# JBPHH JP-5 Exposure Assessment and Technical Basis of Hawaii Department of Health TPH Tapwater Action Levels

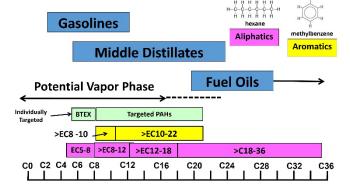
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NASEM September 8, 2025

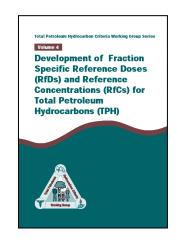


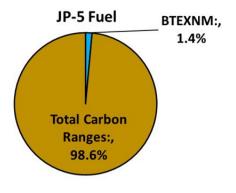












#### **Outline**

- Terminology;
- Migration of JP-5 into and through the JBPHH drinking water system;
- Categories of tapwater contamination;
- Chemistry and toxicity of contaminated tapwater;
- Estimates of "Reasonable Maximum Exposure (RME)";
- Use of Total Petroleum Hydrocarbons data to assess health risk.

# **Terminology**

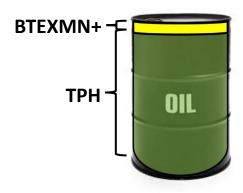
**TPH: Total Petroleum Hydrocarbon** 

- Complex mixture of hundreds of hydrocarbon compounds;
   and degradation compounds ("metabolites");
- Comprises the dominant fraction of petroleum fuels;
- Normally drives health and environmental risk over BTEXMN.

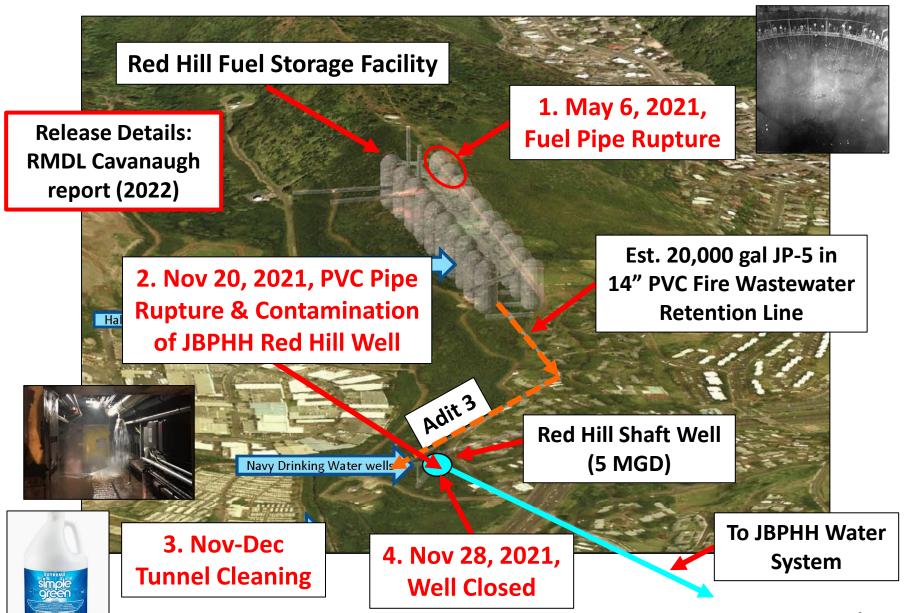
BTEXNM: Benzene, Toluene, Ethylbenzene, Xylenes, Naphthalene, Methylnaphthalenes (individual compounds found in fuels).

FSII: Fuel System Icing Inhibitor (prevents ice from forming in fuel at high altitudes).

DiEGME: Diethylene Glycol Monomethyl Ether (FSII; aka: 2-(2-Methoxyethoxy) ethanol, Methyl Carbitol).



# 2021 Red Hill Fuel Storage JP-5 Release Timeline



## Red Hill JP-5 Release Exposure Assessment Report

#### **Exposure Assessment**

- Where did the fuel go?
- How were residents exposed?
- What were they expose to?
- How long were they exposed?
- Expertise: Risk Assessment
- Lead: Hawaii Dept Health

#### **Health Assessment**

- How did it affect the residents' health?
- Are the effects transient or long-term?
- Expertise: Toxicology, Epidemiology, etc.
- Lead: US Dept Health (ATSDR+)

#### **References:**

USDN, 2022, Command Investigation into the 6 May 2021 and 20 November 2021 Incidents at Red Hill Bulk Fuel Storage Facility: United States Department of the Navy, memorandum from Vice Chief of Naval Operations to File, June 13, 2022, Ser N09/22U100552.

HIDOH, 2023, Exposure Assessment: November 2021 Release of JP-5 Jet Fuel into the Joint Base Pearl Harbor Hickam Drinking Water System: Hawaii Department of Health, Hazard Evaluation and Emergency Response, June 2023 (File # 2023-054-RB, and updates).

HIDOH, 2024, Evaluation of Environmental Hazards at Sites with Contaminated Soil and Groundwater (and updates): Hawai'i Department of Health, Office of Hazard Evaluation and Emergency Response.

HIDOH, 2024, Comparison of HIDOH Total Petroleum Hydrocarbon (TPH) Action Levels to Data for Water Samples (June 2024): Hawai'i Department of Health, Office of Hazard Evaluation and Emergency Response.

## **Specific Exposure Assessment Questions**

- 1. How did JP-5 jet fuel get into and move through the JBPHH drinking water system?
- 2. Which specific chemicals were in the tapwater and at what concentrations?
- 3. How long were residents exposed?
- 4. How did exposure change over time?
- 5. Was exposure high enough to affect to my patient's health?
- 6. Were they exposed to contaminants in the tapwater prior to the November 20, 2021, release?

#### **Resident Exposure**

Nov 25, 2021: JBPHH water system residents notice fuel odor in tapwater (media

interview);

Nov 27, 2021: Widespread reports of fuel odors, sheens, foam, high chlorine, etc., in

tapwater beginning with residents closest to the Red Hill Facility;

Nov 28, 2021: Red Hill Shaft well shut down;

Nov 29, 2021: HIDOH issues JBPHH drinking water advisory;

Flushing of JBPHH water system initiated;

System impacts initially thought to be isolated and not spreading;

December 2021: Residents in some areas continue using water until at least Dec 10<sup>th</sup>

and become ill.

#### **Subsequent Weeks and Months:**

- Residents seek medical help;
- ATSDR and other organization initiate assessment of health effects.

#### Refer to photos and videos in referenced Hawaii News Now and Vice News reports







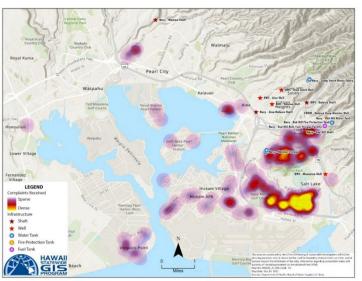




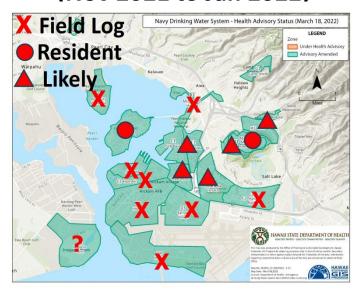
# **Affected Areas and Primary Exposure Period**

(related to November 20, 2021, release)

Early Call-In Reports
Of Fuel Odors & Sheens
(Nov 27 – Early Dec 2021)



Flushing Log Reports, etc. of Fuel Odors +/- Sheens (Nov 2021 to Jan 2022)

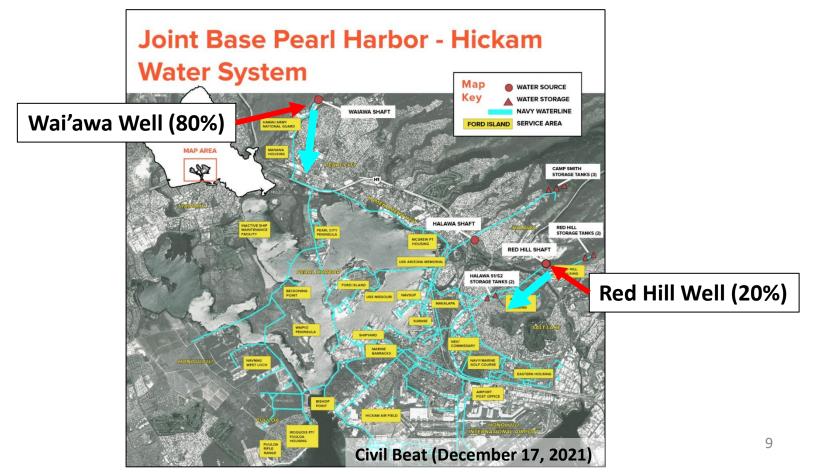


Combined + Other Reports (news, residents, etc.):

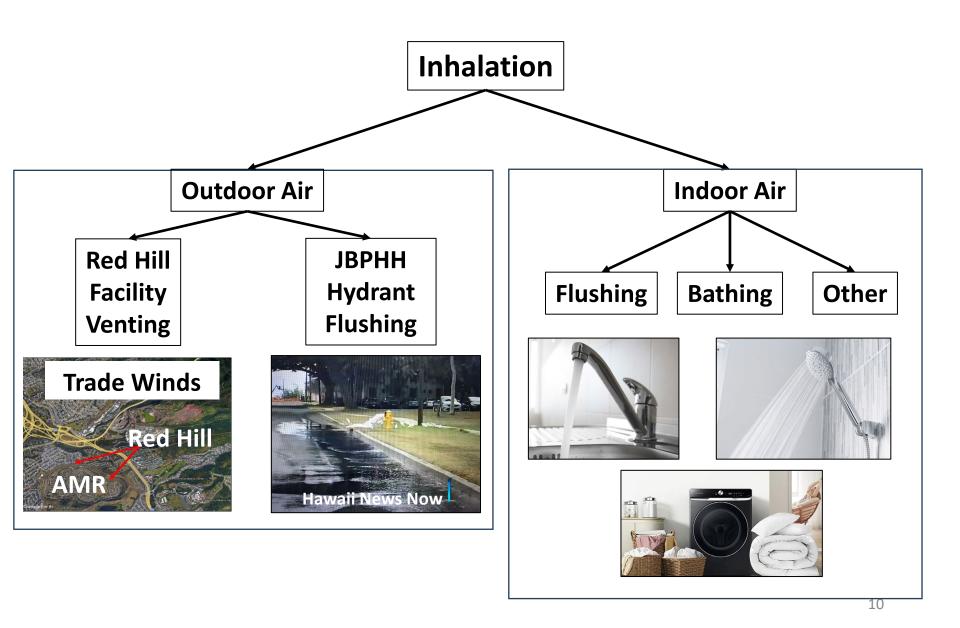
- Observations of odors, sheens, etc. (resident calls, DoD staff field logs, media, etc.);
- Reasonable to assume tapwater had sheens & emulsion in all areas of JBPHH and connected water systems at some point in time.

#### Isolated Slugs and Flushing of the Drinking Water System

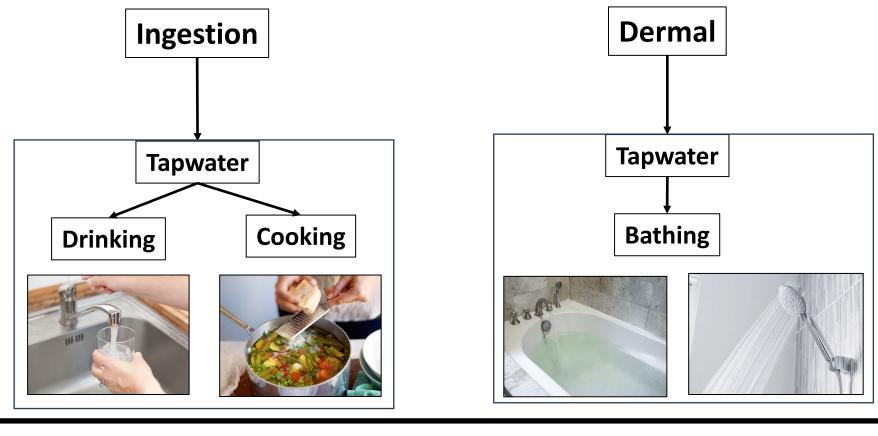
- Contaminated water likely moving through system as isolated slugs;
- Complicated flushing operations;
- Drinking water system flushed using water from Navy's Wai'awa well (20 million gallons/day for 100 days);
- Drinking water system declared safe for use in March 2021.

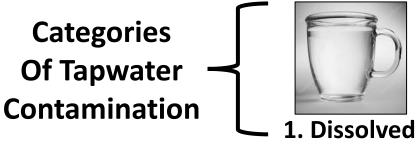


#### **Exposure Pathways: JP-5 Vapors**



#### **Exposure Pathways: Contaminated Tapwater**









2. Dissolved 3. Di + Sheen + Sheen

3. Dissolved + Sheen + Emulsion

#### **Documentation of Contaminated Tapwater (media reports)**

<sup>1</sup>Petroleum Sheen (aliphatics)



<sup>1</sup>Emulsion and/or Surfactant?



<sup>2</sup>FSII (DiEGME) Emulsion?



<sup>2</sup>Flammable Water (JP-5 or DiEGME)



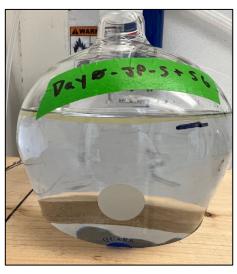
- Poor field and laboratory documentation of nature of contamination within drinking water system during exposure (primarily media reports);
- Rapid Total Organic Carbon testing of samples used to identify presence of fuel in tapwater but ultimately unreliable (TPH & BTEXMN analysis can take days/weeks);
- Detailed testing for TPH & BTEXMN only carried out after flushing to confirm that residual contamination was below risk-based action levels;
- Available tapwater sample data are not representative of exposure conditions and observed acute to subchronic health effects.

# Laboratory Simulation of Tapwater Contamination (Newfields & Alpha Laboratory)

Setup



**Fuel on Water** 



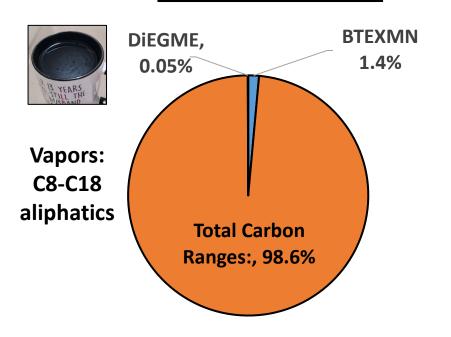
**Vapor Sample** 



- Sample of JP-5 fuel from Red Hill Fuel Storage Facility provided by Navy;
- Layer of fuel placed on water and allowed to equilibrate over 20 days;
- Simple Green solution sprayed onto second set of experiments (no significant effect on dissolution of fuel into water);
- Water samples collected on Days 0, 5, 10, 15 and 20;
- Tested for TPH aliphatic and aromatic carbon ranges, BTEXMN, DiEGME,
   1-butoxy-2-propanol (Simple Green);
- Vapor samples also collected.

## **Neat Fuel vs Dissolved JP-5 Makeup**

#### **Red Hill JP-5 Fuel**

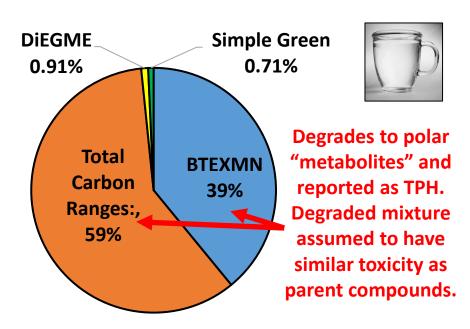


TPH: Mostly >C8-C18 aliphatics with some >C8 aromatics

BTEXMN: Mostly toluene, xylenes, naphthalene, methylnaphthalenes

FSII: DiEGME (measured = 0.05%; fuel specifications up to 0.11%)

#### **Dissolved JP-5 in Water**



TPH: >C8 aromatics with trace C5-C8 aliphatics

BTEXMN: Mostly toluene, xylenes,

naphthalene

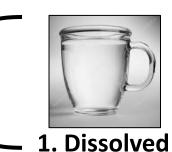
**DiEGME: Formed emulsion on water** 

despite miscibility

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#### Estimation of "Reasonable Maximum Exposure (RME)"

Categories
Of Tapwater —
Contamination





2. Dissolved + Sheen



3. Dissolved + Sheen + Emulsion

<sup>2</sup>FSII (DiEGME) Emulsion?



#### **Methods:**

- 1. Based on data from water-fuel study;
- 2. Assumes up to 150 mg/L TPH concentration of neat JP-5 fuel in tapwater (based on data for Red Hill Shaft soon after well shut down);
- 3. Assumes 0.01% DiEGME-enriched emulsion in tapwater (observations of tapwater and assumed 40% DiEGME in emulsion (see also *Investigation of "Apple Jelly" Contaminant in Military Jet Fuel*: Defense Energy Support Center, Product Technology and Standardization Division, March 2002).

## "Reasonable Maximum Exposure" Concentrations versus Subchronic Tapwater Screening Levels for Rapid Health Effects

					-
		Reasonable Maximum Exposure Concentration			
	<sup>1,2</sup> Tapwater			3. Dissolved	
	<u>Subchronic</u>	1. Dissolved-	2. Dissolved	Contaminants	
	Screening	Phase	Contaminants	+JP-5 Sheen	<sup>1</sup> Predicted
	Level	Contaminants	+JP-5 Sheen	+FSII Emulsion	<u>Subchronic</u>
Cont.	(μg/L)	Only (µg/L)	(μg/L)	(μg/L)	Health Risk
В	150	13	16	16	No Risk
Т	1,200	154	182	182	No Risk
E	650	81	123	123	No Risk
X	2,500	630	943	943	No Risk
N	36	649	1,083	1,083	High Risk
1-M	530	339	1,155	1,155	No to Low Risk
2-M	30	250	789	789	Mod to High Risk
<sup>3</sup> TPH	350 (270)	5,204	155,204	155,204	High to V. High Risk
DiEG ME	800	50	215	400,000	Low to V. High Risk

- 1. Potential health effects within days or weeks if exceeded.
- 2. Acute action levels for potential health effects with seconds to days not available.
- 3. Risk posed by dissolved-phase TPH driven by >C8 aromatics; risk posed by TPH in sheen driven by >C8-C18 aliphatics, with a less contribution from >C8 aromatics.

#### <sup>1</sup>Risk Drivers for Contaminated Air & Water

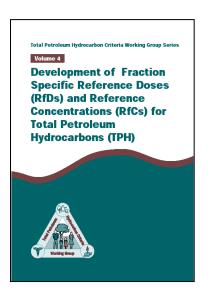
		B YEARS STILL THE	
Exposure Route	Dissolved Only	Dissolved + Sheen	Dissolved + Sheen + Emulsion
<sup>1</sup> Inhalation	>C8 Aromatics	>C8-18 Aliphatics	>C8-18 Aliphatics
-innalation		>C8 Aromatics	>C8 Aromatics
	>C8 Aromatics	>C8-18 Aliphatics	>C8-18 Aliphatics
	Naphthalene	>C8 Aromatics	DiEGME
<sup>2</sup> Ingestion &	2-Methylnaph.	Naphthalene	>C8 Aromatics
Dermal		2-Methylnaph.	Naphthalene
Chlorine? Chlorine		1-Methylnaph.	2-Methylnaph.
Byproducts?			1-Methylnaph.

- 1. Outdoor air contaminants similar to vapors from sheen on tapwater.
- 2. Individual aromatics will degrade and be reported with "Mid Range Organics."

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# **Assessment of Petroleum Exposure Health-Risk**



#### Pre-Mid 1990s:

 Focus on short list of individual chemicals (e.g., BTEX & PAHs) but obvious heavy contamination still present when screening levels met.

#### Mid 1990s:

- Total Petroleum Hydrocarbon Criteria Working Group
  - Air Force (lead), Navy, States, industry, consultants;
  - Use of "Carbon Ranges" to assess TPH risk (fuel carbon range makeup, toxicity factors).
- ATSDR (toxicity factors).
- Massachusetts, Washington, Texas (toxicity factors, simplification).

#### 2000-2020s:

- USEPA (toxicity factors);
- California (toxicity factors, metabolite chemistry & toxicity);
- Hawaii (use of "TPH" data; fuel, vapor & metabolite chemistry and toxicity, case studies, forensics);
- ITRC (use of TPH to assess risk, case studies).



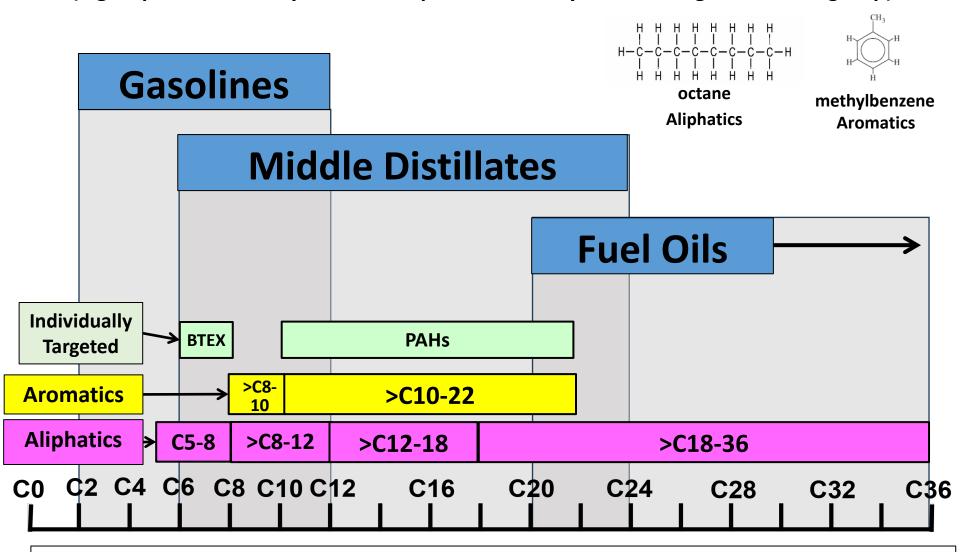






#### "Carbon Range" Grouping of TPH to Assess Health Risk

(6 groups of chemically similar compounds; toxicity factors assigned to each group)



TPH = Sum of Aromatics + Aliphatics + Metabolites (excluding BTEX & PAHs)

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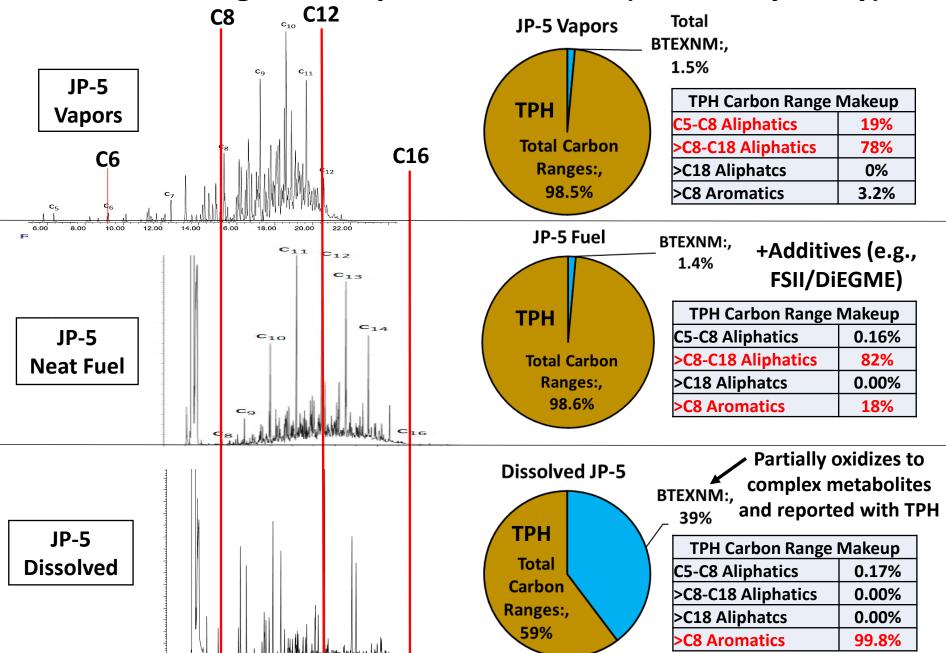
#### **Carbon Range Chronic Toxicity Factors**

(USEPA 2022; no adverse health effects predicted after years of exposure)

	Oral/Dermal	
	Reference	Inhalation
	Dose	Reference
Chemical/	(μg/kg BW	Concentration
Carbon Range	per day)	(μg/m³)
C8-C8 Aliphatics	5	400
C9-C18 Aliphatics	10	100
C19+ Aliphatics	3,000	(not volatile)
C9+ Aromatics	10	60

- Default physiochemical constants also published (e.g., average volatility and solubility);
- Allows for risk-based action levels to be calculated in the same manner
  as done for BTEXMN (assume exposure of 15 kg child);
- Subchronic toxicity factors also provided (potential effects after days to months of exposure)
- Problem: Limited laboratory capability, difficult testing procedure;
- Solution: Develop carbon-range weighted TPH toxicity factors based on typical carbon range makeup of neat-, dissolved- and vapor-phase fuel.

#### Carbon Range Makeup of JP-5 Jet Fuel (laboratory study)



#### **Carbon Range-Weighted TPH Toxicity Factors for JP-5**

(acute toxicity factors (effects with seconds to days) not available)

Tapwater	Chronic JP-5 TPH Toxicity Factors (no anticipated adverse health effects after many years of continuous exposure)			
Contamination Category	Oral RfD (μg/kg BW per day)	Dermal RfD (μg/kg BW-day)	Inhalation RfC (μg/m³)	
Dissolved Only	10	10	60	
Dissolved + Sheen	10	10	115	

Tapwater	Subchronic JP-5 TPH Toxicity Factors (no anticipated adverse health effects after weeks/months of continuous exposure)			
Contamination Category	Oral RfD (μg/kg BW per day)	Dermal RfD (μg/kg BW-day)	Inhalation RfC (μg/m³)	
Dissolved Only	40	40	200	
Dissolved + Sheen	79	79	126	

#### 1 Drop of JP-5



- Risk Assessment: Assume average 15 kg child.
- Target Organs And Health Effects: Alimentary Tract, Developmental, Hematologic, Kidney, Nervous System, Respiratory;

# **USEPA Tapwater Screening Level Equation**

(USEPA Default: Daily use of water by average 15 kg child for 6 years)

#### **Ingestion**

ingestion of water

$$SL_{res-wat-nc-ing-c}\left(\mu g/L\right) = \frac{THQ \times AT_{res-c}\left(\frac{365 \text{ days}}{\text{year}} \times ED_{res-c}\left(6 \text{ years}\right)\right) \times BW_{res-c}\left(15 \text{ kg}\right) \times \left(\frac{1000 \text{ } \mu g}{\text{mg}}\right)}{EF_{res-c}\left(\frac{350 \text{ days}}{\text{year}}\right) \times ED_{res-c}\left(6 \text{ years}\right) \times \frac{1}{RfD_{0}\left(\frac{mg}{\text{kg-d}}\right)} \times IRW_{res-c}\left(\frac{0.78 \text{ } L}{\text{day}}\right)}$$

#### <u>Dermal</u> Absorption

$$SL_{\text{res-wat-nc-der-c}}(\mu g / L) = \frac{DA_{\text{event}} \left(\frac{ug}{cm^2 - \text{event}}\right) \times \left(\frac{1000 \text{ cm}^3}{L}\right)}{K_p \left(\frac{cm}{\text{hour}}\right) \times \text{ET}_{\text{event-res-c}} \left(\frac{0.54 \text{ hours}}{\text{event}}\right)}$$

$$FOR ORGANICS:$$

$$IF ET_{\text{event-res-c}} \left(\frac{0.54 \text{ hours}}{\text{event}}\right) \leq t^* \text{ (hours) , then } SL_{\text{res-wat-nc-der}} \left(\mu g / L\right) = \frac{DA_{\text{event}} \left(\frac{ug}{cm^2 - \text{event}}\right) \times \left(\frac{1000 \text{ cm}^3}{L}\right)}{2 \times \text{FA} \times K_p \left(\frac{cm}{\text{hour}}\right) \sqrt{\frac{6}{N} \cdot \frac{r}{\text{event}} \left(\frac{1000 \text{ cm}^3}{L}\right)}} \times ET_{\text{event-res-c}} \left(\frac{0.54 \text{ hours}}{\text{event}}\right)}$$

$$or,$$

$$IF ET_{\text{event-res-c}} \left(\frac{0.54 \text{ hours}}{\text{event}}\right) > t^* \text{ (hours) , then } SL_{\text{res-wat-nc-der}} \left(\mu g / L\right) = \frac{DA_{\text{event}} \left(\frac{ug}{\text{event}}\right) \times ET_{\text{event-res-c}} \left(\frac{0.54 \text{ hours}}{\text{event}}\right)}{1 \times B} \times \left(\frac{1000 \text{ cm}^3}{L}\right)$$

$$FA \times K_p \left(\frac{cm}{\text{hour}}\right) \times \left[\frac{ET_{\text{event-res-c}} \left(\frac{0.54 \text{ hours}}{\text{event}}\right) \times \left(\frac{1 + 38 + 3B^2}{(1 + B)^2}\right)\right]}{1 \times B}$$

$$DA_{\text{event}} \left(\frac{ug}{\text{cm}^2 - \text{event}}\right) = \frac{THO \times AT_{\text{res-c}} \left(\frac{365 \text{ days}}{\text{year}} \times ED_{\text{res-c}} \left(6 \text{ years}\right) \times \left(\frac{1000 \text{ µg}}{\text{mg}}\right) \times BW_{\text{res-c}} \left(15 \text{ kg}\right)}{1 \times B}$$

$$DA_{\text{event}} \left(\frac{ug}{\text{cm}^2 - \text{event}}\right) = \frac{THO \times AT_{\text{res-c}} \left(\frac{365 \text{ days}}{\text{year}} \times ED_{\text{res-c}} \left(6 \text{ years}\right) \times ET_{\text{res-c}} \left(\frac{350 \text{ days}}{\text{year}}\right) \times SA_{\text{res-c}} \left(6365 \text{ cm}^2\right)}$$

#### **Inhalation**

• inhalation of volatiles

$$SL_{res-wat-nc-inh-c}\left(\mu g/L\right) = \frac{THQ\times AT_{res-c}\left(\frac{365\ days}{year}\times ED_{res-c}\left(6\ years\right)\right)\times \left(\frac{1000\ \mu g}{mg}\right)}{EF_{res-c}\left(\frac{350\ days}{year}\right)\times ED_{res-c}\left(6\ years\right)\times ET_{res-c}\left(\frac{24\ hours}{day}\right)\times \left(\frac{1\ day}{24\ hours}\right)\times \frac{1}{RfC\binom{mg}{m^3}}\times KC\binom{0.5\ L}{m^3}}$$

Total

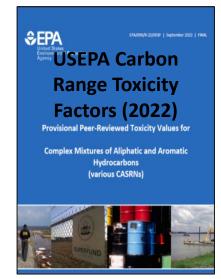
$$SL_{res-wat-nc-tot-c}\left(\mu g/L\right) = \frac{1}{\frac{1}{SL_{res-wat-nc-ing-c}} + \frac{1}{SL_{res-wat-nc-inh-c}} + \frac{1}{SL_{res-wat-nc-inh-c}} + \frac{1}{SL_{res-wat-nc-inh-c}}$$

# HIDOH TPH Drinking Water Action Levels for Middle Distillate Fuels (including JP-5)

(concentration at which no adverse chronic health effects expected)

Year	Toxicity	Taste & Odor	Final TPH Action Level	Basis
<sup>1</sup> 2005	400 μg/L	100 μg/L	100 μg/L	Taste & Odors
<sup>2</sup> 2017	400 μg/L	500 μg/L	400 μg/L	Toxicity
<sup>3</sup> 2021/2022 (Red Hill)	266 μg/L	500 μg/L	266 μg/L	Toxicity
<sup>4</sup> 2024	91 μg/L	500 μg/L	91 μg/L	Toxicity

- 1. Early toxicity-based TPH action level assumed degraded, non-volatile petroleum (inhalation of vapors not considered).
- 2. TPH Taste & Odor threshold updated in 2017.
- 3. Toxicity-based action level for JP-5 in JBPHH drinking water system adjusted to *reflect volatility and inhalation exposure pathway*.
- 4. Toxicity-based action level revised to reflect updated USEPA carbon range toxicity factors.
- 5. Subchronic Action Levels: Dissolved (340  $\mu$ g/L), Sheen (270  $\mu$ g/L).



#### **Laboratory Measurement of TPH in Water Samples**

- Two different tests necessary to quantify the concentration of TPH in a sample:
  - 1. Purge and Trap: Volatile Organics;

1. Purge & Trap

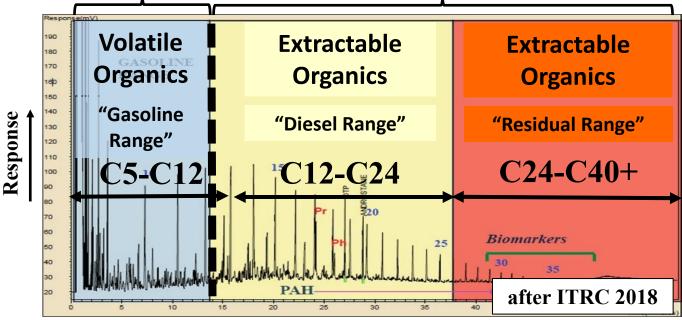
- 2. Solvent Extraction: Semi-Volatile and Nonvolatile Organics;
- Compare measured TPH to the TPH action level specific to the fuel type best matching the chromatogram (Gasolines, Middle Distillates, Residual Fuels);
- Individually targeted compounds subtracted and assessed separately;
- Misreported as separate "TPHg", "TPHd" and "TPHo" in Red Hill groundwater reports.

**TPH = (Volatile Organics + Extractable Organics) - BTEXMN** 

OR TPH = ("GRO" + "DRO" + "RRO") - BTEXMN



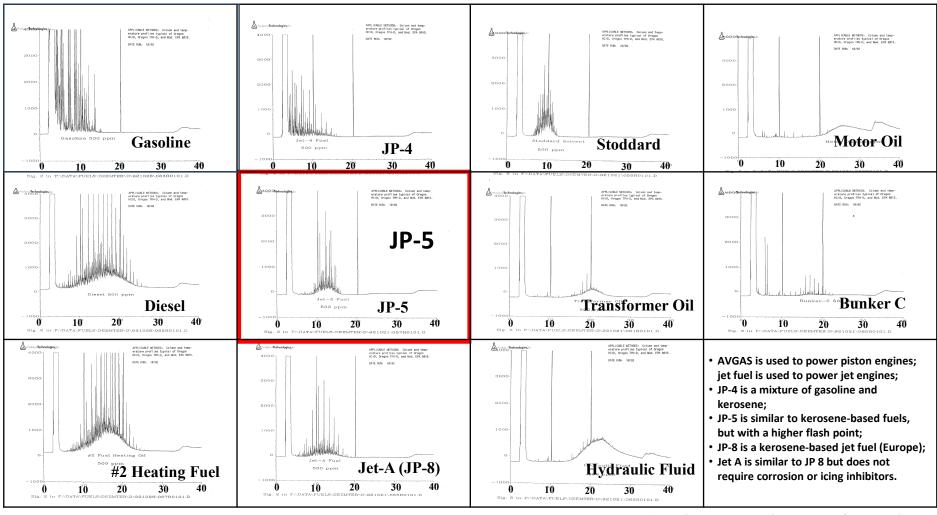
2. Solvent Extraction



Retention Time (boiling point, molecular weight, etc.)

# \*Fuel Fingerprint Chromatograms

(used to identify fuel released and appropriate TPH Action Level for sample data)



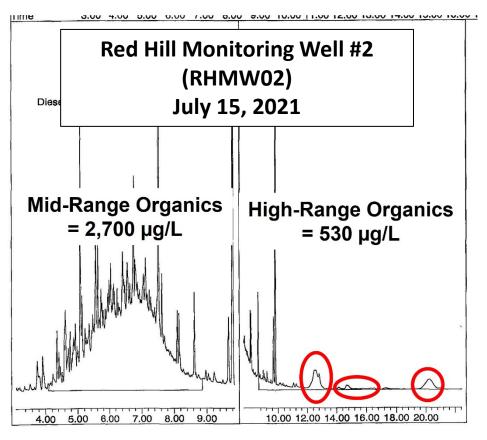
**Analytical Technologies Fuels Reference Library** 

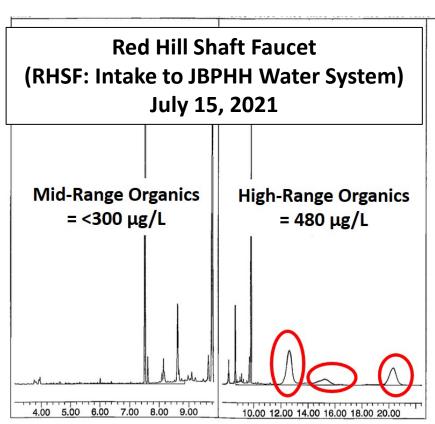
- \*Chromatograms inadequate to identify fuel vs naturally occurring organic matter at concentrations <200 μg/L;</li>
- More detailed forensics testing and review of sample required (HIDOH 2024).

## **Exposure Assessment Questions**

- 1. How did JP-5 jet fuel get into the JBPHH drinking water system?
- 2. What was my patient exposed to and for how long?
- 3. Which specific chemicals were in the tapwater and at what concentrations?
- 4. How did exposure change over time?
- 5. Was it high enough to pose a risk to my patient's health?
- 6. Were they exposed to contaminants in the tapwater prior to the November 20, 2021, release?

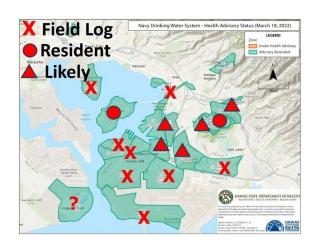
# Example: "High Retention Time" (Boiling Point) Compounds in Chromatograms of Samples of Red Hill Groundwater and Water System Intake July through November 2021

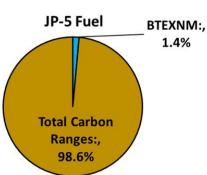




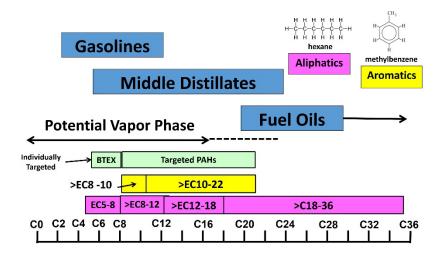
- High Boiling Point compounds reported as "TPH Oil" in Navy reports;
- Samples not tested to identify specific compounds presents;
- Potential Sources: Degraded Fuel (chemists: "Probably not"), Surfactants, Artifact of Laboratory Sample Processing, Algae, Something Else?

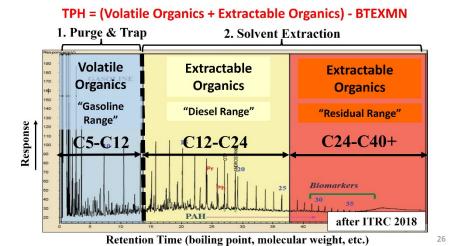
# **Questions? Ideas?**





		S YEARS THE	
Exposure Route	Dissolved Only	Dissolved + Sheen	Dissolved + Sheen + Emulsion
11	>C8 Aromatics	>C8-18 Aliphatics	>C8-18 Aliphatics
<sup>1</sup> Inhalation		>C8 Aromatics	>C8 Aromatics
	>C8 Aromatics	>C8-18 Aliphatics	>C8-18 Aliphatics
	Naphthalene	>C8 Aromatics	DIEGME
<sup>2</sup> Ingestion &	2-Methylnaph.	Naphthalene	>C8 Aromatics
Dermal		2-Methylnaph.	Naphthalene
2		1-Methylnaph.	2-Methylnaph.
			1-Methylnaph.





# **Additional Slides**

# **Summary**

- Health effects associated with the November 20, 2021, release of JP-5
  into the JBPHH drinking water system occurred within a matter of
  minutes to a few weeks following exposure (acute to subchronic toxicity);
- Most areas of JBPHH were affected;
- Exposure occurred via *inhalation of JP-5 vapors* in outdoor and indoor air and *drinking, cooking and bathing* with contaminated tapwater;
- The type and magnitude of water contamination varied spatially and over time;
- A range of concentrations of specific chemicals associated with exposure and health effects can be reasonably predicted (RMEs);
- The assessment supports elevated health risk associated with inhalation of aromatic and especially aliphatic compounds and ingestion and dermal exposure to aliphatics, aromatics and in some cases DiEGME in tapwater;
- 2022 USEPA updates to TPH carbon range toxicity factors applicability to JP-5 support acute to subchronic health effects for RME exposure;
- An undetermined contaminant was present in groundwater drawn into the JBPHH drinking water system from Red Hill during at least July 2021 to November 2021.

#### Method 8105 Gas Chromatography (GC) vs Gas Chromatograph + Mass Spectrometry (MS)

Review of GC chromatogram patterns sufficient to determine if detected organic compounds are associated with petroleum at concentrations >200 µg/L.

GC/MS required at concentrations <200 μg/L to determine if detected organic compounds are associated with petroleum.

