGIS Online. Topographic Data from Ballard Marine Construction.









NOTES:

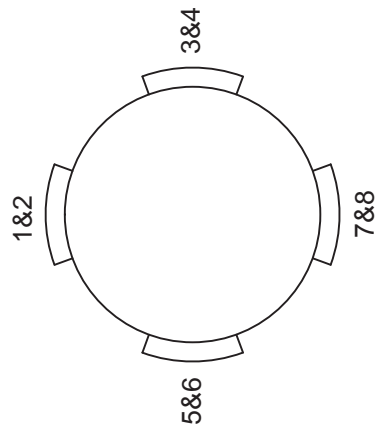
1. SAMPLER AREA SHALL BE APPROXIMATELY 100 CM²

BIOTIC SAMPLER ISOMETRIC VIEW

SCALE: N.T.S.

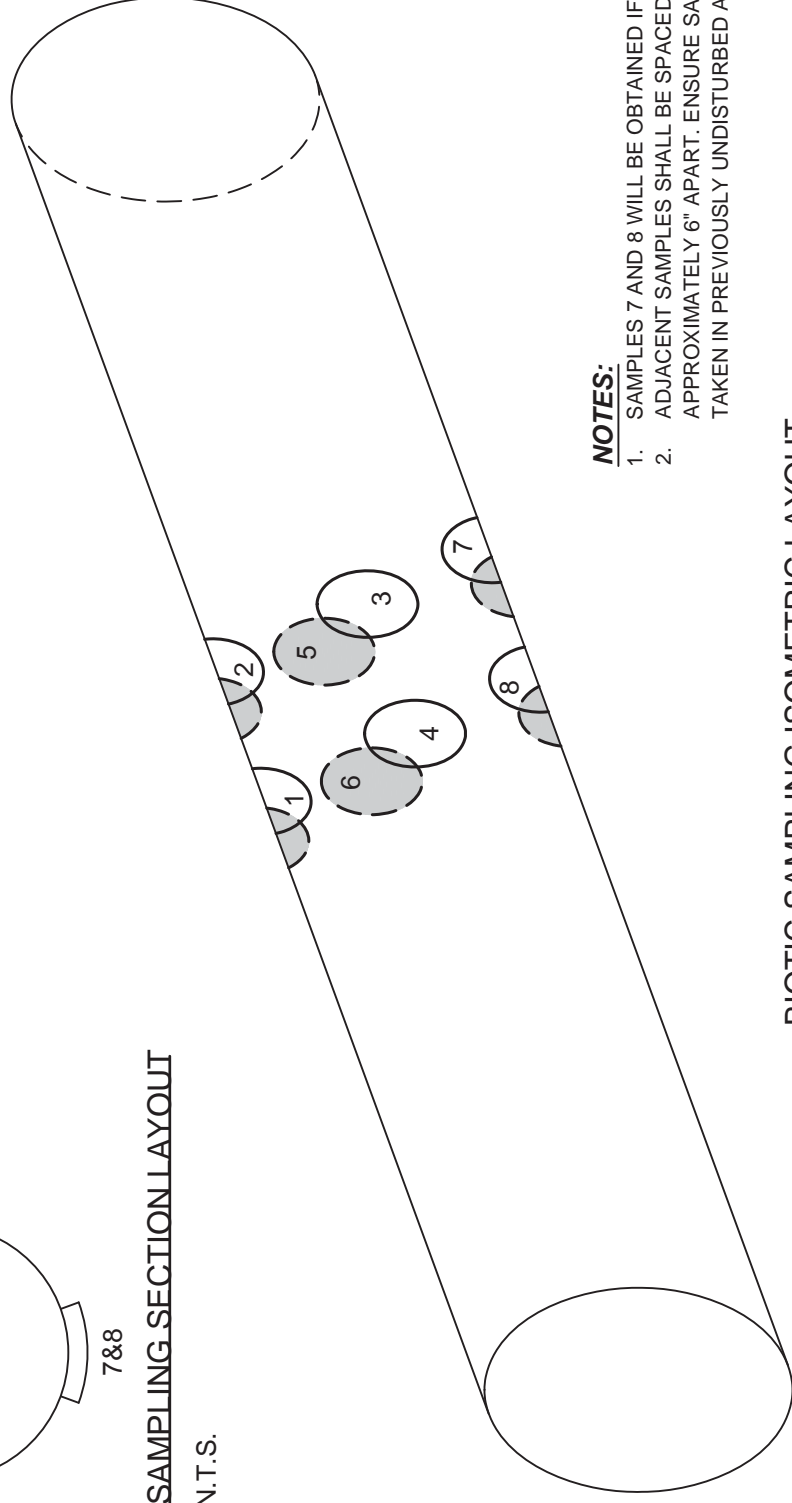
DATE: 8/18/2016

FIGURE 6: BIOTIC SAMPLER
(Design may change pending testing)



BIOTIC SAMPLING SECTION LAYOUT

SCALE: N.T.S.



NOTES:

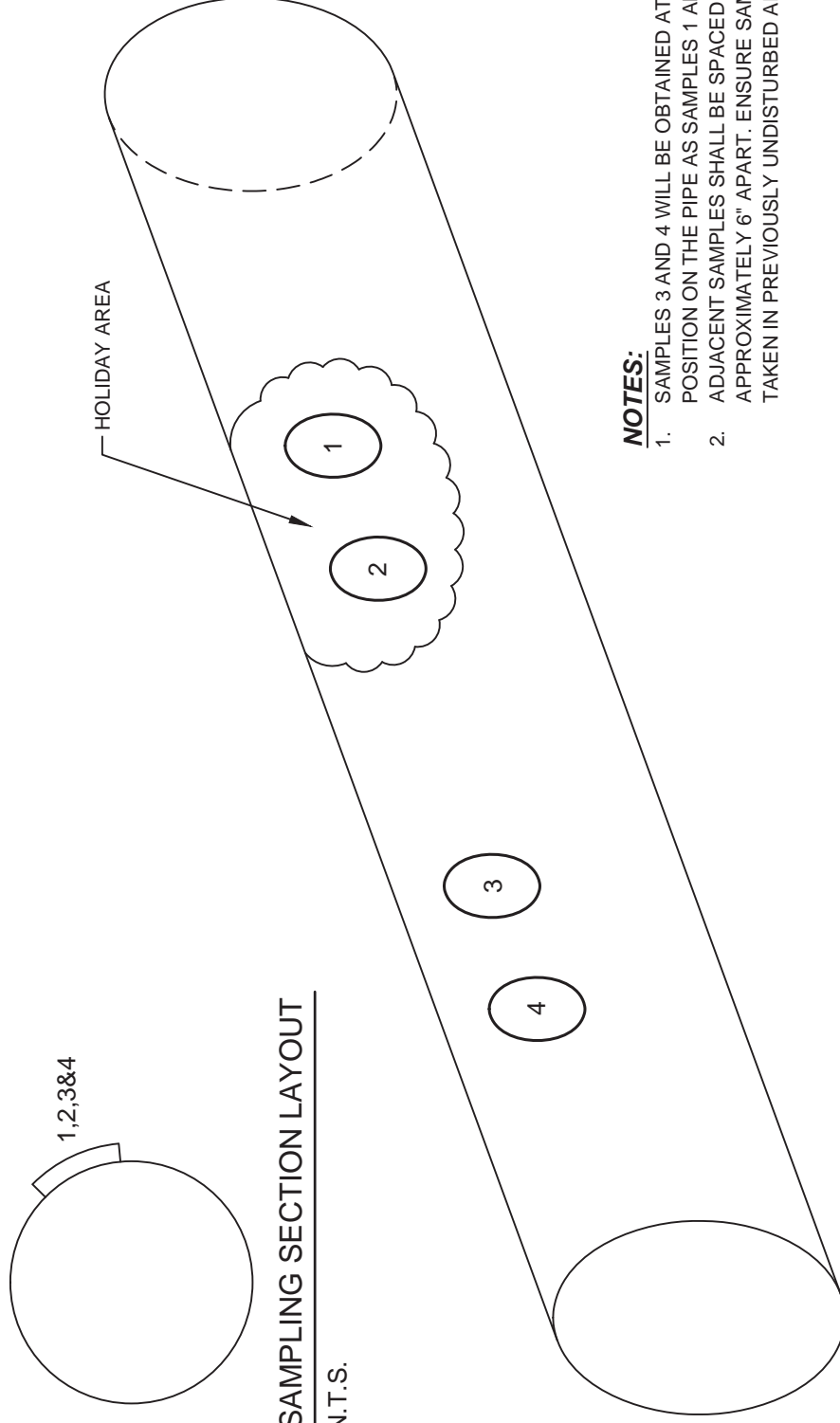
1. SAMPLES 7 AND 8 WILL BE OBTAINED IF POSSIBLE.
2. ADJACENT SAMPLES SHALL BE SPACED APPROXIMATELY 6" APART. ENSURE SAMPLES ARE TAKEN IN PREVIOUSLY UNDISTURBED AREAS.

BIOTIC SAMPLING ISOMETRIC LAYOUT

SCALE: N.T.S.

DATE: 8/18/2016

FIGURE 7: COATED PIPE AREA SAMPLING LAYOUT
(Design may change pending testing)



BIOTIC SAMPLING SECTION LAYOUT

SCALE: N.T.S.

NOTES:

1. SAMPLES 3 AND 4 WILL BE OBTAINED AT A SIMILAR POSITION ON THE PIPE AS SAMPLES 1 AND 2.
2. ADJACENT SAMPLES SHALL BE SPACED APPROXIMATELY 6" APART. ENSURE SAMPLES ARE TAKEN IN PREVIOUSLY UNDISTURBED AREAS.

BIOTIC SAMPLING ISOMETRIC LAYOUT

SCALE: N.T.S.

DATE: 8/18/2016

FIGURE 8: HOLIDAY AREA SAMPLING LAYOUT
(Design may change pending testing)

TABLES

Table 1: Biota sample sites: East and West pipelines

Table 2: Holiday area sample sites: East and West pipelines

Table 1. Biota sample sites: East and West pipelines

East Pipeline - biota sample sites

Zone	Water depth (ft) ¹	Proposed biota sampling sites ²	Description of biota sampling sites	Total number of biota samples ³
A (north)	50-100	1	Equidistant between E07 and E65B	6-8
B (north)	100-150	1	North of E-05B	6-8
C (north)	150-200	1	Holiday south of E01B-B	6-8
D	>200	1	Holiday north of E76A	6-8
C (south)	150-200	1	E16	6-8
B (south)	100-150	1	South of E-61A	6-8
A (south)	50-100	1	Holiday south of 34A	6-8

West Pipeline - biota sample sites

Zone	Water depth (ft) ¹	Proposed biota sampling sites ²	Description of biota sampling sites	Total number of biota samples ³
A (north)	50-100	1	W65B	6-8
B (north)	100-150	1	W61A	6-8
C (north)	150-200	1	W58B	6-8
D	>200	1	Holiday near W54A	6-8
C (south)	150-200	1	Holiday north of W-70B	6-8
B (south)	100-150	1	Holiday south of W35B North	6-8
A (south)	50-100	1	Holiday south of W10	6-8

¹ Pipelines buried to water depth of approximately 65 feet

² One site per zone, sampling immediately adjacent to holiday areas when possible

³ Six samples/site if pipeline bottom not accessible; eight samples/site otherwise

Table 2. Holiday area sample sites: East and West pipelines

East Pipeline - holiday area sample sites

Zone	Water depth (ft) ¹	Proposed holiday sampling sites ²	Description of holiday sampling sites	Total number of holiday samples ³
A (north)	50-100	0	NA	-
B (north)	100-150	0	NA	-
C (north)	150-200	1	Holiday south of E01B-B	4
D	>200	1	Holiday north of E76A	4
C (south)	150-200	0	NA	-
B (south)	100-150	0	NA	-
A (south)	50-100	1	Holiday south of 34A	4

West Pipeline - holiday area sample sites

Zone	Water depth (ft) ¹	Proposed holiday sampling sites ²	Description of holiday sampling sites	Total number of holiday samples ³
A (north)	50-100	0	NA	-
B (north)	100-150	0	NA	-
C (north)	150-200	0	NA	-
D	>200	1	Holiday near W54A	4
C (south)	150-200	1	Holiday north of W-70B	4
B (south)	100-150	1	Holiday south of W35B North	4
A (south)	50-100	1	Holiday south of W10	4

¹ Pipelines buried to water depth of approximately 65 feet

² Biota and holiday area sampling sites are at the same location, but samples collected independently (i.e., 6-8 biota samples, 4 holiday samples)

³ Paired sampling: two samples in holiday area, two samples immediately adjacent holiday area

APPENDICES

Appendix A – Bibliography

(Includes literature cited and other documents preliminarily reviewed)

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Appendix 2 Technical Note

Regarding Enbridge Line 5 Coating Condition and Related Observations

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Carbon steel pipelines are susceptible to corrosion and stress corrosion cracking. They must be protected from their surrounding environment by a coating system that precludes corrosive attack. Coating technology for steel pipelines has been an evolving area of technology since the infancy of the pipeline industry and improvements have not always stood the test of time. In this technical note the coating system used on Enbridge Line 5 under the Straits of Mackinac will be discussed based on historical documentation and an assessment of the current condition of the coating system on this pipe will be attempted.

There are three primary historical references regarding the coating technology used in 1953 when Line 5 under the Straits was constructed. These are:

1. A 1953 order by the Michigan Public Service commission that granted permission for the construction of Line 5 across the State of Michigan¹,
2. A 1953 easement granted by the State of Michigan to cross the bottomlands of the Straits of Mackinac²,
3. A pair of engineering reports by famed structural engineer Mario G. Salvadori of Columbia University that review the design of Line 5 by Bechtel Inc. engineers³.

The following descriptions of the coating system used to protect Line 5 from the submarine environment are taken from these documents.

1953 MPSC Order Regarding Corrosion Protection

“The entire pipe line will be properly cleaned, primed, and coated with a single application of coal tar. The coating will be reinforced by a spiral wrap of glass material and covered by a spiral wrap of special glass outer wrap. Penetrations will be made for cathodic protection.”

1953 Easement Restrictions Regarding Corrosion Protection and Support

- (“8) Cathodic protection shall be installed to prevent deterioration of the pipe
- (9) All pipe shall be protected by asphalt primer coat, by inner wrap and outer wrap composed of glass fiber fabric material and one inch by four inch (1” x 4”) slats prior to installation.”

Engineering and Construction Considerations for the Mackinac Pipeline Company’s Crossing of the Straits of Mackinac” submitted by Mackinac Pipeline Company/Lakehead Pipeline Company to the Michigan Department of Conservation, January, 1953

“After coating with asphalt primer, fiberglass inner wrap and an asbestos felt outer wrap, and after attaching 1” x 4” wood slats to the full circumference of the pipe, it will be lowered onto a previously prepared “bed” on the floor of the Straits.”

Two documents released by Enbridge give a contemporary account of Line 5’s coating system.

In a 2014 document entitled “Enbridge Energy Limited Partners, Operational Reliability Plan, Line 5 and Line 5 Straits of Mackinac Crossing”⁴, a specification table entitled “Table 1: Line 5 Pipeline Construction Specifications” states that the pipe is coated with coal tar enamel while on page 12 of this document it states “The particular material, an extract of coal or asphalt, is highly impermeable to water and is reinforced with a fiber wrapping for added strength.”

There is contradiction and ambiguity between these sources of information about the coating system on the Straits portion of Line 5. The owner of the line, Enbridge, states that the coating could be either coal tar or asphalt based, the 1953 MPSC order states that the coating is coal tar and both the easement and Salvadori’s reports state that the coating is asphalt based. To make matters more confusing, the two layers of wrapping materials are cited to be glass fiber fabric except in Salvadori’s opinion which states the outer wrap is to be asbestos felt.

A series of color photographs taken by Bruce Trugen, a young MSU engineer who worked on the Line 5 project and wrote about it⁵, offer insight into the coating and wrapping system used on Line 5. Figure 1 shows the pipe cleaning machine which used a rotating brush assembly to clean the surface of the pipe and Figure 2 shows the pipe wrapping machine which was used to spiral wrap the pipe with reinforcing cloth.

A reference⁶ from the time Line 5 was constructed (1957) documents good coating practice using asphalt enamel and provides context for coating technology at the time of Line 5’s construction. The following text is taken from this document.

3.4 Application of Wrappers—The wrapping shall be applied in a uniform, snug-fitting spiral pattern, immediately following the application of the hot enamel.

In the single wrap system the asphalt saturated felt or asphalt saturated glass wrap shall be applied simultaneously with the hot asphalt enamel and remain on the outside surface of the coating.

In the single coat-double wrap system the glass mat shall be applied first and completely embedded in the enamel; immediately thereafter, the asphalt saturated felt or asphalt saturated glass wrap shall be applied and completely bonded to the enamel.

In the double coat-double wrap system the asphalt saturated felt, asphalt saturated glass wrap, or the glass mat shall be applied to the first coating; immediately thereafter the second coating shall be applied and the asphalt saturated felt or asphalt saturated glass wrap immediately applied and completely bonded to both inner and outer wraps.

Based on this document and Figure 2, which shows the pipe wrapping machine loaded with four rolls of similar, presumably asphalt saturated glass fiber fabric, it is probable that Line 5's coating system consists of a solvent based asphalt primer, two layers of asphalt saturated glass fiber fabric and a white protective overlayer of white craft paper bonded with asphalt enamel. The craft paper layer was intended to provide some abrasion protection to the underlayers and protect the wrapped pipe from the heat of the sun as described in reference 6. In addition to these layers, the pipe was intended to be wrapped with 1' x 4" wooden slats held on by encircling bands. A hint regarding the purpose of this wooden lagging can be found in Salvadori's report during a discussion of miscellaneous stresses on the pipe. It is believed that the purpose of these slats was to protect the coating from abrasion due to scrubbing on the lake bottom and to protect the pipe from point loading.

19. Miscellaneous Stresses

Other conditions of load and support have been considered and found to be unimportant. For example, the possibility of a concentrated load acting on the pipe is excluded due to the slats and wrapping.

Figure 3 is a detail clipped from Figure 2 that shows the end of the cleaned and wrapped pipe and Figure 4 shows the assembled, coated pipe strings including one on the launchway prior to pulling them across the Straits. Figure 5 shows the welding operation that joined the 2500' strings together as the line was launched. Approximately eight such girth welds had to be made and coated in the 60-65 hour time it took to launch the pipes across the Straits. No details are available of how the pipe was preheated prior to welding or coated after welding in this operation where time was of the essence. It is notable that in Figure 5, the 1" x 4" wooden slats that were supposed to encircle the pipe are only covering the bottom third of the pipe as opposed to those pipes seen in Figure 4. According to Bruce Trugen, this change was made to ease assembly of the pipe strings midway in the construction process. It is also apparent in Figure 5 that the presumed Kraft paper protective layer is only on the top third of the pipe. As in all construction projects, field changes to a design are inevitable, but no documentation has been discovered regarding field change procedures on the Line 5 project and their approval by engineering personnel.

Discussion

The previous section of this report details what is publically known about the coating system used on Enbridge Line 5 under the Straits of Mackinac and how it was applied in 1953. As of 2016, Jason Manshum, an Enbridge spokesman has taken the position that this pipe is in "like new condition." It is not clear what criteria were used to arrive at this judgement but, as the following section of this report documents, "like new condition" isn't what it used to be.

The 1" x 4" wooden slats that were supposed to encircle the pipe and prevent coating abrasion and point load protection were found to be largely missing in 1964. Two as built drawings of the pipeline (Appendix 1, References 4 and 5) show notations that indicate most of the slats were damaged during the pipe laying operation. Figure 6 is a photograph clipped from the Enbridge 2012 underwater inspection video of Line 5 that, typically, shows these slats lying on the bottom surrounding the pipe. A review of all the video from the 2012 inspection does not show any slats encircling the line throughout its entire exposed length.



Figure 1. Trugen Photo of Pipe Cleaning Machine (00010370013.tif)



Figure 2. Trugen Photo of Pipe Wrapping Machine (00010370012.tif)



Figure 3. Detail Enlarged from Trugen Photo of Pipe Wrapping Machine Showing Wrapped Pipe (00010370012.tif)



Figure 4. Trugen Photo of Pipe Stockyard (00010370011.tif)



Figure 5. Trugen Photo of Pipe String Assembly Welding (00010370005.tif)



Figure 6. Photo Clipped from Enbridge 2012 Underwater Inspection Video of the West Line Taken on 8/24/2012 at 12:01:06 Showing Detached Slats.

Judging the condition of the asphalt enamel saturated glass fiber coating system is difficult because the entirety of Line 5 is encrusted with biofouling comprised of mussels, algae and sediment. Bill Scheuette, Hydrographics Manager for Veolia ES Special Services, Inc. noted in his report⁷ to Enbridge following his firm's 2007 underwater inspection "The exposed portion of the pipeline is heavily covered in zebra mussel growth, making a detailed analysis of the coating and actual pipe condition impossible." Figures 7, 8, 9, 10 and 11 are clipped from Enbridge's 2012 underwater inspection video and show features where it appears the coating is either partially or totally missing or disbonded from the pipe. Figure 11 is especially interesting because it was taken at one of the few times the survey vehicle turned on its lights revealing true color. Video taken below about 60 feet deep only shows blue/grey monochrome images because red light is entirely filtered out by the water at this depth. There may be another interpretations of Figure 11, but it appears to this author as if the coating is compromised in many areas and the pipe appears rusty with apparent pitting corrosion when viewed in true color.

Asphalt coatings have been used since historical times as a waterproofing and corrosion preventative coating. They are frequently used in roofing materials and asphalt shingles. The asphalt used in these applications is made up of molecules of widely varying molecular weights and pipeline coating grade asphalt is chemically processed to remove low molecular weight species. Molecular weight distribution control is necessary to ensure that the finished product will have a desirable balance of low temperature plasticity and high temperature flowability. A common problem with such natural polymeric materials is that, over time, the low molecular weight species that provide plasticity both migrate into the environment and react together reducing plasticity and causing shrinkage which results in cracks. This is why old asphalt shingles shrink and crack. It is unlikely a 64 year old underwater pipeline coating is immune to these phenomena.



Figure 7. Photo Clipped from Enbridge 2012 Underwater Inspection Video of the East Line Taken on 8/28/2012 at 10:35:23 Showing Missing and Disbonded Coating



Figure 8. Photo Clipped from Enbridge 2012 Underwater Inspection Video of the East Line Taken on 8/24/2012 at 11:44:26 Showing Missing and Disbonded Coating



Figure 9. Photo Clipped from Enbridge 2012 Underwater Inspection Video of the East Line Taken on 8/25/2012 at 09:01:54 Showing Missing and Disbonded Coating



Figure 10. Detail from Photo Clipped from Enbridge 2012 Underwater Inspection Video of the West Line Taken on 8/25/2012 at 15:58:44 Showing Disbonded Coating and Broken Band



Figure 11. True Color Photo Clipped from Enbridge 2012 Underwater Inspection Video of the East Line Taken on 8/28/2012 at 13:58:13 Showing Missing and Disbonded Coating and Rusty Coloration of Pipe with Apparent Pitting Corrosion

Conclusions

The coating system used on Enbridge Line 5 under the Straits of Mackinac would not have been considered to be the best available practice in 1953 for two reasons. First, the coating system was field applied even though it was recognized at the time that coatings applied in a controlled environment at the pipe factory are of superior quality with fewer coating holidays. Second, coal tar coatings are recognized as having superior properties to asphalt based coatings but, even in 1953, the industrial hygiene problems with coal tar (coal tar is a known human carcinogen) precluded its use in the field. A good review of the challenges faced by operators of vintage pipelines due to coating issues was presented by Didas⁸ at a recent NIST symposium. Figure 12 is taken from this document and shows how a disbonded coating can lead to a very corrosive environment under the disbonded coating. The similarity of this illustration to the apparently disbonded coatings found in Figures 7-11 is apparent.

Coating failure with resultant corrosion is the prime cause of vintage pipeline failure and, because of the unpredictability of coatings and corrosion phenomena, no insurance carrier will insure a pipeline against corrosion damage. Coating lifetimes are uncertain and even the best current coating technology, fusion bonded epoxy, is not warranted by manufacturers as to expected lifetime. A recent product brochure from 3M Corporation contains the following language: *"All statements, technical information and recommendations related to 3M Products are based on information believed to be reliable, but the accuracy or completeness is not guaranteed. Before using the 3M Product, you must evaluate it and determine if it is suitable for your intended*

application. Because conditions of Product use are outside of our control and vary widely you assume all risks and liability associated with such use."



Figure 12. Typical Corrosion Found Under a Disbonded Coating as Reveled by Light Abrasive Blasting

Based on knowledge of the coating system used on Line 5 and the photographic evidence presented in Figures 7-11, the asphalt enamel based coating system on Enbridge Line 5 under the Straits is compromised or missing on many areas of the pipe. Because of biofouling and the lack of true color underwater survey videos, it is impossible to judge how much of the coating system is compromised. It is known that the 1" x 4" wooden slats, designed to protect from point loads and abrasion, are entirely missing. Cathodic protection survey data, which could be interpreted to give an indication of the integrity of this electrically shielded coating system, is not publically available.

Even though the pipe used in Line 5 under the Straits has very thick walls and is a favorable alloy, it is not immune to corrosion and stress corrosion cracking. The biofouling on the pipe has been documented⁹ to produce a very corrosive environment in some situations. It is clear that the coating system on Line 5 under the Straits has exceeded its useful life and no longer provides the level of corrosion protection expected by the original designers. A full study of the integrity of the coating system and the impact of biofouling on Line 5 is required as an integral part of any fitness for service evaluation made of this pipe. Recommendations as to the design of this study are beyond the scope of this Appendix but would involve biofouling sampling and characterization, coating sampling and characterization, pipeline cleaning and inspection and other work intended to elucidate the exact condition of the coating on Enbridge Line 5 under the Straits of Mackinac. In this study, special attention should be paid to the

condition of the eight girth welds that were used to join the 2500' pipe strings as they were being pulled across the Straits. The lack of any documentation regarding how these joints were quickly coated as the pulling operation progressed under time pressure makes this a particularly important concern.

¹ "Michigan Public Service Commission, Opinion and Order, In the matter of the Application of Lakehead Pipe Line Company for approval of construction and operation of a common carrier oil pipeline", (Case D-3903-53.1, March 31, 1953)

² "Straits of Mackinac Pipe Line Easement, Conservation Commission of the State of Michigan to Lakehead Pipe Line Company, Inc.", April 23, 1953

³ "Engineering and Construction Considerations for the Mackinac Pipeline Company's Crossing of the Straits of Mackinac" and "Report on the Structural Analysis of the Subaqueous Crossing of the Mackinac Straits," submitted by Mackinac Pipeline Company/Lakehead Pipeline Company to the Michigan Department of Conservation, January, 1953

⁴ "Enbridge Energy Limited Partners, Operational Reliability Plan, Line 5 and Line 5 Straits of Mackinac Crossing", Enbridge Energy Limited Partners, 2014

⁵ "Mackinaw Straits Pipeline Crossing", Trugen, B., The Spartan Engineer, Michigan State University Press, Lansing, MI, May 1954, p. 20

⁶ "Tentative Recommended Specifications for Asphalt Type protective Coatings for Underground Pipe Lines – Wrapped Systems", NACE Technical Unit Committee T-2H, Publication 57-11, Corrosion, Vol. 13, p. 75.

⁷ "Job overview report from the Enbridge Energy, Straits of Mackinac pipeline inspection and repair project", William Scheutte, Hydrographics Manager, Veolia ES Special Services, Inc., 2007, (Document A3_Final_Report_2007_Report_523955_7.pdf, MPB Record).

⁸ "A Pipeline Operators Viewpoint on Underground Coatings Issues", Didas, J., Colonial Pipeline Company, NIST Special Publication 1044, Advanced Coatings R&D for Pipelines and Related Facilities, National Institute of Standards and Technology, Gaithersburg, MD, p. 111

⁹ "Marine Fouling and Its Prevention", Publication No. 580, Woods Hole Oceanographic Institute, Annapolis, MD, 1952