

1 **BEFORE THE PUBLIC UTILITIES COMMISSION**
2 **OF THE STATE OF SOUTH DAKOTA**

3

IN THE MATTER OF THE APPLICATION OF NAVIGATOR HEARTLAND GREENWAY, LLC FOR A PERMIT UNDER THE SOUTH DAKOTA ENERGY CONSERVATION AND TRANSMISSION FACILITIES ACT TO CONSTRUCT THE HEARTLAND GREENWAY PIPELINE IN SOUTH DAKOTA	HP22-002 RICHARD KUPREWICZ SURREBUTTAL TESTIMONY IN SUPPORT OF LANDOWNER INTERVENORS
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5 **INTRODUCTION**

6 **1. Please state your name, position, and business address.**

7 Answer: My name is Richard B. Kuprewicz. I am the President of Accufacts Inc.
8 (“Accufacts”) which is headquartered at 8151 164th Ave. NE, Redmond, Washington
9 98052.

10 **2. Have you previously submitted testimony in this proceeding?**

11 Answer: Yes.

12 **3. To whose testimony are you responding in surrebuttal?**

13 Answer: I am responding to the rebuttal testimony of the following individuals:

- 14
- 15 • Mark Hereth, dated June 23, 2023, including his Rebuttal Testimony and its Exhibit
16 A, “Management of Ground Movement Hazards for Pipelines - Final Report,”
17 CRES Project No. CRES-2012-M03-02, February 29, 2017; and Exhibit B,
18 “Guidelines for Management of Landslide Hazards for Pipelines, prepared for
INGAA Foundation and a Group of Sponsors, prepared by Geosyntec Consultants,

19 Inc., Golder Associates, Inc. and Center for Reliable Energy Systems (CRES),
20 Version 1 August 17, 2020.

- 21 • Stephen Lee, dated June 26, 2023, including his Rebuttal Testimony and its Exhibit
22 A, PHMSA email to Mark Maple (ICC Safety division ICC) indicating, “If a
23 pipeline transports CO₂ as a fluid consisting of more than 90 percent carbon dioxide
24 molecules compressed to a supercritical state, the pipeline is regulated pursuant to
25 part 195, even if a segment of the pipeline **temporarily** [emphasis added]
26 experiences operating conditions in which the fluid is not maintained in a
27 supercritical state;” and Exhibit B, DNV Design Verification Report, dated June 6,
28 2023.

29 **SUMMARY OF TESTIMONY**

30 **4. Please summarize your testimony.**

31 Answer: Based on my background and experience, I will briefly focus my Surrebuttal
32 Testimony concerning the carbon dioxide pipeline proposed by Navigator Heartland
33 Greenway, LLC (“NHG”), into three key areas related to siting of carbon dioxide pipelines:

- 34 1. The need for the South Dakota Public Utilities Commission (“SDPUC”) to require
35 NHG to provide approximate temperature profiles (temperature versus milepost)
36 for its proposed pipelines so as to identify areas of the pipeline that will transport
37 carbon dioxide in a liquid phase and not in a supercritical phase, as outlined further
38 below;
- 39 2. The need for the SDPUC to require NHG to conduct and disclose computer
40 modeling and a methodology to predict the dispersion of carbon dioxide from a
41 rupture of the proposed pipeline, that is capable of taking into account all of the

42 following factors: the actual initial phase of the carbon dioxide along the pipeline;
43 pipeline diameter, operating pressure, purity of the CO₂ stream, pipe segment
44 length, distance between mainline valves, valve closure times, product release rate,
45 representative climatological data, and characteristic topography, so as to assist the
46 Commission in its assessment of the unavoidable risks that would be created by the
47 proposed pipeline.

48 3. The fact that numerous industry practices, such as those included in Exhibit A and
49 B to the testimony of Mark Hereth, referenced above, are not incorporated into
50 federal pipeline safety regulations for many good safety reasons, as they are gravely
51 inadequate and even incomplete in many important areas as discussed further
52 below.

53 **5. Why should the Commission require that approximate temperature profiles be**
54 **provided for the proposed pipelines in South Dakota?**

55 Answer: In making informed siting decisions related to the risks of siting a carbon dioxide
56 pipeline, the approximate temperature profile should be provided by the Applicant so that
57 the most likely phase of carbon dioxide along the pipeline can be ascertained. Where the
58 temperature of the carbon dioxide is below approximately 88 degrees Fahrenheit (the
59 critical temperature of carbon dioxide), the carbon dioxide will be in a liquid phase at
60 pipeline pressures, and not in a supercritical phase. Given the weather extremes exhibited
61 in South Dakota, the depth of the frost line in South Dakota, and the fact that the pipeline
62 will not be insulated or heated, it is certain that most of the proposed pipeline will operate
63 at temperatures well below the critical temperature, in which locations the pipeline will not
64 be transporting supercritical carbon dioxide. Based on public responses supplied by

65 Navigator in Illinois, I expect that the vast majority of the pipeline mileage (on an order
66 greater than 95%) will be permanently operated with carbon dioxide in a liquid phase and
67 not in a supercritical phase, though the Commission should require NHG to confirm this.
68 Pipeline operating temperature affects carbon dioxide density and related pipeline release
69 dynamics. Carbon dioxide density substantially impacts the mass of carbon dioxide that
70 can be released and the geographic scope of the area that could be affected by a pipeline
71 rupture. Given the expected operating conditions of the pipeline I would expect the liquid
72 phase to be on the order of 20 to 40 percent denser than carbon dioxide at its supercritical
73 state at its injection temperature. The lower the operating temperature, the greater the mass
74 of carbon dioxide in the pipeline and the greater the amount of carbon dioxide that would
75 be released upon rupture. Therefore, the NHG pipelines proposed operating temperature
76 range, its average operating temperatures by month, and its temperature profile are
77 important safety information needed to determine the accuracy of NHG's worst case
78 discharge calculations. Normally, such information is supplied in at least two basic
79 boundary cases: 1) the temperature profile of the pipeline during the coldest time of the
80 year, and 2) the temperature profile of the pipeline during the warmest time of the year.
81 Absent such temperature information, the Commission will not be able to independently
82 verify the reasonableness of NHG's plume dispersion modeling.

83 **6. How do you respond to Mr. Hereth's statement that the carbon dioxide in NHG's**
84 **pipeline will be transported in a supercritical state, such that the regulatory concerns**
85 **identified in your paper do not apply to its project?**

86 Answer: It is a virtual certainty that the vast majority of the carbon dioxide in NHG's
87 pipeline will be in a liquid state, because the carbon dioxide will cool below 88 degrees

88 Fahrenheit (the approximate supercritical temperature) as it is transported through the
89 much cooler earth in the uninsulated underground pipeline. It is likely that NHG has
90 conducted engineering studies related to pipeline operating temperatures, which studies
91 would settle this issue. To resolve this dispute, the Commission should simply require
92 NHG to disclose these important studies or to develop and release such important
93 information for this proceeding. In the unlikely event that NHG has not conducted
94 temperature profile studies, then Mr. Hereth's testimony has no basis in fact.

95 **7. How do you respond to the statements by Mr. Lee that the carbon dioxide in NHG's**
96 **proposed pipeline will not be maintained in a supercritical state during transport, but**
97 **that this fact is irrelevant because PHMSA has asserted that it has jurisdiction over**
98 **the entire pipeline?**

99 Answer: First, I note that Mr. Lee's statement is in conflict with Mr. Hereth's statement.
100 Second, Exhibit A to Mr. Lee's testimony, the email from Tewabe Asebe, an unidentified
101 PHMSA employee, to Mark Maple of the Illinois Commerce Commission, is not as
102 clearcut as implied by Mr. Lee. The PHMSA employee states: "If a pipeline transports
103 CO₂ as a fluid consisting of more than 90 percent carbon dioxide molecules compressed to
104 a supercritical state, the pipeline is regulated pursuant to part 195, even if a segment of the
105 pipeline temporarily experiences operating conditions in which the fluid is not maintained
106 in a supercritical state. If, however, a pipeline has operational controls in place (e.g.,
107 pressure limiting devices) that prevent CO₂ from entering a supercritical state, the pipeline
108 would not be regulated under Part 195." This statement fails to address a situation where
109 a segment of a carbon dioxide pipeline operates below the critical temperature at all times,
110 such that the operating conditions are not "temporary." Moreover, the email fails to

111 recognize that low temperature is more likely to result in operation in a liquid state than
112 low pressure, because NHG's pipeline operators would be able to increase operating
113 pressure via use of pumps, whereas its operators have provided no evidence as to how
114 carbon dioxide will be maintained above its critical temperature, a requirement to assure
115 supercritical state.

116 NHG will have little control over carbon dioxide temperature, because its pipeline will be
117 neither insulated nor externally heated and the temperature will be substantially impacted
118 by heat loss to the ground, that in turn is subject to seasonal variations in ground
119 temperature, the rate of throughput, and distance from pump stations, which pumping
120 would provide the only heat added to the carbon dioxide. PHMSA's assertion of
121 jurisdiction is not as clear as suggested by Mr. Lee.

122 The question of PHMSA's jurisdiction over NHG's proposed pipeline and other proposed
123 carbon dioxide pipelines when they are transporting carbon dioxide in a liquid phase is a
124 legal matter that has not yet been determined by the courts. In the event of a leak or rupture
125 of a carbon dioxide pipeline operating in a liquid state, to avoid liability, a pipeline operator
126 could argue that the pipeline at the time of rupture was not within federal pipeline safety
127 jurisdiction. I recommended that PHMSA amend its regulations to eliminate this
128 ambiguity. Until PHMSA does so via a rulemaking, PHMSA's jurisdiction over
129 transportation of liquid carbon dioxide is ambiguous.

130 Mr. Lee does not discuss the underlying point here that pipeline operating temperature at
131 the time of a rupture can substantially impact the amount of carbon dioxide released, and
132 this in turn impacts the danger zone of the proposed pipelines. NHG should release
133 temperature studies so that the Commission, intervenors, and first responders are able to

134 assess the accuracy of NHG’s dispersion modeling, as well as PHMSA’s asserted claims
135 of jurisdiction.

136 **8. What is your response to the statements of Mr. Hereth and Mr. Lee statements related**
137 **to running ductile fractures and his reliance on his Exhibit B, the DNV Design**
138 **Verification Report?**

139 Answer: First, I note that the entirety of the federal regulation on prevention of running
140 ductile fractures is contained in 49 C.F.R. §111, which states in full: “carbon dioxide
141 pipeline system must be designed to mitigate the effects of fracture propagation.” Thus,
142 this federal regulation contains no detailed safety standards for prevention of running
143 ductile fractures. Instead, the judgment about how to prevent running ductile fractures is
144 left entirely to pipeline operator judgment. Mr. Hereth asserts that this utterly vague federal
145 safety standard has the benefit of allowing “new methods to be used as they are developed
146 and published,” which statement assumes that the pipeline industry will in fact develop and
147 implement new methods to prevent such fractures. In my experience, such vague standards
148 are more likely to result in passivity and a failure to adopt improved technology due to cost
149 considerations or operator inertia. Moreover, since PHMSA regulations establish safety
150 standards related to pipeline operating pressure, 49 C.F.R. § 195.406, there is no reason
151 why PHMSA could not establish pressure-based safety standards for methods to prevent
152 running ductile fractures, for example to determine the need for greater steel strength or
153 the design and use of crack arrestors, based on the pressures that can be predicted to result
154 from the explosive decompression of carbon dioxide pipelines. Also, where crack arrestors
155 are used, PHMSA could specify their maximum spacing along a pipeline.

156 Second, the DNV Design Verification Report does not specifically describe any actions to
157 be taken by NHG or specific requirements for the design of NHG’s pipeline with regard to
158 prevention of running ductile fractures. Instead, the DNV report claims to be a
159 comprehensive review of NHG’s “design philosophy” and it generally confirms that
160 NHG’s design references the appropriate industry standards. Mr. Lee claims that the DNV
161 document includes “steps to mitigate ductile fracture propagation, including sections or
162 areas of pipeline of more conservative design factors including locations of bores,
163 horizontal directional drills, valves and crack arrestors as warranted to further design and
164 implement redundant fracture control mitigation systems.” The DNV document does not
165 describe or discuss any of these engineering issues. It does not expressly confirm that NHG
166 has in fact identified “sections or areas of pipeline of more conservative design factors”
167 needed to prevent running ductile fractures; does not describe if and where NHG will install
168 crack arrestors to prevent running ductile fractures; and does not otherwise state how NHG
169 will mitigate this risk. It merely lists a large number of industry standards and states in
170 general terms that the NHG design paperwork complies with them.

171 Moreover, running ductile fractures may also be caused by variations in the proportion of
172 contaminants including noncompressible gases, but as discussed in the report attached to
173 my direct testimony, PHMSA currently has no safety standards related to carbon dioxide
174 stream quality and contaminant controls.

175 **9. What is your response to Mr. Hereth’s and Mr. Lees discussion of carbon dioxide**
176 **pipeline release dynamics and modeling?**

177 Answer: Carbon dioxide exhibits several unusual properties that distinguish its movement
178 on release from the movement of products released by conventional hydrocarbon

179 transmission pipelines (e.g., petroleum or natural gas transmission pipelines). A review of
180 phase diagrams for carbon dioxide shows that upon rupture a carbon dioxide pipeline will
181 decompress from the operating pressure at the time of the rupture to atmospheric pressure,
182 and the carbon dioxide will increase in volume forming a gas by a factor of approximately
183 400 to 500 times the pipeline initial volume upon warming to ambient temperature. Such
184 decompression is explosive and is the result of the carbon dioxide converting from a dense
185 (liquid or supercritical) phase to a low-density gas phase. The force of this explosion may
186 be impacted by the phase of the carbon dioxide (i.e., liquid or supercritical), its temperature
187 and pressure, and the presence of contaminants.

188 Moreover, the rate of carbon dioxide release from a pipeline rupture can vary considerably
189 over time, even above the initial rate of release, due to the possible formation of dry ice
190 within the pipeline upstream and downstream of the pipeline failure site. As a result, the
191 dynamics of carbon dioxide pipeline ruptures are remarkably different than conventional
192 hydrocarbon transmission pipeline ruptures that decline with time. These dynamics make
193 carbon dioxide pipeline ruptures much more dangerous and their dynamics and impacts
194 more difficult to predict than conventional hydrocarbon transmission pipelines ruptures.

195 Since release volumes and dynamics depend in part on the phase of the carbon dioxide at
196 the time of rupture, the Commission should require that NHG identify the areas of the
197 pipeline that will be in supercritical and which segments will be in liquid phase for the
198 boundary cases identified above, supported by appropriate temperature profiles.

199 The other major point that commands much respect from carbon dioxide pipeline releases
200 is that, once warmed by the atmosphere, carbon dioxide releases are colorless, odorless,
201 and heavier than air and may travel considerable distances depending on weather and

202 topography. For example, the Denbury Gulf Coast Pipeline, LLC, carbon dioxide pipeline
203 rupture near Satartia, Mississippi, forced rescue and medical evacuation of the residents of
204 Satartia, some located over one mile from the rupture site. This pipeline had a nominal
205 diameter of 24-inches and the distance between the nearest upstream and downstream
206 valves was 9.55 miles. Pipeline and Hazardous Materials Safety Administration
207 (“PHMSA”) Failure Investigation Report - Denbury Gulf Coast Pipelines, LLC, May 26,
208 2022, page 4 (Exhibit A).¹ In its Consent Agreement with Denbury, PHMSA ordered that
209 Denbury reassess whether a rupture of the pipeline “could affect” all high consequence
210 areas within two miles of the pipeline. PHMSA Consent Agreement, March 23, 2023, page
211 5, para. 19 (Exhibit B). Although the proposed pipeline would at six and eight inches in
212 diameter contain less carbon dioxide per foot than the Denbury pipeline, it is possible that
213 the distance of pipeline vented could be up to two times longer, assuming that NHG
214 proposes to locate valves in accordance with 49 C.F.R. § 195.260(c), which allows valve
215 spacing up to 15 miles apart where a pipeline could affect a high consequence area, and up
216 to 20 miles apart in other areas. Even ruptures of relatively smaller diameter carbon dioxide
217 pipelines could kill or harm persons and animals a considerable distance from the rupture
218 site. To understand the risks that would be created by the proposed pipeline, the
219 Commission should determine this danger zone based on a clear and defensible and
220 conservative methodology.

221 While dispersion modeling can predict the possible danger zone resulting from a rupture
222 of any carbon dioxide pipeline, not all dispersion modeling takes account of topography

¹ Because of the file size that may interfere with transfer through some servers, my Exhibit A may be downloaded from PHMSA’s website at: <https://www.phmsa.dot.gov/sites/phmsa.dot.gov/files/2022-05/Failure%20Investigation%20Report%20-%20Denbury%20Gulf%20Coast%20Pipeline.pdf>.

223 and gravity, the range of weather conditions, and vegetation types. Reliance on simplistic
224 dispersion models can be useless and even negligent. For example, Denbury relied on the
225 PHAST model to predict the “could affect” areas near its pipeline. The PHAST model is
226 owned by DNV, a consultant for NHG. The PHMSA Consent Agreement states that “the
227 earlier PHAST dispersion analysis was wrong and that the town of Satartia was a “could-
228 affect” HCA and should have been included in Denbury’s Public Awareness and Damage
229 Prevention Program.” Exhibit B at page 5, para. 18. That is, the PHAST model
230 substantially underpredicted the potential dispersion of the carbon dioxide following a
231 rupture of the Denbury pipeline, with the result that Denbury did not include the Town of
232 Satartia or its local first responders in the company’s emergency response planning or
233 public education programs. With regards to this rupture, Mr. Lee’s testimony states:
234 “sufficient emergency response training and awareness per 49 CFR 195.403 may not have
235 been adequately considered and addressed in the operator’s integrity management plan and
236 procedures.” Mr. Lee fails to recognize that the reason for Denbury’s complete failure to
237 provide “emergency response training and awareness” to local residents and first
238 responders was due entirely to the failure of DNV’s PHAST model to predict that the
239 residents of the Town of Satartia were at risk. Denbury’s PHAST model runs found that
240 Satartia was outside of the predicted area of hazardous carbon dioxide levels. Due to its
241 reliance on the PHAST model, Denbury excluded Satartia area residents and emergency
242 responders from its public education and training programs, such that neither the residents
243 nor the first responders anticipated and were prepared for a rupture of the pipeline. The
244 Satartia rupture demonstrated that use of the PHAST model to predict the full extent of the

245 danger zone following a pipeline rupture is likely to underestimate the danger zone, such
246 that its use is unreasonable and would constitute negligence.

247 Simple models, such as the PHAST model, fail to accurately account for weather
248 conditions, turbulence, and more importantly the effects of topography and gravity on
249 heavier than air carbon dioxide gas. In particular, gravity never shuts off and can easily
250 overcome the effect of wind speed and direction, particularly during times of very low
251 wind speed, which was the case at the time of the Satartia rupture.

252 It is critically important that the Commission, the public, and first responders have access
253 to the best available dispersion modeling that takes into account all of the factors discussed
254 herein, including but not limited to carbon dioxide phase, topography, and weather.

255 Current PHMSA federal minimum pipeline safety regulations do not adequately identify
256 nor codify the actions that operators must take to address the unique properties and risks
257 created by carbon dioxide pipelines designated for carbon sequestration services. This is a
258 major deficiency in current federal pipeline safe safety regulations that needs to be
259 addressed by PHMSA. Although PHMSA has announced a rulemaking to improve its
260 carbon dioxide pipeline safety regulations, this effort will take at least another two years.

261 While NHG seeks to build its pipeline so as to exploit the federal 45Q tax credit as soon as
262 possible, such artificial federal incentive does not justify Commission approval of
263 construction before PHMSA completes its rulemaking and among other improvements
264 fully investigates carbon dioxide pipeline rupture dispersion modeling and acts to integrate
265 robust modeling requirements into federal law.

266 Mr. Lee criticizes me because I did not provide volumes or concentrations of carbon
267 dioxide following a rupture of NHG's proposed pipelines, essentially faulting me for not

268 running my own dispersion models. Yet, Mr. Lee, who presumably has access to NHG's
269 dispersion modeling fails to provide such data himself. He also states that I ignore 49
270 C.F.R. § 195.452, which relates to pipeline integrity management in high consequence
271 areas, but he fails to discuss this regulation, the definitions related to it in 49 C.F.R. §
272 195.450, or Appendix C to the regulations, which provides guidance on implementation of
273 integrity management programs. What Mr. Lee fails to recognize is that these regulations
274 are intended to identify high consequence areas and specify design and operation safety
275 standards for these areas, but they were originally written to address hydrocarbon pipeline
276 spills, not carbon dioxide pipeline spills, which behave radically differently from each
277 other. When PHMSA extended its high consequence area regulations to supercritical
278 carbon dioxide pipelines it did not modify these regulations to account for the differences
279 in these products. Therefore, these regulations are deficient in multiple ways, including by
280 failing to recognized that carbon dioxide does not flow into water or overland like
281 petroleum products. Moreover, as Mr. Lee recognizes, plume modeling is not defined nor
282 required by this outdated regulation such that there are no standards for carbon dioxide
283 plume modeling in the federal pipeline safety regulation. Thus, NHG's plume modeling is
284 not subject to any specific federal plume modeling standards, whatsoever. Further, Mr.
285 Lee does not describe or discuss the efficacy of NHG's plume modeling methodology, its
286 assumptions, or its outputs. Therefore, he provides no assurance whatsoever about the
287 quality or reasonableness of NHG's plume modeling effort.

288 With regard to NHG's compliance with 49 C.F.R. § 195.210(a), related to pipeline location,
289 due to 49 U.S.C. § 60104(e), which statute was enacted after the regulation and which
290 prohibits PHMSA from issuing safety standards related to pipeline location, Mr. Lee fails

291 to recognize that 49 C.F.R. § 195.210(a) is unenforceable and in my experience PHMSA
292 has therefore never attempted to enforce this rather meaningless regulation.

293 Mr. Lee also claims that NHG is using modeling “to identify buffer zones where applicable
294 that exceed the Part 195 requirements.” Mr. Lee fails to cite any reference for such carbon
295 dioxide buffer zone requirements, because none exist. The word “buffer” is used
296 exclusively in Part 195 in 49 C.F.R. § 195.12, which exclusively regulates “low-stress
297 pipelines in rural areas,” which category does not include supercritical or liquid carbon
298 dioxide transmission pipelines. PHMSA regulations do not otherwise define any “zone”
299 for carbon dioxide pipelines related to buffers, hazards to health, or high consequence
300 areas. PHMSA regulations contain no plume modeling or “buffer zone” requirements for
301 carbon dioxide pipelines. Thus, while it is certainly possible to use plume modeling to try
302 to identify buffer zones, federal pipeline safety regulations contain no standards for such
303 effort. Pipeline operators are free to use or not use any dispersion model in any way they
304 wish and to choose a buffer zone (or not), with the result that federal law does not provide
305 any assurance that NHG’s dispersion modeling or buffer zone determination meets any
306 quality or safety requirements other than those of the company’s own invention.

307 Mr. Lee also references the “Potential Impact Radius” (“PIR”) definition in the natural gas
308 pipeline regulations in 49 C.F.R. § 192.903, which is defined by a formula to try and
309 determine the hazard zone in the event of a pipeline rupture. This formula contains two
310 variables: the pipeline diameter and its maximum allowable operating pressure, plus a
311 natural gas-specific adjustment factor, which is based in theory on the heat of combustion.
312 The formula is a simple way of estimating the area near a natural gas pipeline rupture in
313 which a “potential failure of a [natural gas] pipeline could have significant impact on

314 people or property.” This formula was not designed for use in estimating the area in which
315 people or property could be impacted by a carbon dioxide pipeline rupture. Since this
316 formula is based on the theoretical heat of combustion, and carbon dioxide does not combust,
317 there is no engineering justification for its use in estimating the potential impact zone for
318 natural gas pipelines. Unlike the blast and thermal radiation generating buoyancy from a
319 natural gas pipeline rupture ignition, carbon dioxide does not combust and rarely if ever
320 radiates from a rupture site in a circle. Thus, I disagree with Mr. Lee that the use of the PIR
321 formula has any utility in estimating the hazard zone in the event of a carbon dioxide
322 pipeline rupture.

323 Mr. Lee also states that “DNV . . . has facilitated hazard identification and risk analysis,
324 including studying the potential vapor cloud air dispersion for controlled and accidental
325 releases of carbon dioxide from the pipeline,” which suggests that NHG may have relied
326 on DNV’s PHAST model, in addition to the inappropriate use of the PIR formula, to
327 establish the non-existent Part 195 “buffer zones” that it claims to have used in selecting a
328 pipeline route.

329 Finally, Mr. Lee states that NHG is developing a NAV-911 system, researching possible
330 odorants, and considering the installation of a fiber optic sensing system, but he does not
331 otherwise describe these in-process and/or possible efforts. Absent greater assurance that
332 NHG will successfully implement such efforts and the uncertainty that such research
333 approaches will be ineffective in the field, the Commission should not rely on such
334 statements.

335 **10. What responses do you have to Mr. Lee’s rebuttal testimony related to contaminants?**

336 Answer: Mr. Lee states that the carbon dioxide will be produced by “high purity sources”
337 and that the carbon dioxide will meet “quality specifications” contained in shipper
338 agreements. He also states the NHG will have “measures in place to ensure specifications
339 are met.” He does not describe these measures, the equipment used to accomplish these
340 measures, or how they will be enforced. He also fails to state that these “quality
341 specifications” are not required by or regulated by federal pipeline safety standards, and
342 instead are entirely private standards contained in private contracts that are subject to
343 change without notice to PHMSA or any other regulator. Thus, Mr. Lee fails to provide
344 any meaningful discussion of NHG’s carbon dioxide quality specifications, the equipment
345 used to control and monitor contaminants, or the contractual enforcement mechanisms
346 available to enforce its private specifications. Mr. Lee also fails to recognize that water
347 and hydrogen sulfide (H₂S) are not the only possible contaminants that could impact
348 pipeline operations and safety. For example, pipeline operations may be impacted by the
349 accidental inclusion of noncompressible gases, such as oxygen and nitrogen. Further, Mr.
350 Lee does not discuss the potential for the NHG pipeline to be used to transport carbon
351 dioxide product streams from additional types of industrial facilities, such as coal and
352 natural gas power plants, chemical plants, cement plants, and other industrial facilities that
353 produce less pure product streams.

354 **11. What are your concerns about the industry references included by Mr. Hereth’s**
355 **Exhibit A and B?**

356 Answer: Many pipeline safety industry practices are wisely not incorporated by reference
357 into federal minimum pipeline safety regulations, either in whole or by part, for various

358 good reasons, lack of proper public feedback in a regulatory pipeline safety process being
359 one. Industry practice revisions are not necessarily improvements in safety. For example,
360 Mr. Hereth's Exhibit A and B referenced above provide much discussion without
361 addressing the specific threat associated with abnormal loading breakaway landside forces
362 that usually result in pipeline rupture. The CRES report issued February 28, 2017 and the
363 later Geosyntec Consultants, Inc. report of August 17, 2020 may be well meaning, but they
364 missed an important concept: that no pipeline can be designed to handle the extreme
365 abnormal loading forces associated with breakaway landslides, especially in steep terrain.
366 Continued pipeline ruptures such as the February 2020 Satartia, MS rupture is a clear recent
367 example of a pipeline's inability to deal with such abnormal loading forces, but also is
368 instructive about the deficiencies in PHMSA's safety standards due in part to their vague
369 requirements, excessive deferral to industry standards, and failure to require use of
370 improved technology. The Satartia pipeline rupture was caused by liquification of soil in
371 the pipeline's right-of-way in very steep terrain during heavy rainfall which is nothing new
372 to that region. Possible breakaway landslide areas in a right-of-way are just not that hard
373 to identify along a pipeline. Yet, according to the PHMSA Consent Agreement, Denbury
374 implemented vague and outdated geohazard identification safety standards so as to fail to
375 identify the geohazard that caused its rupture. Exhibit B pages 3-4, para. 14; page 5, para.
376 20. To correct Denbury's lax implementation, PHMSA ordered Denbury to "update" its
377 geohazard program. Exhibit A at page 6, para. 30. Likely, this update requires Denbury
378 to perform photogrammetry surveys via drone, which Denbury undertook in reaction to its
379 rupture. PHMSA, Notice of Probably Violation, May 5, 2022, at page 12 (Exhibit C).
380 Photogrammetry is a common, affordable, and long-available technology that uses

381 standard photographs to generate three-dimensional images that can be used to track land
382 threats such as possible breakaway landslides affecting a pipeline's ROW, and their
383 possible movements over time. This technology identified 10 additional geohazard areas
384 along the Denbury pipeline route. Even though this technology has been available for years,
385 the pipeline industry continues to depend on simple visual inspection of pipeline routes by
386 airplane pilots.

387 **12. Does this conclude your testimony?**

388 Answer: Yes.

389 /s/ Richard B. Kuprewicz

390 Richard B. Kuprewicz