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west virginia department of environmental protection

**ENVIRONMENTAL  
ENFORCEMENT**

Division of Water and Waste Management  
601 57<sup>th</sup> Street SE  
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  
AND THE  
SOLID WASTE MANAGEMENT ACT  
WEST VIRGINIA CODE, CHAPTER 22, ARTICLE 15**

TO: City Of Saint Albans  
Parks and Recreation  
1499 MacCorkle Ave.  
St. Albans, WV 25177

DATE: July 23, 2012

ORDER NO.: MM-12-009

**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. and Chapter 22, Article 15, Section 1 et seq. to City Of Saint Albans (hereinafter "Saint Albans").

**FINDINGS OF FACT**

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

1. Saint Albans operates a fill area at City Park in Saint Albans, Kanawha County, West Virginia.
2. On November 25, 2009, West Virginia Department of Environmental Protection (WVDEP) personnel responded to a citizen complaint and observed and documented improper disposal of non-exempt materials by the city of Saint Albans in the fill area, a violation of WV State Code 22-15-10(a).
3. On December 9, 2009, WVDEP personnel observed and documented a load of mulch dumped at this fill, which is an improper disposal of non-exempt materials by the city of Saint Albans. This deficiency is a violation of WV State Code 22-15-10(a).

Promoting a healthy environment.

4. On February 1, 2010 and February 2, 2010, WVDEP personnel observed and documented conditions not allowable in waters of the State (scum, foam, odor, and distinctly visible color) in the stream emanating from this fill. This deficiency is a violation of WV Legislative Rule 47CSR2 Section 3.2. WVDEP personnel instructed Saint Albans personnel to remediate the fill by ceasing dumping at this site and covering the fill with two (2) feet of compacted soil material.
5. On July 20, 2010, WVDEP personnel conducted an inspection at the fill and observed and documented the following conditions:
  - a. Remedial actions taken at the fill were unsatisfactory.
  - b. Non-exempt materials were still not covered with compacted soil.
  - c. The fill continued to cause conditions not allowable in waters of the State.
6. On October 20, 2010, WVDEP issued Unilateral Order No. 7134, which required Saint Albans to:
  - a. Immediately cease and desist contributing non-exempt solid waste to this fill area.
  - b. Within thirty (30) days, submit for approval a plan of corrective action (POCA).
7. On November 3, 2010, Saint Albans submitted a POCA, which stated that Saint Albans would perform the following actions:
  - a. Extend drainpipes on both sides of the fill so that water would not enter directly on the materials.
  - b. Push all non-exempt materials up from the bottom and off to the sides of the fill.
  - c. Cover the area with compacted soil.
  - d. Install felt fence with straw at the bottom of the landfill.
  - e. Construct a berm on top of the fill to divert runoff from directly contacting materials.
  - f. Cease dumping of solid waste in the fill area.
8. On November 8, 2010, Saint Albans' POCA was approved by WVDEP personnel and became a term and condition of the Order, with the following modifications:
  - a. All non-exempt material must be removed and properly disposed.
  - b. The fill area must be either temporarily mulched or seeded and mulched upon completion of covering with two (2) feet of compacted soil.
9. On April 3, 2012, WVDEP personnel conducted an inspection of the fill and observed and documented the following conditions:
  - a. Saint Albans failed to comply with Order No. 7134, a violation of West Virginia State Code 22-15-15.
    - i. Non-exempt material was still present in the fill.
    - ii. More non-exempt material had been contributed to the site.
    - iii. The fill was not covered with compacted soil.

- b. The fill continued to cause conditions not allowable in State waters, a violation of WV Legislative Rule 47CSR2 Section 3.2. Specifically, there were distinctly visible solids, color, and sheen.
- c. The fill was discharging pollutants without authorization pursuant to a WV/NPDES permit, a violation of WV State Code 22-11-8.

As a result of the aforementioned violations, Notice of Violation (NOV) Nos. D12-20-048-BMW and D12-20-049-BMW were issued to Saint Albans.

10. On July 6, 2012, WVDEP personnel and representatives of Saint Albans met to discuss the terms and conditions of this Order.

### **ORDER FOR COMPLIANCE**

Now, therefore, in accordance with Chapter 22, Article 11, Section 1 et seq. and Chapter 22, Article 15, Section 1 et seq. of the West Virginia Code, it is hereby agreed between the parties, and ORDERED by the Director:

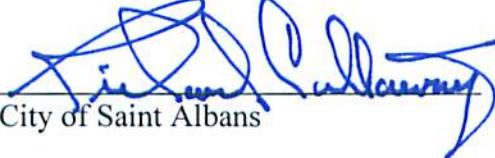
1. Saint Albans shall immediately take all measures to initiate compliance with all pertinent laws and rules.
2. Because of Saint Albans' WV State Code and WV Legislative Rule violations, Saint Albans shall be assessed a civil administrative penalty of seven thousand forty-five dollars (\$7,045) to be 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 be mailed to:**

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

### **OTHER PROVISIONS**

1. Saint Albans hereby waives its right to appeal this Order under the provisions of Chapter 22, Article 11, Section 21 and Chapter 22, Article 15, Section 16 of the Code of West Virginia. Under this Order, Saint Albans 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, Saint Albans 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 Saint Albans 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, Saint Albans 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 Saint Albans becomes aware of such a delay, notification shall be provided to the Director/Chief Inspector and 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 Saint Albans 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 Saint Albans (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 Saint Albans 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 Saint Albans 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 Saint Albans, its successors and assigns.

7. This Order shall terminate upon Saint Albans' notification of full compliance with the "Order for Compliance" and verification of this notification by WVDEP.

  
\_\_\_\_\_  
City of Saint Albans

8/6/12  
\_\_\_\_\_  
Date

Public Notice begin:

\_\_\_\_\_  
Date

Public Notice end:

\_\_\_\_\_  
Date

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

\_\_\_\_\_  
Date



4-3-2012



4-3-2012



4-3-2012



4-3-2012

## Base Penalty Calculation

(pursuant to 47CSR1-6.1)

Responsible Party:

City of Saint Albans

Receiving Stream:

Treatment System Design Maximum Flow:   MGD

Treatment System Actual Average Flow:   MGD (if known)

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

1)	Potential for Harm Factor	Factor Range	FOF#											
			9b	9c										
a)	Amount of Pollutant Released	1 to 3	2	1										
b)	Toxicity of Pollutant	0 to 3	1	0										
c)	Sensitivity of the Environment	0 to 3	1	0										
d)	Length of Time	1 to 3	1	1										
e)	Actual Exposure and Effects thereon	0 to 3	2	0										
<b>Average Potential for Harm Factor</b>			1.4	0.4	No									
2)	Extent of Deviation Factor	Factor Range												
	Degree of Non-Compliance	1 to 3	3	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		\$610
6.2.b.4 - Compliance/noncompliance history	25		\$1,525
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)			\$0
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	(\$610)
6.2.b.3 - Cooperation with the Secretary		10	(\$610)
6.2.b.5 - Ability to Pay			\$0
<b>Penalty Adjustments</b>			<b>\$945</b>
<b>Penalty =</b>			<b>\$7,045</b>

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	
<b>Estimated Economic Benefit</b>	<b>\$0</b>
<b>Comments:</b>	