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BEFORE THE HEAR UNITED STATES ENVIRONMENTAL PROTECTION

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HEARINGS CLERK

In the Matter of:))) DOCKET NO.
OIL RE-REFINING COMPANY) TSCA-10-2013-0073
4150 North Suttle Road)
Portland, Oregon 97217,) CONSENT AGREEMENT AND
) FINAL ORDER
)
Respondent.)
Respondent.)

I. AUTHORITIES

- 1.1 This Consent Agreement and Final Order ("CAFO") is issued pursuant to the authority vested in the Administrator of the U.S. Environmental Protection Agency ("EPA" or "Complainant") by Section 16(a) of the Toxic Substances Control Act ("TSCA") and the Consolidated Rules of Practice Governing the Administrative Assessment of Civil Penalties, Issuance of Compliance or Corrective Action Orders, and the Revocation, Termination, or Suspension of Permits, 40 C.F.R. part 22 ("Consolidated Rules of Practice").
- 1.2 The Administrator has delegated the authority to issue the Final Order contained in Part V of the CAFO to the Regional Administrator, who in turn has redelegated this authority to the Regional Judicial Officer.
- 1.3 The Administrator has delegated the authority pursuant to Section 16(a)(2)(C) of TSCA, 15 U.S.C. § 2615(a)(2)(C), to remit a penalty assessed under TSCA when the Agency is

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satisfied that conditions have been met to the Regional Administrator, who in turn has redelegated this authority to the Director of the Office of Compliance and Enforcement.

1.4 In accordance with 40 C.F.R. § 22.18(b), Complainant hereby issues, and Oil Re-Refining Company ("ORRCO" or "Respondent") hereby agrees to the issuance of, the Final Order contained in Part V of this CAFO.

II. PRELIMINARY STATEMENT

- 2.1 Issuance of this CAFO commences this proceeding in accordance with 40 C.F.R. § 22.13(b), which will conclude when the Final Order contained in Part V of this CAFO becomes effective in accordance with 40 C.F.R. § 22.31(b) and (d).
- 2.2 Part III of this CAFO contains a concise statement of the factual and legal basis for the alleged violations, and the specific statutory provisions and implementing regulations that Respondent allegedly violated.

TSCA Statutory and Regulatory Background

- 2.3 Section 6(e) of TSCA, 15 U.S.C. § 2605(e), banned the manufacture of polychlorinated biphenyls ("PCBs") and required EPA to promulgate regulations prescribing, inter alia, methods for disposal, processing, and distribution in commerce of existing PCBs. These regulations are found at 40 C.F.R. part 761.
- 2.4 Section 15(1) of TSCA, 15 U.S.C. § 2614(1), makes it unlawful for any person to fail to comply with any rule or requirement promulgated under Section 6(e) of TSCA, 15 U.S.C. § 2605(e), including the regulations found at 40 C.F.R. part 761. Section 16(a)(2) of TSCA, 15 U.S.C. § 2615(a)(2), authorizes EPA to issue an order assessing a civil penalty for

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violations of Section 15 of TSCA, 15 U.S.C. § 2614(1), and to compromise, modify, or remit the assessed penalty with or without conditions.

- 2.5 Pursuant to 40 C.F.R. § 761.202(b), generators, commercial storers, transporters, and disposers of PCB waste must obtain an EPA Identification Number prior to engaging in PCB waste handling activities.
- 2.6 "PCB wastes" are defined at 40 C.F.R. § 761.3 to mean those PCBs and PCB Items that are subject to the disposal requirements of 40 C.F.R. part 761, subpart D.
- 2.7 A "commercial storer of PCB waste" is defined at 40 C.F.R. § 761.3 as the owner or operator of each facility that is subject to the PCB storage unit standards, and who engages in storage activities involving either PCB waste generated by others or that was removed while servicing equipment owned or operated by others.
- 2.8 A "transporter of PCB waste" is defined at 40 C.F.R. § 761.3 to mean any person engaged in the transportation of regulated PCB waste by air, rail, highway, or water for purposes other than consolidation by a generator of PCB waste.
- 2.9 Pursuant to 40 C.F.R. § 761.20(c), no person may distribute in commerce any PCB or PCB item, regardless of concentration, for use within the United States without an exemption, except if the processing or distribution involves an excluded manufacturing process, recycled PCBs, or excluded PCB products.
- 2.10 The term "distribute in commerce" is defined at 40 C.F.R. § 761.3 to mean to sell, or the sale of, a substance, mixture, or article in commerce; or to introduce or deliver for introduction into commerce.

- 2.11 The term "excluded PCB products" is defined at 40 C.F.R. § 761.3 to mean PCB materials which appear at concentrations less than 50 parts per million ("ppm"), and include used oils with a PCB concentration less than 50 ppm if the concentration was not the result of dilution, or leaks and spills of PCBs in concentrations over 50 ppm.
- 2.12 Pursuant to 40 C.F.R. § 761.60(a), liquids with PCB concentrations equal to or greater than 50 ppm must generally be disposed of in an incinerator that complies with the requirements of 40 C.F.R. § 761.70.
- 2.13 Pursuant to 40 C.F.R. § 761.1(b)(5), no person may avoid any provision specifying a PCB concentration, including disposal requirements, by diluting the PCBs.
- 2.14 Pursuant to 40 C.F.R. § 761.20(e)(2)(ii), if any used oil containing PCBs at a concentration of 50 ppm or greater has been added to a container or equipment, then the total container contents must be considered as having a PCB concentration of 50 ppm or greater for purposes of disposal.
- 2.15 Pursuant to 40 C.F.R. § 761.65(a)(1), PCB waste must be disposed of within one year from the date it was determined to be PCB waste and the decision was made to dispose of it.
- 2.16 Pursuant to 40 C.F.R. § 761.65(d), no person may commercially store PCB waste without first receiving approval from EPA to commercially store PCB waste.
- 2.17 Pursuant to 40 C.F.R. \S 761.40, all PCB containers must be marked with the large PCB M_L mark, as depicted in 40 C.F.R. \S 761.45, figure 1.
- 2.18 A "PCB container" is defined at 40 C.F.R. § 761.3 to mean any package, can, bottle, bag, barrel, drum, tank, or other device that contains PCBs.

2.19 A "PCB item" is defined at 40 C.F.R. § 761.3 to mean any PCB article, PCB container, PCB equipment, or anything that deliberately or unintentionally contains or has as a part of it any PCB or PCBs.

III. ALLEGATIONS

- 3.1 ORRCO is a corporation organized under the laws of the state of Washington, registered to do business in the state of Oregon, and is a "person" as defined at 40 C.F.R. § 761.3.
- 3.2 ORRCO owns and operates used oil processing and re-refining facilities located at 4150 North Suttle Road in Portland, Oregon ("Suttle Road Facility") and 1291 Laverne Avenue in Klamath Falls, Oregon ("Klamath Falls Facility"), and owns and operates used oil collection and transfer facilities located at 977 South 700 West in Salt Lake City, Utah ("Salt Lake City Facility"), 11916 East Empire Avenue in Spokane, Washington ("Spokane Facility"), and at 85951 Old Highway 99 South in Goshen, Oregon ("Goshen Facility"). At the time relevant to the violations alleged herein, ORRCO owned and operated a used oil processing/re-refining facility located at 11535 North Force Road in Portland, Oregon ("Force Road Facility").
- 3.3 On January 20, 2010, ORRCO collected from one of its regular customers, Burly Seal Products, Inc., approximately 300 gallons of used oil (hereinafter "Burly Seal used oil") for the purpose of recycling or re-refining the used oil. At the point of collection, ORRCO obtained from Burly Seal Products, Inc. a waste material profile certifying that the used oil had not been mixed with PCBs and did not contain PCBs at concentrations greater than 2 ppm. A sample retained from the Burly Seal used oil was analyzed on March 1, 2010, and found to contain PCBs at a concentration of 20,800 ppm.

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- 3.4 Prior to discovering that the Burly Seal used oil contained PCBs, ORRCO transported the oil to its Salt Lake City Facility and mixed it with used oil obtained from other sources. Between January 27 and February 23, 2010, ORRCO transported 32,000 gallons of this mixture to the Klamath Falls and Force Road Facilities, where it was again mixed with used oil from other sources. The mixing of the Burly Seal used oil with used oil from other sources diluted the PCBs and resulted in the contamination of a larger volume of used oil with PCBs.
- 3.5 ORRCO discovered PCB contamination at its Klamath Falls and Force Road Facilities on February 8, 2010, shut down all operations at these facilities on February 25, 2010, and notified Complainant of the PCB contamination.
- 3.6 Complainant conducted a multi-day inspection of the Force Road and Suttle Road Facilities on March 4, 9, 10, and 11, 2010.
- 3.7 ORRCO's production records show that it sold products comprised of used oil that had been mixed with Burly Seal used oil from its Suttle Road and Klamath Falls Facilities.

 The production records also show that ORRCO burned approximately 53,800 gallons of used oil that had been mixed with Burly Seal used oil to fuel its burners.
- 3.8 On March 23, 2010, Complainant received from ORRCO a document titled "Self Disclosure Information Regarding Contaminated Oil Dispersed from ORRCO, Related to PCB Contaminated Oil Received from Burly Seal in Toole, Utah" ("Self-Disclosure Summary"), which described the transportation, mixing, storage, and processing of the Burly Seal used oil. In its Self Disclosure Summary, ORRCO acknowledged selling to five different customers used oil that had been mixed with Burly Seal used oil.

- 3.9 On March 4, 2010, ORRCO collected from one of its customers, Pacific Recycling, Inc., approximately 1,000 gallons of used oil (hereinafter "Pacific Recycling used oil") for the purpose of recycling or re-refining the used oil. At the point of collection, ORRCO obtained from Pacific Recycling, Inc. a waste material profile certifying that the used oil had not been mixed with PCBs and did not contain PCBs at concentrations greater than 2 ppm. A sample retained from the Pacific Recycling used oil was analyzed by ORRCO and found to contain PCBs at a concentration of 288 ppm.
- 3.10 Prior to discovering that the Pacific Recycling used oil contained PCBs,
 ORRCO transported the oil to its Goshen Facility and mixed it with used oil obtained from other sources. On April 2, 2010, ORRCO notified Complainant that the Pacific Recycling used oil contained PCBs.
- 3.11 Complainant conducted an inspection of the Goshen Facility on April 9, 2010, and observed used oil stored in a 20,000-gallon collection tank. A sample of oil contained in the tank was analyzed and found to contain PCBs at a concentration of 160 ppm.
- 3.12 On June 4, 2010, ORRCO notified Complainant that it had identified PCBs at a concentration of 230 ppm in a sample retained from a collection of used oil at Sutton Salvage in Lewiston, Idaho (hereinafter "Sutton Salvage used oil"). ORRCO transported the Sutton Salvage used oil to its Spokane Facility where it was locked down in a storage tank.
- 3.13 On July 15, 2010, ORRCO notified Complainant of PCB waste handling activities at the Suttle Road, Force Road, Klamath Falls, and Spokane Facilities by filing Form 7710-53.

- 3.14 On July 26, 2010, Complainant inspected the Force Road and Suttle Road Facilities to assess work completed by ORRCO to decontaminate storage tanks that previously held used oil-containing PCBs. Complainant's inspector observed approximately 64 drums stored at the Suttle Road Facility that contained PCB waste generated from the decontamination of the storage tanks. Six of the drums containing PCB waste were not labeled with the M_L mark, and none of the drums were marked with a date indicating when the PCB waste was placed into storage for disposal.
- 3.15 As of the effective date of this CAFO, ORRCO continues to store used oil regulated for disposal as PCB waste at its Klamath Falls and Suttle Road Facilities.
- 3.16 On May 9, 2011, ORRCO submitted applications for authorization to operate as a commercial storer of PCB waste at the Klamath Falls, Goshen, Suttle Road, and Spokane Facilities. In a letter dated June 28, 2011, Complainant denied Respondent's commercial storage applications because the applications were deficient and did not meet the applicable approval criteria.

Alleged Violation 1 (Failure to Notify EPA of PCB Waste Handling Activities)

- 3.17 40 C.F.R. § 761.202(b) prohibits a generator, commercial storer, transporter, or disposer of PCB waste from processing, storing, disposing, transporting, or offering for transport PCB waste without having first received an EPA identification number or having filed Form 7710-53 to notify EPA of PCB waste handling activities.
- 3.18 Between January and May 2010, ORRCO collected and transported PCB waste to its Salt Lake City, Goshen, and Spokane Facilities. The PCB waste was subsequently diluted with sources of other used oil and transported to the Force Road, Suttle Road, Klamath Falls,

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1	Goshen, and Spokane Facilities. ORRCO commercially stored PCB waste at the Force Road,			
2	Suttle Road, Klamath Falls, Goshen and Spokane Facilities, and continues to commercial store			
3	PCB waste at the Suttle Road and Klamath Falls Facilities. Respondent first applied for an EPA			
4	identification number by filing a Form 7710-53 for each of the above-listed facilities on			
5	August 2, 2010. Therefore, ORRCO transported and/or accepted PCB waste for commercial			
6	•			
7	storage prior to obtaining an EPA identification number or filing Form 7710-53 to notify EPA of			
	PCB waste handling activities, in violation of 40 C.F.R. § 761.202(b) and Section 15 of TSCA,			
8	15 U.S.C. § 2614.			
9	15 O.S.C. § 2014.			
10	Alleged Violation 2 (Unauthorized Commercial Storage of PCB Waste)			
11	3.19 40 C.F.R. § 761.65(d) prohibits the commercial storage of PCB waste without			
12				
13	prior written approval from EPA, unless the storage unit meets one of the conditions of			
14	40 C.F.R. § 761.65(b)(2)(i)-(vi).			
15	3.20 Between January and March 2010, ORRCO commercially stored PCB waste			
16	collected from generators at the Force Road, Suttle Road, Klamath Falls, Goshen, and Spokane			
17	Facilities. The PCB waste at the above-listed facilities was stored in units that were not			
18	approved by EPA and that did not meet the conditions of 40 C.F.R. § 761.65(b)(2)(i)-(vi).			
19	Therefore, ORRCO commercially stored PCB Waste without approval from EPA, in violation of			
20	40 C.F.R. § 761.65(d) and Section 15 of TSCA, 15 U.S.C. § 2614.			
21	Alleged Violation 3			
22	(Failure to Dispose of PCB Waste within One Year)			
22	3.21 40 C.F.R. § 761.65(a)(1) requires that PCB waste be disposed within one year			
23				
24	from the date it was determined to be PCB waste.			
25				
	FOR SETTLEMENT PURPOSES ONLY CONSENT AGREEMENT AND FINAL ORDER U.S. Environmental Protection Agency 1200 Sixth Avenue, Suite 900			

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Seattle, Washington 98101

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3.22 Between January and March 2010, ORRCO commenced storage of PCB waste 2 at the Force Road, Suttle Road, Klamath Falls, Goshen, and Spokane Facilities. ORRCO 3 continues to store PCB waste at the Suttle Road and Klamath Falls Facilities. Therefore, 4 ORRCO failed to dispose of PCB waste within one year and continue to store PCB waste, in 5 violation of 40 C.F.R. § 761.65(a)(1) and Section 15 of TSCA, 15 U.S.C. § 2614. 6 **Alleged Violation 4** (Distribution of PCBs in Commerce) 7 8 40 C.F.R. § 761.20(c) prohibits any person from processing or distributing in 3.23 9 commerce any PCBs regardless of concentration, unless such person has an exemption or the 10 processing or distribution involves an excluded manufacturing process. Pursuant to 11 40 C.F.R. § 761.3, used oil is considered an excluded PCB product only if it contains 12 concentrations of PCBs less than 50 ppm and this concentration was not the result of dilution. 13 Used oil that contains quantifiable levels of PCBs (i.e., above 2 ppm) and that is not regulated for 14 disposal (below 50 ppm) may be burned for energy recovery in accordance with 15 40 C.F.R. § 761.20(e)(2) unless the PCB concentration is the result of dilution from a source 16 above 50 ppm, at which point the used oil is subject to the disposal requirements at 40 C.F.R. 17 part 761, subpart D. 18 3.24 Between January 27 and February 25, 2010, ORRCO processed used oil 19 20 containing PCBs at concentrations greater than 50 ppm and/or at concentrations less than 50 ppm 21 that were the result of dilution. ORRCO distributed the processed used oil in commerce from its 22 Suttle Road and Klamath Falls Facilities. Therefore, ORRCO processed and distributed PCBs in 23 commerce, in violation of 40 C.F.R. § 761.20(c) and Section 15 of TSCA, 15 U.S.C. § 2614. 24 25 FOR SETTLEMENT PURPOSES ONLY U.S. Environmental Protection Agency 1200 Sixth Avenue, Suite 900



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1	Alleged Violation 5 (Unauthorized Disposal of PCBs)			
2	3.25 40 C.F.R. § 761.60(a) requires that PCB liquids at concentrations greater than or			
4	equal to 50 ppm be disposed of in an incinerator or high efficiency boiler that complies with			
5	40 C.F.R. §§ 761.70 and 761.71. Pursuant to 40 C.F.R. § 761.1(b)(5), no person may avoid the			
6	concentration-based disposal requirements by diluting PCBs.			
7	3.26 Between January 27 and February 25, 2010, ORRCO burned used oil with			
8	PCBs at concentrations above 50 ppm and with PCB concentrations below 50 ppm that resulted			
9	from dilution. This used oil was subject to the disposal requirements at 40 C.F.R. § 761.60(a),			
10	but was burned in a unit that was not an incinerator or high efficiency boiler under 40 C.F.R.			
11	§§ 761.70 and 761.71. Therefore, ORRCO disposed of PCB liquids, in violation of 40 C.F.R.			
12	§ 761.60(a) and Section 15 of TSCA, 15 U.S.C. § 2614.			
13	W. A. C.			
14				
15	3.27 40 C.F.R. § 761.40 requires all PCB containers to be marked with the M_L mark			
16	illustrated at 40 C.F.R. § 761.45(a).			
17	On July 26, 2010, Complainant observed six drums containing PCB waste at the			
18	Suttle Road Facility that did not contain the M _L mark. Therefore, ORRCO failed to mark PCB			
19	containers with the M _L mark in violation 40 C.F.R. § 761.40(a) and Section 15 of TSCA,			
20	15 U.S.C. § 2614.			
21				
22	Alleged Violation 7 (Failure to Date PCB Items for Disposal)			
23	3.29 40 C.F.R. § 761.65(c)(8) requires all PCB items to be dated with the date the			
24	item is removed from service for disposal.			
25				
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assessed penalty upon Respondent's full completion, to Complainant's satisfaction, of all compliance actions set forth in the Compliance Schedule included as Attachment A to Non-remittance Order. If, at any time following the effective date of this CAFO, Complainant determines that Respondent has failed to comply with the Compliance Schedule, Complainant may issue Respondent a non-remittance order requiring payment of the assessed penalty in full or in part. Any partial payment made by Respondent in accordance with a non-remittance order shall be deducted from the total penalty assessed against the Respondent in Paragraph 4.3. Respondent agrees to pay the amount specified in a non-remittance order within 30 days of the date of order pursuant Petition. Respondent may petition Complainant to issue an order remitting the assessed penalty in full by submitting all information necessary for the Complainant to make a determination that Respondent has fully completed all disposal and compliance actions required under the Compliance Schedule. Payment under this CAFO must be made by cashier's check or certified check payable to the order of "Treasurer, United States of America" and delivered to one of the

1	By U.S. Postal Mail:	By UPS, Federal Express, or overnight mail:	
2	U.S. Environmental Protection Agency	U.S. Bank	
3	Fines and Penalties Cincinnati Finance Center	Government Lockbox 979077 U.S. EPA Fines and Penalties	
4	P.O. Box 979077 St. Louis, MO 63197-9000	St. Louis, MO 63101	
5	4	314-418-1028	
6	Respondent must note on the check the name and address of the Respondent, the case name, and		
7	the docket number of the case.		
8	4.6 Respondent must deliver a photocopy of the check for any payment required		
9	under this CAFO via United States mail to the Regional Hearing Clerk and EPA Region 10 at the		
10	following addresses:		
11	Regional Hearing Clerk		
12	U.S. Environmental Protection Agency Region 10, Mail Stop ORC-158		
13	1200 Sixth Avenue, Suite 900 Seattle, WA 98101		
14	3, 1, 1, 1, 1, 1, 1, 1, 1, 1, 1, 1, 1, 1,		
15	Tristen Gardner U.S. Environmental Protection Agency		
16	Region 10, Mail Stop OCE-084 1200 Sixth Avenue, Suite 900		
17	Seattle WA 98101		
18	4.7 If Respondent fails to pay the amount specified in a nonremittance order by the		
19	due date established under Paragraph 4.4.b, the entire unpaid balance of the penalty assessed in		
20	Paragraph 4.3, plus any interest at currently prevailing rates accrued from 30 days after the		
21	effective date of this CAFO, shall become immediately due and owing. Failure to pay the		
22	assessed penalty as required by this CAFO may result in a civil action to collect the assessed		
23	penalty pursuant to Section 16(a) of TSCA, 15 U.S.C. § 2615(a)(4). In any such collection		
24	action, the validity, amount, and appropriateness of such penalty shall not be subject to review.		
25	I I am I provide the second se		
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7		
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10	3/25/2013	In John Miller
11		DWARD J. KOWALSKI, Director ffice of Compliance and Enforcement
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ATTACHMENT A

COMPLIANCE SCHEDULE

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The purpose of this Compliance Schedule is to ensure the timely and proper disposal, as set forth in the compliance actions below, of used oil regulated for disposal under TSCA located at facilities owned or operated by Oil Re-Refining Company, Inc. (ORRCO), including the facilities located at 4150 North Suttle Road, Portland, Oregon (Suttle Road Facility) and 1291 Laverne Avenue, Klamath Falls, Oregon (Klamath Falls Facility). The volumes and locations of used oil regulated for disposal under TSCA referenced in this Compliance Schedule were provided by ORRCO in a letter dated June 20, 2012, and are approximations that in no way limit ORRCO's obligation to complete the compliance actions herein for used oil subject to regulation under TSCA.

8

For purposes of this Compliance Schedule, "used oil regulated for disposal under TSCA" shall include:

10

used oil with as-found concentrations of PCBs equal to or greater than 50 parts per million (ppm), and subject to disposal pursuant to 40 C.F.R. § 761.60(a);

11 12

used oil containing PCBs at concentrations equal to or greater than 2 ppm that was diluted from a source concentration of PCBs equal to or greater than 50 ppm and must be managed in accordance with the disposal requirements applicable to the original source concentration of equal to or greater than 50 ppm pursuant to 40 C.F.R. § 761.1(b)(5); or

14 15

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used oil containing PCBs at concentrations equal to or greater than 2 ppm that C. was contaminated when added to a container in which PCBs at a concentration equal to or greater than 50 ppm were added that was not previously decontaminated in accordance with 40 C.F.R. § 761.79, 40 C.F.R. § 761.20(e)(2)(ii).

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18 In a letter dated June 20, 2012, ORRCO provided an inventory of the used oil regulated for disposal under TSCA stored or located at its facilities. This Compliance Schedule 19 pertains only to the used oil with PCBs at as-found concentrations above 2 ppm that ORRCO identified in the letter as "Oil with Detected Levels." The inventory of Oil with Detected Levels as described in the June 20, 2012 letter is as follows:

21

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Klamath Falls Facility – 59,059 gallons Suttle Road Facility - 71,715 gallons

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