



west virginia department of environmental protection

Division of Water and Waste Management
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Charleston, WV 25304
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Earl Ray Tomblin, Governor
Randy C. Huffman, Cabinet Secretary
www.dep.wv.gov

**CONSENT ORDER
ISSUED UNDER THE
WATER POLLUTION CONTROL ACT
WEST VIRGINIA CODE, CHAPTER 22, ARTICLE 11**

TO: City of Milton
Honorable Tom Canterbury
1139 Smith Street
Milton, WV 25541

DATE: August 12, 2016

ORDER NO.: 8551

INTRODUCTION

This Consent Order is issued by the Director of the Division of Water and Waste Management (hereinafter "Director"), under the authority of West Virginia Code, Chapter 22, Article 11, Section 1 et seq. to City of Milton.

FINDINGS OF FACT

In support of this Order, the Director hereby finds the following:

1. City of Milton operates a water treatment plant located in Milton, Cabell County, West Virginia. City of Milton was reissued WV/NPDES Water Pollution Control Permit No. WV0115754, Registration No. WVG640009, on September 3, 2013.
2. On February 29, 2016, West Virginia Department of Environmental Protection (WVDEP) personnel conducted an inspection of the facility. During the inspection, violations of the following sections of the terms and conditions of City of Milton's WV/NPDES permit were observed and documented:
 - a. Section B.6-City of Milton failed to retain on site the groundwater protection plan (GPP).
 - b. Section C.1-City of Milton failed to monitor quarterly and report to WVDEP annually the quality and quantity of filtrate produced. Upon review, WVDEP personnel determined that none of the required quarterly Filtrate Management Reports were submitted during 2014 and 2015.

- c. Section C.3-City of Milton failed to obtain approval from the Director to land apply sludge in the area behind the facility.

As a result of the aforementioned violations, Notice of Violation (NOV) Nos. W16-06-021-CJN, W16-06-022-CJN and W16-06-023-CJN were issued to City of Milton.

3. On February 29, 2016, WVDEP personnel conducted a review of facility records from the time period of 4th Quarter 2013 through 4th Quarter 2015. During this review, the following violations of the terms and conditions of City of Milton's WV/NPDES permit were observed:
 - a. Section A.2 – Thirty-two (32) exceedances of City of Milton's permit parameters were observed and documented (Table 1). These exceedances can be further defined as:
 - i. Minor violations-eight (8)
 - ii. Moderate violations-thirteen (13)
 - iii. Major violations-eleven (11)

As a result of the aforementioned violations, NOV No. W16-06-024-CJN was issued to City of Milton.

4. On May 12, 2016, WVDEP personnel met with representatives of City of Milton to discuss the terms and conditions of the Order.
5. On June 1, 2016, City of Milton submitted financial documents to the WVDEP. The information was used to evaluate City of Milton's ability to pay a civil administrative penalty.

ORDER FOR COMPLIANCE

Now, therefore, in accordance with Chapter 22, Article 11, Section 1 et seq. of the West Virginia Code, it is hereby agreed between the parties, and ORDERED by the Director:

1. City of Milton shall immediately take all measures to initiate compliance with all terms and conditions of its WV/NPDES permit.
2. Within thirty (30) days of the effective date of this Order, City of Milton shall submit for approval a proposed plan of corrective action and schedule, outlining action items and completion dates for how and when City of Milton will achieve compliance with all terms and conditions of its WV/NPDES permit. The plan of corrective action shall make reference to WV/NPDES Permit No. WV0115754, Registration No. WVG640009, and Order No. 8551. The plan of corrective action shall be submitted to:

**Chief Inspector
Environmental Enforcement - Mail Code #031328
WVDEP
601 57th Street SE
Charleston, WV 25304**

Upon approval, the plan of corrective action and schedule shall be incorporated into and become part of this Order, as if fully set forth herein. Failure to submit an approvable plan of corrective action and schedule or failure to adhere to the approved schedule is a violation of this Order.

3. Because of City of Milton's permit violations, City of Milton shall be assessed a civil administrative penalty of thirty-three thousand three hundred thirty dollars (\$33,330) to be paid to the West Virginia Department of Environmental Protection for deposit in the Water Quality Management Fund within thirty (30) days of the effective date of this Order. Payments made pursuant to this paragraph are not tax-deductible for purposes of State or federal law. **Payment shall include a reference to the Order No. and shall be mailed to:**

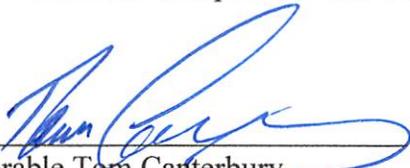
**Chief Inspector
Environmental Enforcement - Mail Code #031328
WV-DEP
601 57th Street SE
Charleston, WV 25304**

OTHER PROVISIONS

1. City of Milton hereby waives its right to appeal this Order under the provisions of Chapter 22, Article 11, Section 21 of the Code of West Virginia. Under this Order, City of Milton agrees to take all actions required by the terms and conditions of this Order and consents to and will not contest the Director's jurisdiction regarding this Order. However, City of Milton does not admit to any factual and legal determinations made by the Director and reserves all rights and defenses available regarding liability or responsibility in any proceedings regarding City of Milton other than proceedings, administrative or civil, to enforce this Order.
2. The Director reserves the right to take further action if compliance with the terms and conditions of this Order does not adequately address the violations noted herein and reserves all rights and defenses which he may have pursuant to any legal authority, as well as the right to raise, as a basis for supporting such legal authority or defenses, facts other than those contained in the Findings of Fact.
3. If any event occurs which causes delay in the achievement of the requirements of this Order, City of Milton shall have the burden of proving that the delay was caused by circumstances beyond its reasonable control which could not have been overcome by due diligence (i.e., force majeure). Force majeure shall not include delays caused or contributed to by the lack of sufficient funding. Within three (3) working days after City of Milton becomes aware of such a delay, notification shall be provided to the Director/Chief Inspector and City of Milton shall, within ten (10) working days of initial notification, submit a detailed written explanation of the anticipated length and cause of the delay, the measures taken and/or to be taken to prevent or minimize the delay, and a timetable by which City of Milton intends to implement these measures. If the Director

agrees that the delay has been or will be caused by circumstances beyond the reasonable control of City of Milton (i.e., force majeure), the time for performance hereunder shall be extended for a period of time equal to the delay resulting from such circumstances. A force majeure amendment granted by the Director shall be considered a binding extension of this Order and of the requirements herein. The determination of the Director shall be final and not subject to appeal.

4. Compliance with the terms and conditions of this Order shall not in any way be construed as relieving City of Milton of the obligation to comply with any applicable law, permit, other order, or any other requirement otherwise applicable. Violations of the terms and conditions of this Order may subject City of Milton to additional penalties and injunctive relief in accordance with the applicable law.
5. The provisions of this Order are severable and should a court or board of competent jurisdiction declare any provisions to be invalid or unenforceable, all other provisions shall remain in full force and effect.
6. This Order is binding on City of Milton, its successors and assigns.
7. This Order shall terminate upon City of Milton's notification of full compliance with the "Order for Compliance" and verification of this notification by WVDEP.



Honorable Tom Carterbury
City of Milton

8/18/2016

Date

Public Notice begin:

Date

Public Notice end:

Date

Scott G. Mandirola, Director
Division of Water and Waste Management

Date

revised March 2013

RECEIVED

AUG 22 2016

ENVIRONMENTAL
ENFORCEMENT

Table One: City of Milton DMR Exceedance Summary

Outlet 001 DMR Exceedances - AVG. MONTHLY - 4th Quarter 2013 through 4th Quarter 2015						Degree of non-compliance		
Date	Parameter	Units	Permitted avg. monthly	Reported avg. monthly	% Exceedance	Min	Mod	Maj
Dec 2013	TSS	mg/l	30	230	667%	-	-	X
Dec 2013	Total Recover. Aluminum	mg/l	0.37	3.3	792%	-	-	X
Dec 2013	Total Recover. Iron	mg/l	1.2	6.6	450%	-	-	X
Mar 2014	TSS	mg/l	30	38	27%	X	-	-
Mar 2014	Total Recover. Aluminum	mg/l	0.37	3.38	814%	-	-	X
Mar 2014	Total Recover. Iron	mg/l	1.2	6.27	423%	-	-	X
Jun 2014	TSS	mg/l	30	57	90%	-	X	-
Jun 2014	Total Recover. Aluminum	mg/l	0.37	8.03	2070%	-	-	X
Jun 2014	Total Recover. Manganese	mg/l	1	1.16	16%	X	-	-
Sept 2014	TSS	mg/l	30	63	110%	-	X	-
Sept 2014	Total Recover. Aluminum	mg/l	0.37	1.92	419%	-	-	X
Sept 2014	Total Recover. Iron	mg/l	1.2	2.77	131%	-	X	-
Dec 2014	Total Recover. Aluminum	mg/l	0.37	2.24	505%	-	-	X
Mar 2015	Total Recover. Aluminum	mg/l	0.37	2.5	576%	-	-	X
June 2015	TSS	mg/l	30	30.5	2%	X	-	-
Sept 2015	TSS	mg/l	30	66	120%	-	X	-
Sept 2015	Total Recover. Aluminum	mg/l	0.37	1.25	238%	-	X	-
Sept 2015	Total Recover. Iron	mg/l	1.2	2.62	118%	-	X	-

Outlet 001 DMR Exceedances - MAX. DAILY - 4th Quarter 2013 through 4th Quarter 2015						Degree of non-compliance		
Date	Parameter	Units	Permitted max. daily	Reported max. daily	% Exceedance	Min	Mod	Maj
Dec 2013	TSS	mg/l	60	230	283%	-	X	-
Dec 2013	Total Recover. Aluminum	mg/l	0.75	3.3	340%	-	-	X
Dec 2013	Total Recover. Iron	mg/l	2.2	6.6	200%	-	X	-
Mar 2014	Total Recover. Aluminum	mg/l	0.75	3.38	351%	-	X	-
Mar 2014	Total Recover. Iron	mg/l	2.2	6.27	185%	-	X	-
Jun 2014	Total Recover. Aluminum	mg/l	0.75	8.03	971%	-	-	X
Sept 2014	TSS	mg/l	60	63	5%	X	-	-
Sept 2014	Total Recover. Aluminum	mg/l	0.75	1.92	156%	-	X	-
Sept 2014	Total Recover. Iron	mg/l	2.2	2.77	26%	X	-	-
Dec 2014	Total Recover. Aluminum	mg/l	0.75	2.24	199%	-	X	-
Mar 2015	Total Recover. Aluminum	mg/l	0.75	2.5	233%	-	X	-
Sept 2015	TSS	mg/l	60	66	10%	X	-	-
Sept 2015	Total Recover. Aluminum	mg/l	0.75	1.25	67%	X	-	-
Sept 2015	Total Recover. Iron	mg/l	2.2	2.62	19%	X	-	-

Outlet 001 Totals	Degree of non-compliance		
	Min	Mod	Maj
	8	13	11

Photo Attachment



2/29/16- Wetland area behind facility where operator states sludge is land applied.

Base Penalty Calculation

(pursuant to 47CSR1-6.1)

Responsible Party: City of Milton Receiving Stream: _____

Treatment System Design Maximum Flow: 0.008 MGD

Treatment System Actual Average Flow: 0.013 MGD (if known)

Enter FOF# and rate each finding as to Potential and Extent.

1)	Potential for Harm Factor	Factor Range	FOF#												
			2a	2b	2c	3ai	3aii	3aiii							
a)	Amount of Pollutant Released	1 to 3	1	1	1	1	1	1							
b)	Toxicity of Pollutant	0 to 3	0	0	0	1	1	1							
c)	Sensitivity of the Environment	0 to 3	0	0	0	1	1	1							
d)	Length of Time	1 to 3	1	1	1	1	1	1							
e)	Actual Exposure and Effects thereon	0 to 3	0	0	0	1	1	1							
Average Potential for Harm Factor			0.4	0.4	0.4	1	1	1	No						
2)	Extent of Deviation Factor	Factor Range													
	Degree of Non-Compliance	1 to 3	3	3	3	1	2	3							

Potential for Harm Factors:

- 1)c - Sensitivity of the Environment Potentially Affected (0 for "dead" stream)
- 1)d - Length of Time of Violation
- 1)e - Actual Human/Environmental Exposure and Resulting Effects thereon

Examples/Guidance:

Note: Rate as 1 for Minor, 2 for Moderate and 3 for Major. Rate as 0 if it does not apply.

Minor = exceedance of permit limit by <=40% for Avg. Monthly or <=100% for Daily Max., exceed numeric WQ standard by <= 100%, or report doesn't contain some minor information.

Moderate = exceedance of permit limit by >= 41% and <= 300% for Avg. Monthly, >= 101% and <= 600% for Daily Max., exceed numeric WQ standard by >= 101% and <= of 600% or report doesn't fully address intended subject matter.

Major = exceedance of permit limit by >= 301% for Avg. Monthly, >= 601% for Daily Max., exceed numeric WQ standard by >= 601%, failure to submit a report, failure to obtain a permit, failure to report a spill, etc. Note that a facility in SNC should be rated as major for length of time and degree of non-compliance.

Narrative WQ standard violations - case-by-case.

Penalty Adjustment Factors

(pursuant to 47CSR1-6.2)

Penalty Adjustment Factor

6.2.b.1 - Degree of or absence of willfulness and/or negligence - 0% to 30% increase

6.2.b.4 - Previous compliance/noncompliance history - 0% to 100% increase - based upon review of last three (3) years - Warning = maximum of 5% each, N.O.V. = maximum of 10% each, previous Order = maximum of 25% each - Consistent DMR violations for <1 year = 10% maximum, for >1 year but <2 years = 20% maximum, for >2 years but <3 years = 30% maximum, for >3 years = 40 % maximum

6.2.b.6 - Economic benefits derived by the responsible party (increase to be determined)

6.2.b.7 - Public Interest (increase to be determined)

6.2.b.8 - Loss of enjoyment of the environment (increase to be determined)

6.2.b.9 - Staff investigative costs (increase to be determined)

6.2.b.10 - Other factors

Size of Violator: 0 - 50% decrease

NOTE: This factor is not available to discharges that are causing a water quality violation. This factor does not apply to a commercial or industrial facility that employees or is part of a corporation that employees more than 100 individuals.

Avg. Daily WW Discharge Flow (gpd)	% Reduction Factor
< 5,000	50
5,000 to 9,999	40
10,000 to 19,999	30
20,000 to 29,999	20
30,000 to 39,999	10
40,000 to 99,999	5
> 100,000	0

Additional Other factors to be determined for increases or decreases on a case-by-case basis.

Public Notice Costs (cost for newspaper advertisement)

6.2.b.2 - Good Faith - 10% decrease to 10% increase

6.2.b.3 - Cooperation with the Secretary - 0% to 10% decrease

6.2.b.5 - Ability to pay a civil penalty - 0% to 100% decrease

Base Penalty Adjustments

(pursuant to 47CSR1-6.2)

Penalty Adjustment Factor	% Increase	% Decrease	Base Penalty Adjustments
6.2.b.1 - Willfulness and/or negligence -	10		\$5,550
6.2.b.4 - Compliance/noncompliance history			\$0
6.2.b.6 - Economic benefits - (flat monetary increase)			\$0
6.2.b.7 - Public Interest - (flat monetary increase)			\$0
6.2.b.8 - Loss of enjoyment - (flat monetary increase)			\$0
6.2.b.9 - Investigative costs - (flat monetary increase)			\$0
6.2.b.10 - Other factors (size of violator)		30	(\$16,650)
6.2.b.10 - Additional Other Factors - Increase (flat monetary increase)			\$0
6.2.b.10 - Additional Other Factors - Decrease (flat monetary decrease)			\$0
Public Notice Costs (flat monetary increase)	\$30		\$30
6.2.b.2 - Good Faith - Increase			\$0
6.2.b.2 - Good Faith - Decrease		10	(\$5,550)
6.2.b.3 - Cooperation with the Secretary		10	(\$5,550)
6.2.b.5 - Ability to Pay			\$0
Penalty Adjustments			(\$22,170)
Penalty =			\$33,330

Estimated Economic Benefit Item	Estimated Benefit (\$)
Monitoring & Reporting	
Installation & Maintenance of Pollution Control Equipment	
O&M expenses and cost of equipment/materials needed for compliance	
Permit Application or Modification	
Competitive Advantage	
Estimated Economic Benefit	\$0
Comments: No economic benefit warranted.	