HOUSE ENERGY AND ENVIRONMENTAL PROTECTION COMMITTEE
Testimony on House Bill 2712, Related to Underground Storage Tanks

Hearing Date and Time: Tuesday, February 6, 2018 at 8:30 a.m.

Testimony on behalf of Navy Region Hawaii

Good afternoon, Chair Lee, Vice Chair Lowen, and Representatives,

Thank you for the opportunity to testify. I am Captain Richard Hayes of the United States Navy. I am the commanding officer of Naval Facilities Engineering Command (NAVFAC) Hawaii, and also the Regional Engineer for Navy Region Hawaii. With me is Mr. Mark Manfredi, Project Manager for the Red Hill Facility, and personnel from the Navy Supply Command, Navy Region Hawaii, NAVFAC, and the Defense Logistics Agency. I am testifying on behalf of the U.S. Navy and Department of Defense on Hawaii House Bill 2712. As currently written this bill primarily targets the Department of Defense (DoD) Red Hill Bulk Fuel Storage Facility. The Environmental Protection Agency (EPA) and State of Hawaii Department of Health (DOH) regulate the Red Hill facility under a written agreement signed in September 2015 known as the Administrative Order on Consent (AOC). My testimony consists of four points:

1. The Administrative Order on Consent process works; it is enforceable and drives the development of upgrades to the Red Hill fuel facility.
2. Drinking water remains safe.
3. The Red Hill tanks are not leaking.
4. The Red Hill facility is vital to national defense.

1. The Administrative Order on Consent process works; it is enforceable and drives the development of upgrades to the Red Hill fuel facility.

The negotiated Administrative Order on Consent (AOC) has been successful and predictably directs actions as intended. To date the Navy and DoD have invested over $33 million and tens of thousands of hours specifically towards the AOC. The AOC focus is maintaining our safe drinking water. The Navy is committed to the AOC which enables EPA and DOH as regulators to have expanded and comprehensive ability to inspect, evaluate, and approve Red Hill actions beyond what is required under State and Federal regulations. The AOC sets hard deadlines...
for deliverables and is enforceable by the EPA and DOH. To date the Navy met every AOC deadline. To ensure we accomplish our work in a transparent and inclusive manner the AOC solicits and addresses external subject matter opinions. This process enables EPA, DOH, DLA, Navy, and other stakeholders to collaboratively address tank inspection, repair and maintenance; tank upgrade alternatives; release detection/tank tightness testing; corrosion testing; investigation and remediation; groundwater protection; as well as a risk and vulnerability assessment. The AOC creates legally enforceable decisions which are implemented using the federal procurement processes and, where necessary, the military construction process. Progress to date includes:

- Completed Section 6 and 7 (ground water assessment and modeling) analysis work plan with EPA and DOH approval.
- Completed the Current Fuel Release Monitoring Systems Report (Section 4.3) with EPA approval.
- Completed the Corrosion and Metal Fatigue Practices Report (Section 5.2) with EPA and DOH approval.
- Completed Section 6 and 7 (Monitoring Well Installation Plan).
- Added 6 new monitoring wells with additional wells planned.
- Completed the Sampling and Analysis Plan with EPA and DOH approval.
- Completed the Existing Data Evaluation Summary Report with EPA ad DOH approval.
- Completed the Section 2 tank inspection, maintenance, and repair report with EPA and DOH approval.
- Completed the Section 3 tank upgrade alternatives report.
- Currently testing vendor proposals under the approved New Release Detection Alternatives Report (Section 4.6).
- Scoping the Destructive Testing effort.
- Continuing progress on the Section 8 Risk and Vulnerability Study.
- Completed the first draft of the Section 8f. Alternate Site Study.
- Completed seismic evaluation study.
- Currently executing synoptic water level testing.

As proposed, HB2712 proposes a specific material solution as the tank upgrade alternative, explicitly identifying a secondary containment solution with interstitial monitoring by 2028, without the technical evaluation and assessment to support this alternative. A directed solution not scrutinized under the AOC process may not yield optimal results and is contrary to the spirit of the AOC. The Navy has demonstrated good faith in complying with the AOC.

Addressing tank upgrade alternatives at Red Hill is a unique and very complex issue, which is why the Navy supports the engineering based process mandated by the AOC. The Navy, with input from subject matter experts, undertook a
rigorous evaluation of the leading six tank upgrade alternatives, three of which are double-wall options. Deadlines are tight to accomplish our goal. With the analysis in hand, the Navy and regulators will decide on the best available practicable solution to continue upgrading the Red Hill tanks. Regulators must approve solutions, and provide valuable feedback at every stage to produce a thorough and effective product.

This step by step, engineering driven process incrementally evaluates best available practicable solutions – the AOC is not just a one-time assessment. The AOC reviews best available practicable solutions every five years, likely yielding over time a more innovative approach than the fixed solution mandated by HB2712.

The National Defense Authorization Act (NDAA) of 2017 requires the Navy, DLA, and EPA to brief the House Armed Services Committee on its Tank Upgrade Alternative recommendation upon final review. We respectfully remind the Chair and Committee members that there are no "off the shelf" solutions to many of these requirements. Assessing the best available practicable technology requires consideration of alternatives – including some untested alternatives – as well as considering public input. We remain committed to the AOC process, which focuses on achieving the best solutions for Red Hill.

2. Drinking water remains safe.

Past and current validated testing confirms, and all parties agree, that drinking water from the Red Hill shaft as well as nearby municipal wells is safe for human consumption. An EPA certified third party laboratory tests drinking water samples to validate analytical results. The Navy works with regulators at EPA and DOH, and with other stakeholders to ensure it remains safe. All analytical results are submitted to the regulatory agency which evaluates and confirms monitoring data. Testing records confirm that the drinking water meets or exceeds all Federal and State Safe Drinking Water Standards.

Since the fuel release in 2014, the Navy has added additional monitoring wells, installing the newest operating well in November 2017. The Navy installed the first groundwater monitoring well in 2002. In 2008, the Navy developed and implemented a DOH approved Groundwater Protection Plan that incorporated the existing groundwater monitoring wells. Today, there are 14 groundwater monitoring sites around the Red Hill facility to detect possible migration of contaminants toward the drinking water sources by collecting samples using procedures developed with EPA and DOH. The Navy, with the approval of regulators, is assessing locations to expand the monitoring well network, both
inside and outside of Navy property, to further improve groundwater flow models. The Navy provides the complete suite of studies, analytical data, and technical reports to the regulatory agencies and shares data for public review. The Navy updated the Ground Water Protection Plan in 2009, 2010, and again in 2014, each time with DOH approval. The Navy is consulting with DOH and EPA to continually evolve and update the Groundwater Protection Plan. Recent hydrogeological data provided additional evidence to the extent of a physical barrier that separates Red Hill from public water sources, supporting the 2015 EPA and DOH assessment that any migration from Red Hill to Board of Water Supply drinking water is “unlikely”. Our work continues on this effort.

We entirely agree that protecting the drinking water in Hawaii is an unquestioned, non-negotiable imperative. We are meeting this requirement through the AOC with our regulators, DOH and EPA.

3. Red Hill tanks are not leaking.

The Navy began a more stringent leak detection test at Red Hill in 2008 for two tanks, and then tested the remaining operational tanks in 2009. This new test, a tank tightness test, is a procedure that determines if an underground storage tank leaks. Operators fill the tank and precisely measure pressure over time to ensure the tank is not leaking. Planned to be a biennial test, the Navy increased tank tightness testing frequency to annually in 2015. The AOC and its Statement of Work (SOW) incorporated this test. The Navy most recently completed the Red Hill annual tank tightness test in December 2017. All operating tanks continue to pass leak detection criteria of Title 40 of the U.S. Code of Federal Regulations. Red Hill tanks are not leaking.

In 2014, contractors completed a multi-year service inspection and planned maintenance on Tank 5. Upon refilling the tank after being certified for return to service, the Navy experienced a release of 27,000 gals of jet fuel. There were three major failures that resulted in the fuel release, poor workmanship and lack of quality control by the contractor, poor quality assurance oversight by the Navy, and the operators’ lack of procedural compliance. The Navy took appropriate and corrective actions to fix the contractor's issues, lack of quality control and procedural failures. No other tanks were involved in the 2014 fuel release. The Navy reiterates for the record, that the official estimation for the 2014 fuel release from Red Hill Tank 5, based on best accounting practices, is approximately 27,000 gallons, not 40,000 gallons as the bill indicates.

In the October 2017 letter to stakeholders, Rear Adm. Brian Fort, Commander, Navy Region Hawaii, said:
“One way the Navy ensures operational fuel tanks do not leak is by conducting inspections and monitoring tank levels. The most detailed inspection, which requires months to accomplish, scans every square inch of the tank wall using electromagnetic, ultrasonic analysis, and visual verification. Control room operators, using the automated fuel handling equipment system, continually monitor fuel levels of every tank as well as check tank levels manually. Another measure the Navy takes to ensure our tanks do not leak is our annual tank tightness test, which has undergone a third-party review by the National Working Group on Leak Detection Evaluations. This month, we began this test again on all operational tanks in Red Hill. Since 2014, the military spent over $25.4 million on the Administrative Order on Consent (AOC)-related issues in support of our effort to monitor and upgrade the facility, and since 2006 we invested more than $240 million on other Red Hill projects. We have also not let up on tank maintenance. We awarded two contracts worth $39 million dollars to clean, inspect and repair five tanks, employing lessons learned from the 2014 release.”

The over $240 million spent on improvements include: installed groundwater and soil vapor monitoring systems, structurally reinforced and renovated the tunnels and passageways, improved ventilation, tank interiors, oil tight door systems, fire protection systems, pipelines, and Red Hill drinking water shaft security. This is in addition to our normally occurring preventive maintenance, tank testing and inspections.

4. The Red Hill facility is of vital strategic importance to our Nation and US Pacific Command.

Red Hill's importance hasn't changed in the past four years; if anything its importance has increased. Three years ago Brigadier General O'Neil, Director of Logistics, addressing PACOM's command of Air Force, Marines, Army, and Navy forces, testified (paraphrasing for clarity only):

The Red Hill facility holds a significant percentage of petroleum war reserves required to defend national security interests in the Pacific region. It supports all US military forces stationed in and transiting through Hawaii via its hardened, underground, cyber-protected, gravity feed system to Joint Base Pearl Harbor-Hickam. It supports the Hawaii Army and Air National Guard and is capable of defense support to civil authorities should circumstances dictate. There is no comparable US owned facility anywhere from India to mainland USA. USPACOM remains committed to operating environmentally sound facilities, demonstrated through a trained workforce and continued financial investment that has improved safety, accountability, detection and monitoring at Red Hill.

Red Hill has been vital to our nation since construction; it is vital today; and will remain vital for the foreseeable future. The DoD asks the Legislature to defer this bill
to allow DOH to continue its work with EPA and the Navy. We remain committed to protecting drinking water in Hawaii as an unquestioned, non-negotiable requirement. The AOC, which describes tasks that the Navy will complete within certain time constraints, is dedicated to meeting that requirement. This legally enforceable process provides the roadmap for the Red Hill facility with enhanced oversight and approval roles for DOH and EPA with expert resources beyond what this bill proposes.

In summary, your military in Hawaii and throughout the Pacific needs continuous and uninterrupted access to large volume, secure and sustainable fuel storage facilities. The Red Hill facility provides fuel to support countless contingency operations in the Pacific, and is essential to safeguard our national interests and support humanitarian missions overseas. The forward presence provided by your military builds international cooperation, maintains regional stability, and ensures maritime security, including the free flow of commerce to Hawaii, the mainland, and throughout the Indo-Asia-Pacific region. Red Hill will continue to operate safely with the process already established in the AOC. We respectfully request your support to defer action on this bill to ensure that the State Department of Health, the EPA, DLA, the Navy, and other stakeholders have sufficient time to complete our collaborative Administrative Order on Consent.

Thank you for the opportunity to testify today.
**Fiscal Implications:** None

**Department Testimony:** The department of health opposes HB2712.

It is not possible for the department to make rules as proposed in the current measure and remain an approved state underground storage tank (UST) program under federal law. Some of the rules required by the bill are less stringent than the federal underground storage tank regulations, which would constitute a violation of the requirements for state UST programs in Title 40 Code of Federal Regulations (CFR) §281-11. Other parts of the bill are problematic because they require rules which either conflict with the Administrative Order on Consent in Department Docket No. 15-UST-EA-01 (AOC) or which fail to provide owners and operators of UST systems time to come into compliance with them. Additionally, the proposed timeline for the department to complete the rulemaking required by this measure, which must be done pursuant to the requirements of chapter 91, Hawaii Revised Statutes (HRS), is simply not possible.

The department’s procedures for rulemaking (governed by chapters 91 and 201M, HRS, chapters 2-1 and 11-1, HAR, and Administrative Directive No. 09-01) include: public informational meetings during rule drafting; formatting review by the Legislative Reference Bureau; review by the Attorney General, EPA, and the Small Business Regulatory Review Board; a memo to the Governor explaining the reasons for the proposed regulatory change and the possible impacts on the department’s programs, the public, and the State’s economy; thirty day public notice; public
hearing and comment period; and department response to public comments. The department would require more time than this bill provides to rework its current draft rules to incorporate the changes required by this measure and complete the rulemaking process.

The state’s UST program is a federally approved and funded program. Therefore, the department is already required under 40 CFR Part 281 (“Approval of State Underground Storage Tank Programs”) to adopt state rules at least as stringent as the new federal rules by October 13, 2018 (the federal rules were updated in 2015). The department is currently engaged in the rulemaking process and the conflicting rule proposals in this bill would significantly interfere with department’s ability to comply with the federal deadline.

Several parts of this bill conflict with the goal of creating a comprehensive and internally consistent regulatory program. Having analyzed the current measure, we’ve found the following problems with the proposed requirements for the department’s regulations:

1. **Page 4 lines 12-17** – requiring field constructed tanks (FCTs) greater than 50,000 gallons and installed before July 15, 2015 to meet upgrade requirements in 40 CFR section 280.21.

   The tank upgrade requirements in 40 CFR section 280.21 are less stringent than the federal regulations for FCTs with regard to cathodic protection, allowing an internal liner alternative. The federal regulations that apply to these tanks (40 CFR section 280.252(b)(1)) require owners and operators to meet either the performance standards for new tanks in 40 CFR section 280.20(a) or cathodic protection. The new tank performance standards in 40 CFR section 280.20 are more stringent than the upgrade requirements in 40 CFR section 280.21. The state cannot adopt rules less stringent than the federal rules.

2. **Page 4 lines 12-14, 18-19** – requiring FCTs greater than 50,000 gallons and installed before July 15, 2015 to upgrade with secondary containment with interstitial monitoring by July 1, 2028.

   This requirement conflicts with an existing enforceable Agreement on Consent (AOC) between the US Navy, the Defense Logistics Agency (DLA), the department, and the US
EPA for the Red Hill bulk fuel storage facility. The AOC process allows and encourages
the development of new tank design and release detection technologies, and the
department would promulgate rules consistent with the AOC that preserve the possibility
that new, more protective technologies may be developed and introduced.

3. Page 4 lines 12-14 and page 5 lines 12-18 – allowing FCTs greater than 50,000 gallons
and installed before July 15, 2015 to use a release detection method that can detect a 0.5
gallon per hour leak at 95% probability.

The option to use a release detection method that can detect a 0.5 gallon per hour leak at
95% probability could be considered less stringent than the federal rules because there
are no other technical specifications required with this option. The release detection
option called “other methods” in 40 CFR section 280.43(i) that does not include other
technical specifications is more stringent because it requires the ability to detect a 0.2
gallon per hour leak at 95% probability. The state cannot adopt rules less stringent than
the federal rules.

4. Page 4 lines 12-14 and page 5 line 4 through top of 6 line 2 – requiring FCTs greater than
50,000 gallons and installed before July 15, 2015 to install a release detection system by
July 1, 2019.

The department believes this timeline is too short for compliance by regulated entities to
be feasible given the complexity of the requisite procurement and construction.

5. Page 6 lines 3-14 – requirement for FCTs installed on or after July 15, 2015 to be
secondarily contained.

These requirements do not specify an effective date(s), implying that they become
effective on the effective date of new rules, which would immediately render certain
tanks and piping already installed without secondary containment and interstitial
monitoring in violation of the rules without affording the owner or operator an
opportunity to come into compliance.

6. Page 6 lines 3-5 and 7-14 - requirement for FCTs installed on or after July 15, 2015 to
have interstitial monitoring with certain specifications.
This paragraph requires interstitial monitoring, but refers to technical terms (vacuum, pressure, hydrostatic testing, and leak rates) relevant to other forms of release detection that do not apply to interstitial monitoring. Interstitial monitoring in 40 CFR 280 subpart D means interstitial monitoring in accordance with technical specifications in 40 CFR section 280.43(g).

7. Page 6 lines 15-18, and p. 8 lines 4-10 – allowing onsite integral piping connected to FCTs greater than 50,000 gallons and installed before July 15, 2015 to use a release detection method that can detect a 0.5 gallon per hour leak at 95% probability. The option to use a release detection method that can detect a 0.5 gallon per hour leak at 95% probability could be considered less stringent than the federal rules because there are no other technical specifications required by the measure to accompany this option. The release detection option called “other methods” in 40 CFR section 280.43(i) that does not include other technical specifications is more stringent because it requires the ability to detect a 0.2 gallon per hour leak at 95% probability. The state cannot adopt rules less stringent than the federal rules.

8. Page 6 lines 15-18, page 7 lines 6-13, and page 8 lines 4-16 – requiring onsite integral piping connected to FCTs greater than 50,000 gallons and installed before July 15, 2015 to install a release detection system by July 1, 2019. The department believes this timeline is too short for compliance by regulated entities to be feasible given the complexity of the requisite procurement and construction.

9. Page 6 lines 15-18 and page 7 lines 13-19 – requiring onsite integral piping connected to FCTs greater than 50,000 gallons and installed before July 15, 2015 and in contact with soil or concrete to meet corrosion protection requirements. The rationale for including concrete, as opposed to soil only, in this requirement is not clear.
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Comments:
February 6, 2018

The Honorable Chris Lee, Chair
and Members
Committee on Energy and Environmental Protection
Hawaii State Capitol, Room 325
Honolulu, Hawaii 96813

Dear Chair Lee and Members:

Subject: House Bill 2712: Relating to Underground Storage Tanks

The Honolulu Board of Water Supply (BWS) strongly supports House Bill (HB) 2712. This bill will ensure the protection of our environment and underground sources of drinking water from the adverse impacts of leaking underground petroleum fuel tank systems through the application of standardized rules, requirements, and best practices that uniformly apply to all systems regardless of size and construction type.

The Department of Health (DOH) recently proposed revisions to Hawaii state rules that would require large field-constructed underground storage tanks (USTs) either (i) be provided with secondary containment beginning twenty years after the effective date of the rules or (ii) utilize a tank design and release detection method which the director determines are protective of human health and the environment. DOH's proposal is concerning because (1) it mirrors the long timeline under the Red Hill Administrative Order on Consent (AOC); and (2) can allow a tank design that does not have an annular space around the tank that can collect any leaked fuel and still be large enough to allow periodic inspection of the primary and secondary tanks. This design is unique to secondary containment and one that we believe provides our aquifers and environment the best protection from leaks from USTs.

This bill addresses these concerns by ensuring large field-constructed USTs and its piping be equipped with secondary containment and establishing a firm deadline for its installation. Our support for this measure is driven by the need to protect our drinking water aquifers and our concerns with the current direction being taken by the Parties under the Red Hill AOC.

The existing Red Hill AOC and schedule for its implementation does not respond commensurately to the imminent risk associated with the Navy's storage of millions of gallons of fuel above our sole-source aquifer. Soil and rock samples collected from below 19 of the 20 tanks at Red Hill show evidence of staining. Petroleum chemical contaminants have been found in groundwater samples collected from underneath the tanks that exceed current DOH Environmental Action Levels (EALs) for groundwater in one part of the aquifer.

Even according to the Navy's own preliminary risk assessment report submitted under the AOC, there have been 37 documented leaks occurring at Red Hill since the facility began operations in 1943—an average of one leak every other year. The report is also estimating the frequencies of future leaks by not only using Red Hill data, but also including data from United States commercial nuclear power plants and data from Navy installations other than the Red Hill
facility. We are concerned about its relevance and application because power plant data is predominantly from above ground storage tanks, storing water rather than fuel and constructed to nuclear industry standards, and maintained in a highly regulated environment which is not replicated at Red Hill. The other Navy tank installation data are from tanks that are not anywhere as large as the Red Hill tanks, not all underground, a mix of single and double-walled tanks, and tanks with cathodic protection that is not present in the Red Hill tanks. The report also fails to analyze the risk of earthquakes. BWS has significant concerns that seismic shaking could result in a break near the base of a tank, causing a tear and resulting in the release of millions of gallons of fuel into the environment.

Additionally, the interim groundwater modeling work currently underway discounts data that indicates regional groundwater flow direction could be from Red Hill toward Halawa Valley and the significant potential impact to a major BWS groundwater supply source, Halawa Shaft. The Navy interim modeling efforts indicate a strong predisposition to groundwater flow from Red Hill to Pearl Harbor and discounts any data to the contrary. Relying solely on the Navy’s modeling work could under inform the decisions made to improve the facility and protect groundwater.

For these reasons, BWS is counting on HB 2712 to ensure that the protective capabilities of secondary containment are in place to safeguard our drinking water especially if the Red Hill facility wants to store large volumes of fuel just 100 feet above our aquifer. Red Hill is the state’s largest field-constructed UST facility that should be regulated to a level proportional to the extremely large volume of fuel that it stores. The groundwater aquifer underneath the facility is called the Southern Oahu Basal Aquifer and is designated by the United States Environmental Protection Agency (EPA) as a sole source aquifer and principal source of drinking water for Wahiawa, Ewa and portions of Honolulu that if contaminated would create a significant hazard to public health. The need to preserve and protect groundwater quality and quantity now and into the future outweighs the continued operation of large field-constructed USTs without secondary containment and we strongly ask for your support of this measure.

Thank you for the opportunity to testify.

Very truly yours,

[Signature]

ERNEST Y. W. LAU, P.E.
Manager and Chief Engineer
Testimony to the House Committee on Energy & Environmental Protection
Tuesday, February 6, 2018 at 8:30 A.M.
Conference Room 325, State Capitol

RE: HOUSE BILL 2712 RELATING TO UNDERGROUND STORAGE TANKS

Chair Lee, Vice Chair Lowen, and Members of the Committee:

The Chamber of Commerce Hawaii ("The Chamber") opposes HB 2712, which requires, on or before 9/1/2018, that the Department of Health adopt rules for underground storage tanks and tank systems to conform with certain federal regulations and that include additional requirements for field-constructed underground storage tanks and tank systems.

In recognizing how critical the U.S. military presence is to Hawaii’s economy, the Chamber underscores that the Red Hill fuel facility is vital to military readiness as it supports all Hawaii-based military actions and a significant share of many more in the Indo-Asia-Pacific region.

It is the understanding of the Chamber that this legislation threatens the U.S. military’s ability to respond to crisis in the region, whether it is conflict or humanitarian aid/disaster relief, due to the fact that the requirements proposed in this bill are not feasible based on the timeline prescribed in it. The military’s ability to remain “ready to respond” is essential for preserving the military’s presence in the State and protecting our second largest industry. If the current bill is passed it is likely that the Red Hill facility will not be able to meet these mandates. The Chamber requests that you defer this measure indefinitely.

Thank you for the opportunity to testify.
Aloha mai! My name is Benton Kealii Pang. I am a member of the Hawaiian Civic Club of Honolulu, the first Hawaiian civic club established by Prince Jonah Kūhiō Kalanianaʻole in 1918, and I am the Ecosystems Committee Chair for the 25 clubs making up the Oʻahu Council of the Association of Hawaiian Civic Clubs. Our Hawaiian civic organizations support HB2712 to protect the State’s underground drinking water sources and surrounding environment by requiring the department of health to adopt rules for underground storage tanks, tanks systems, and related piping that conform with recent revisions to federal regulations and include additional requirements for certain field-constructed underground storage tanks including compliance with certain requirements in chapter 11-281, Hawaii Administrative Rules, or successor rules.

In November 2015, delegates for the Association of Hawaiian Civic Clubs passed a resolution at it's annual convention in Lahaina, Maui REQUESTING THE U.S. NAVY TO EXPEDITE CORRECTIVE ACTIONS TO THE RED HILL FUEL STORAGE FACILITY AND SAFEGUARD OAHU’S DRINKING WATER. Copies were sent to the heads of the State Department of Health, the Environmental Protection Agency, and the US Navy Pacific Region. I have attached the resolution and would like it filed for the record. Mahalo.

Aloha ʻĀina,

Benton Kealii Pang
Benton Kealii Pang, Ph.D.
Hawaiian Civic Club of Honolulu
Chair, Ecosystems Committee-Oʻahu Council
808-349-3636
ASSOCIATION OF HAWAIIAN CIVIC CLUBS

A RESOLUTION

15 - 10

REQUESTING THE U.S. NAVY TO EXPEDITE CORRECTIVE ACTIONS TO THE RED HILL BULK FUEL STORAGE FACILITY AND SAFEGUARD OAHU’S DRINKING WATER

WHEREAS, Native Hawaiians consider freshwater, or wai, sacred to the Gods Kāne and Lono; and

WHEREAS, wai has been integral to a vibrant Hawaiian community from ancient times to the present; and

WHEREAS, vital to their survival, Hawaiians have always protected the wai for their sustenance and in order to produce the bounty of foods and forests products important to them; and

WHEREAS, the United States Navy has operated its Red Hill Bulk Fuel Storage Facility in the Puʻuloa area of Oʻahu since the 1940’s; and

WHEREAS, the facility includes 20 large field-constructed underground fuel storage tanks, each holding at least 12.5 million gallons of jet fuel; and

WHEREAS, these tanks are located in the area under which lies the Pearl Harbor aquifer, the largest fresh water resource on the island of Oʻahu; and

WHEREAS, concern has been raised that fuel leakage from the tanks could contaminate the fresh water supply that supports the island from Maunalua to Mākua; and

WHEREAS, although initial testing has not yet found significant contamination in water samples drawn from wells in the immediate vicinity, concerns remain about continuing leakage and threats to the groundwater aquifer; and

WHEREAS, according to documents formerly classified by the Department of Defense, these storage tanks have been leaking fuel for much of the past 50 years; and

WHEREAS, in January 2014, fuel was found leaking from Tank No. 5, an amount estimated in excess of 27,000 gallons of fuel; and
WHEREAS, despite Navy denials, a former administrator for the State Department of Health (DOH) says the remaining active tanks continue to leak until today; and

WHEREAS, the U.S. Environmental Protection Agency (EPA) has signed an Administrative Order of Consent (AOC), with the State DOH, the Defense Logistics Agency, and the U.S. Navy, identifying corrective actions to be taken at the Red Hill storage facility; and

WHEREAS, this draft AOC would allow the Navy additional time to pursue best-practice technologies for addressing the leakage problem; and

WHEREAS, the EPA, Department of Health and U.S. Navy held an informational meeting earlier this year to receive comments from the public about the AOC; and

WHEREAS, overwhelmingly, the response to the reports of leaking fuel tanks at Red Hill has alarmed the community with concerns about potential risks to the fresh water supply; and

WHEREAS, most comments requested that the tanks be repaired or relocated expeditiously and without delay to minimize any further harm to the aquifer; and

WHEREAS, the EPA, DOH and U.S. Navy have taken these comments into consideration and are contemplating what changes, if any, can be made to the AOC; and

WHEREAS, it is uncertain when a formal response from the EPA, DOH and U.S. Navy will be announced to the public.

NOW, THEREFORE, BE IT RESOLVED, by the Association of Hawaiian Civic Clubs at its 56th annual convention at Lahaina, Maui this 14th day of November 2015, that we request the U.S. Navy to expedite corrective actions to the Red Hill bulk fuel storage facility and safeguard Oahu’s drinking water; and

BE IT FURTHER RESOLVED, that the U.S. Navy is hereby requested to take all actions necessary to relocate these fuel tanks to sites that do not lie over groundwater resources; and

BE IT FURTHER RESOLVED, that the U.S. Navy is hereby urged to immediately remediate the release of fuel from the Red Hill bulk storage facility which has occurred over the past 60 years; and

BE IT FURTHER RESOLVED, that the U.S. Environmental Protection Agency, the DOH and the State Commission on Water Resource Management are hereby asked to uphold their kuleana (responsibilities) to protect the safety and quality of our island’s fresh water resources by ensuring that all underground storage facilities, including those of the U.S. military, are regularly inspected and that all fuel resources are accounted for to ensure prompt leak detection and repair; and
BE IT FURTHER RESOLVED, that a certified copy of this resolution be transmitted to the Governor of Hawaii, State Senate Committee on Hawaiian Affairs, State House Committee on Ocean, Marine Resources, & Hawaiian Affairs, The Office of Hawaiian Affairs Chair of the Board of Trustees, members of Hawaii's congressional delegation, the Commander Navy Region Hawaii, the Director of the Defense Logistics Agency, the Administrator of the U.S. Environmental Protection Agency, the Director of the State Department of Health, the Chair of the Commission on Water Resource Management and Mayor Kirk Caldwell.

The undersigned hereby certified that the foregoing Resolution was duly adopted on the 14th day of November 2015, at the 56th Annual Convention of the Association of Hawaiian Civic Clubs in Lahaina, Maui.

Annette C. Amaral, President
House Committee on Energy & Environmental Protection

Hawai‘i Alliance for Progressive Action supports: HB 2712

My name is Anne Frederick and I am the Executive Director for the Hawai‘i Alliance for Progressive Action (HAPA). HAPA is a statewide environmental, social and economic justice organization. HAPA engages over 10,000 local residents annually through our work.

I am writing you today in support for HB 2712, requiring Red Hill and other large-scale, antiquated field-constructed fuel tanks in Hawai‘i to comply with federal requirements for standard tanks.

Freshwater is Hawai‘i’s most precious resource and it must be protected in the highest regard. The tanks at the Red Hill Bulk Fuel Storage Facility put our water quality at risk and threaten our public health. The facility was constructed in the 1940s and is the largest field-constructed underground storage tank system in the state, storing up to 187 million gallons of fuel just 100 feet above O‘ahu’s primary aquifer that supplies drinking water to over 600,000 residents from Hālawa to Hawai‘i Kai.

Because the tanks are field constructed, the Red Hill facility is exempt from many state and federal regulations on underground storage tanks. This exemption is detrimental to human health and the environment and should not exist for this facility, especially because of its location—the opposite should hold true, stricter regulations should be in place to protect our drinking water resource.

I believe these tanks should be brought into to existing regulations because of the facility’s long history of leaking fuel into the surrounding environment and its likelihood to continue to do so. Since the last major spill in 2014, the U.S. Navy has not done enough or acted with urgency to protect O‘ahu’s primary aquifer, further steps, such as implementing these stricter regulations, must be taken in the immediate future.

Mahalo,

Anne Frederick, Executive Director
Hawai‘i Alliance for Progressive Action

The Hawai‘i Alliance for Progressive Action (HAPA) is a public non-profit organization under Section 501(c)(3) of the Internal Revenue Code. HAPA’s mission is to catalyze community empowerment and systemic change towards valuing ‘āina (environment) and people ahead of corporate profit.
BEFORE THE COMMITTEE ON ENERGY AND ENVIRONMENTAL PROTECTION

Hawaii State Legislature
February 6, 2018

House Bill 2712
Relating to Underground Storage Tanks

Aloha Chair Lee, Vice-Chair Lowen, and Members of the Committee,

The Ka Lāhui Hawaii Political Action Committee (KPAC) strongly supports House Bill 1259 requiring Red Hill and other large-scale, antiquated field-constructed fuel tanks in Hawai‘i to comply with federal requirements for standard tanks.

Freshwater is Hawai‘i’s most precious resource and it must be protected in the highest regard. The tanks at the Red Hill Bulk Fuel Storage Facility put our water quality at risk and threaten our public health sitting 100 feet above O’ahu’s primary aquifer that supplies drinking water to over 600,000 residents from Hālawa to Hawai‘i Kai.

Over the decades of US military occupation of Kanaka Maoli (aka Native Hawaiian) lands in the Hawaiian archipelago, the US military has done more damage to our environment, cultural, historic, native religious and natural resources than any other group, corporation or industry. The lives of the Kanaka Maoli are intrinsically tied to both the land and water. The fresh clams of Pu‘uloa (aka Pearl Harbor) are long gone replaced by military toxic waste, once a homestead for ranchers - the island of Kaho‘olawe is now uninhabitable and its water table broken due to decades of being used as military, and the Kanaka Maoli sacred sites on lands occupied by the US military are continually in danger of destruction.

Now with recent leaking of the Red Hill military fuel tanks, the livelihoods of O‘ahu residents including Kanaka Maoli are put in in danger. The State of Hawai‘i must the do what it can protect our environment, cultural, historic, native religious and natural resources from continued destruction by the US military. The one resource that cannot be replaced is water.

Take action now please and pass this bill as a first step reigning in the US military abuses to Hawai‘i.

Pū‘ali kalo i ka wai ‘ole. Taro, for lack of water, grows misshapen.

Respectfully submitted,

M. Healani Sonoda-Pale
Chair, KPAC
Aloha and thank you for the opportunity to testify in SUPPORT of HB2712. We are long overdue and derelict in resolving this long-standing critical environmental problem. No more delays - please pass this Bill this Session!

Mahalo,

E Bishop

Honolulu, HI 96825
HB-2712
Submitted on: 2/3/2018 8:44:52 PM
Testimony for EEP on 2/6/2018 8:30:00 AM

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<th>Organization</th>
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<tr>
<td>Richard Furst</td>
<td></td>
<td>Support</td>
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Comments:

I am writing to express strong support for HB2712, which addresses requirements for underground storage tanks. As the fuel storage tanks at Red Hill continue to present a real danger to public health and safety from polluted drinking water, and the Navy has demonstrated continued refusal to adequately address the problems, it is necessary for the Legislature to enact laws that will force the issue to be addressed. This is the right thing to do to protect the citizens of Honolulu. I urge you to pass this important legislation.
Submitted on: 2/4/2018 9:00:57 AM
Testimony for EEP on 2/6/2018 8:30:00 AM

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<tr>
<td>Ernesto Calara</td>
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<td>Oppose</td>
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Comments:

Please stop attacking our Department of health!
Chair Lee, Vice Chair Lowen and members of the committee.

Please pass HB2712. 20 years is much too long to let the Navy fix these tanks. The tanks should be placed above ground, or have secondary containment within the next 5 years. The source of drinking water for over 500,000 people lies less than 100 feet below the Red Hill storage tanks.

Thank you for the opportunity to testify.

Randy Ching / Honolulu / makikirandy@yahoo.com
Submitted on: 2/4/2018 3:34:41 PM
Testimony for EEP on 2/6/2018 8:30:00 AM

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<tr>
<td>Marisa Plemer</td>
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<td>Oppose</td>
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Comments:

I submit testimony stating that twenty years is much too long for repairs to the underground military fuel storage tanks located in Red Hill and throughout the Hawaiian Islands. Work should instead be completed within 5 years in above-ground or secondary containment. Thank you, Marisa Plemer, 59-008 Huelo St., Haleiwa, HI 96712
The Navy has had decades to deal with this situation and has not taken serious steps to do so. Regrettably, the Department of Health has failed to do its job and has given the Navy far too long a deadline to come into compliance. Both agencies need to address this situation without further delay.
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<tr>
<td>Nancy Davlantes</td>
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Comments:
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<tr>
<td>Sandra Fujita</td>
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<td>Support</td>
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Comments:

I support HB2712.
**Submitted By** | **Organization** | **Testifier Position** | **Present at Hearing**
--- | --- | --- | ---
David Dinner | Gentlewave Bodywork Referral Inc | Support | No

Comments:
aloha, cleaning up this toxic mess is long overdue - 20 years overdue! please insist that the Navy put these above ground, or have secondary containment within the next 5 years.

mahalo for your strong support for this bill and/or one like it that takes care of this onerous problem. janice palma-glennie
Aloha,

I strongly support HB 2712.

The Navy has had 20 years to fix their leaking underground tanks at Red Hill.

This is 19 years too long. Since the military cannot regulate itself and do what is right for the environment, you must exercise your kuliana and pass a strongly worded bill with very tight dates on when this must be fixed.

Tanks should be placed above the ground or have secondary containment.

No more excuses.

Mahalo,

Ms. Barbar Barry

Ha'iiku, HI
As a former Maui resident, I agree with the Hawaii Sierra Club that 20 years is WAY TOO LONG to let the Navy fix these tanks. The tanks should be placed above ground, or have secondary containment within the next 5 years.

Mahalo for your consideration.
Dear Committee Members,

The tanks at Red Hill and other military field underground tanks elsewhere in the Hawaiian Islands urgently need to be regulated if public health is to be taken seriously. Regardless of technical difficulties, the tanks should be placed above ground, or have secondary containment. This should happen ASAP. 20 years isn't a reasonable amount of time. In fact, this is completely ridiculous. 5 years should be more than enough time.

Please support HB2712.

Mahalo,

Morgan
In STRONG SUPPORT of HB 2712 Relating to Underground Storage Tanks

Aloha Chair Lee and members of the Committee,

House Bill 2712 would require that the Department of Health adopt rules for underground storage tanks and tank systems to conform with certain federal regulations. Section 2 of HB 2712 specifically details achievable and necessary requirements to protect Hawai‘i’s precious groundwater supply for current and future generations.

Make no mistake, passing HB 2712 (along with its companion bill, SB 2930) are the most important legislative actions to be completed this session. As an island people, our freshwater system is the greatest resource we have – it must never be taken for granted. The way in which we manage our freshwater here in Hawai‘i will dictate how long it lasts – it is not an unlimited resource.

The Red Hill bulk fuel storage facility has been allowed to contaminate Hawai‘i’s water supply for far too long. Our communities deserve better. We cannot wait 20 years to rectify this problem.

Please act now and pass HB 2712, unamended.

Respectfully yours,

Lasha-Lynn H. Salbosa
Honolulu, HI 96825
It is vital that our state move quickly to create guidelines and protections for the public and environment from fuel storage tanks.
### HB-2712

Submitted on: 2/4/2018 9:50:14 PM  
Testimony for EEP on 2/6/2018 8:30:00 AM

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<tr>
<td>Mitsuko Hayakawa</td>
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<td>Support</td>
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Comments:
Comments:

It is completely inappropriate, and an egregious public safety violation, that the Navy has taken all these years to not upgrade the Red Hill tanks. This should have been required over 15 years ago. The Navy is essentially telling the residents of O'ahu that it doesn't care, whatsoever, about us. This needs to change!
Aloha legislators,

Please act! Twenty years is way too long to leave our drinking water threatened.

mahalo, Cory Harden, Hilo
Aloha Chair, Vice Chair, and Committee members,

I strongly support this measure. As a former service member I know the very serious stance the US Military takes on accountability and leadership. Even when you are not directly at fault but you are in the chain of command you take responsibility as a leader and work twice as hard to ensure a different outcome next time. We must hold our US Military and DOD organizations to the exact same standards. This is the case we are faced with with HB2712. These fuel tanks pose a risk and must do all we can to double our efforts to ensure another leak does not happen.

We hope that this measure is passed and the tanks will be double walled for precautionary and safety concerns.

--
Randy Gonce

Young Progressives Demanding Action
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<td>chi guyer</td>
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<td>Support</td>
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Comments:
**HB-2712**
Submitted on: 2/5/2018 4:03:33 AM
Testimony for EEP on 2/6/2018 8:30:00 AM

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<td>Kat Culina</td>
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Comments:
HB-2712
Submitted on: 2/5/2018 6:51:41 AM
Testimony for EEP on 2/6/2018 8:30:00 AM

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<tr>
<td>Joan Gannon</td>
<td>West Hawaii CHC</td>
<td>Support</td>
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Comments:

I Joan Gannon, Chairperson of the ProtectMarine Life Committee, for the Democratic Party on Hawaii Island support HB2712

i ask the Committee on Energy and Environmental Protection to please pass HB2712.

thank you Joan
I support the intent of this bill to upgrade underground fuel storage tanks to ensure they do not leak and pollute the groundwater. But the time frame during which the tanks are to be upgraded is too short. The tanks need to be upgraded to be leak-free now or within the next few years. Attempts to put the upgrade date out a decade is not acceptable and places our drink water at risk. Thank you for this opportunity to testify on this important matter.
### Testimony for EEP on 2/6/2018 8:30:00 AM

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<td>Jennifer Milholen</td>
<td>Kokua Hawaii Foundation</td>
<td>Support</td>
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Comments:
Comments:

It is unacceptable that the entire water supply of Oahu is put at risk by the Military. I strongly urge you to support this bill.

Respectfully,

Philipp LaHaela Walter
I support the establishment of regulations to protect our drinking water, unique environment and native species from contamination by petroleum products. I believe that these regulations should require more immediate requirements regarding the improvement of underground tanks. The amount of petroleum that could leak out in 10 years is unacceptable. The Red Hill Tanks are located less than 100 feet from a federally designated sole source groundwater aquifer. The amount of damage that can be done in 10 years is irreversible. We should not suffer from these consequences, and the legislature should ensure that these tanks are repaired immediately, with severe fines for every month that repairs are not completed.
**Submitted By** | **Organization** | **Testifier Position** | **Present at Hearing**
---|---|---|---
Javier Mendez-Alvarez | | Support | No

Comments:
Submitted By: Dave Kisor  
Organization: Support  
Testifier Position: No 
Present at Hearing: No 

Comments:

As a Naval Veteran Aviation Electrician who has been inside of aircraft, drop tanks and aerial refueling store fuel tanks to remove and replace liquid fuel quantity system (LFQS) probes and other such fun things, my recommendation would be to keep all fuel tanks above ground with an insulator underneath it that would give an indication of leakage and containment. I don't know how they measure the fuel quantity, but that also needs to be upgraded to show an immediate loss of fuel. Twenty years is unsat. If this isn't in the national news, it should be. As an aside, while deployed on CV-19 (USS Hancock), the ship couldn’t produce enough water for the crew and flight operations, so we tanked with a tanker which had been an oiler. While you couldn’t taste the JP-5 (kerosene) during the day, you couldn’t drink the water at night. I couldn’t tell if there was fuel in the water or water in the fuel. It did nasty things to my skin.
Comments:

BUT how will you get the FEDS to take responsibility for the storage tanks, for example RED HILL that are a continual issue. NO we don’t believe they are not leaking. Why is the State paying for things that the FEDS have done again? WE are just small islands in the Pacific. We know based on Puerto Rico and other places that poor infrastructure will be our doom and the Feds. will do little to assist. So, let’s do what we can to make what we have safe.
as you know; Wai is needed for health and food ; Wai Wai is wealth

our reps. need to start now to have a much better record of protecting water quality and hence, the health or our islanders !

brett gobar

b.s.water qualitu