ENVIRONMENTAL PROTECTION
AGENCY-REGION 7

U. S. ENVIRONMENTAL PROTECTION AGENCY REGION 7 11201 RENNER BOULEVARD LENEXA, KANSAS 66219

BEFORE THE ADMINISTRATOR

In the Matter of

Todd Moore d/b/a TM Construction 2820 Cathedral Drive St. Louis, Missouri Docket No. TSCA-07-2015-0015

COMPLAINT AND NOTICE OF OPPORTUNITY FOR HEARING

Respondent

COMPLAINT

Jurisdiction

- 1. This Complaint and Notice of Opportunity for Hearing (Complaint) serves as notice that the United States Environmental Protection Agency (EPA), Region 7 has reason to believe that Respondent has violated Section 409 of the Toxic Substances Control Act (TSCA), 15 U.S.C. § 2689, by failing to comply with the regulatory requirements of 40 C.F.R. Part 745, Subpart E, *Residential Property Renovation*, promulgated pursuant to 15 U.S.C. 2682, 2686, and 2687.
- 2. This administrative action for the assessment of civil penalties is instituted pursuant to Section 16(a) of TSCA, 15 U.S.C. § 2615(a), and in accordance with the EPA's 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) a copy of which is enclosed along with this Complaint.

Parties

- 3. The Complainant, by delegation from the Administrator of the EPA, is the Chief of the Toxics and Pesticides Branch at EPA, Region 7.
- 4. The Respondent is a Missouri business, Todd Moore, d/b/a TM Construction, currently residing at 2820 Cathedral Drive, St. Louis, Missouri 63129.

Statutory and Regulatory Background

- 5. Congress passed the Residential Lead-Based Paint Hazard Reduction Act of 1992 (the Act), 42 U.S.C. §§ 4851 to 4856, to address the need to control exposure to lead-based paint hazards. One of the stated purposes of the Act is to implement a broad program to reduce lead-based paint hazards in the Nation's housing stock. 42 U.S.C. § 4851a(2). The Act amended TSCA by adding Title IV Lead Exposure Reduction, TSCA Sections 401 to 412, 15 U.S.C. §§ 2681 to 2692.
- 6. Section 402 of TSCA, 15 U.S.C. § 2682, requires that the Administrator of EPA promulgate regulations regarding the activities of individuals and contractors engaged in lead-based paint activities, including renovation of residences built prior to 1978, and regulations for the certification of such individuals and contractors.
- 7. In 1996, EPA promulgated regulations to implement Section 402(a) of TSCA, 15 U.S.C. § 2682(a). These regulations are set forth at 40 C.F.R. Part 745, Subpart L. In 1998, EPA promulgated regulations to implement Section 406(b) and Section 407 of the Act. These regulations are set forth at 40 C.F.R. Part 745, Subpart E. In 2008, EPA promulgated regulations to implement Section 402(c)(3) of TSCA, 15 U.S.C. § 2682(c)(3), by amending 40 C.F.R. Part

745, Subparts E and L (the "Renovation, Repair and Painting Rule" or the "RRP Rule"). See Lead; Renovation, Repair, and Painting Program, 73 Fed. Reg. 21692, 21758 (issued Mar. 31, 2008) (codified at 40 C.F.R. Part 745, Subpart E). The RRP Rule pertains to lead-based paint activities, and the regulations set forth work practice standards for the renovation of residences built prior to 1978 and require certification of individuals and firms who are involved in these activities.

- 8. Section 401(17) of TSCA, 15 U.S.C. § 2681(17) defines target housing to mean any housing constructed prior to 1978, except housing for the elderly or persons with disabilities (unless any child who is less than six (6) years of age resides or is expected to reside in such housing) or any zero-bedroom dwelling.
- 9. 40 C.F.R. § 745.81 (a)(2)(ii) states that on or after April 22, 2010, no firm may perform, offer, or claim to perform renovations without certification from EPA under §745.89 in target housing or child-occupied facilities, unless the renovation qualifies for one of the exceptions identified in §745.82(a) or (c).
- structure, or portion thereof, that results in the disturbance of painted surfaces, unless that activity is performed as part of an abatement as defined by 40 C.F.R. § 745.223. The term renovation includes (but is not limited to): the removal, modification or repair of painted surfaces or painted components (e.g., modification of painted doors, surface restoration, window repair, surface preparation activity (such as sanding, scraping, or other such activities that may generate paint dust)); the removal of building components (e.g., walls, ceilings, plumbing, windows); weatherization projects (e.g., cutting holes in painted surfaces to install blown-in insulation or to

gain access to attics, planing thresholds to install weather stripping), and interim controls that disturb painted surfaces.

- 11. 40 C.F.R. § 745.83 defines person as any natural or judicial person including any individual, corporation, partnership, or association; any Indian Tribe, State, or political subdivision thereof; any interstate body; and any department, agency, or instrumentality of the Federal Government.
- 12. 40 C.F.R. § 745.83 defines firm as a company, partnership, corporation, sole proprietorship or individual doing business, association, or other business entity; a Federal State, Tribal, or local government agency; or a nonprofit organization.
- 13. 40 C.F.R. § 745.89(a)(1) provides that firms that perform renovations for compensation must apply to EPA for certification to perform renovations or dust sampling.
- 14. 40 C.F.R. § 745.81(a)(2)(ii) firms performing renovations for compensation must be certified by the EPA and have obtained initial certification prior to performance of renovations unless the renovation qualifies for one of the exceptions identified in §745.82(a) or (c).
- 15. 40 C.F.R. § 745.89(d)(2) requires firms performing renovations to ensure that "[a] certified renovator is assigned to each renovation performed by the firm and discharges all of the certified renovator responsibilities identified in § 745.90 [Renovator Certification and Dust Sampling Technician Certification]."
- 16. Pursuant to 40 C.F.R. § 745.89(d)(1), firms performing renovations must ensure that a certified renovator is assigned to each renovation performed by the firm and discharges all of the certified renovator responsibilities identified in 40 C.F.R. § 745.90.

- 17. The RRP Rule sets forth the regulations for "Work Practice Standards" that must be followed by firms performing renovations on target housing. These work practice standards are outlined in 40 C.F.R § 745.85, and they require, in pertinent part:
 - (a) Pursuant to 40 C.F.R. § 745.85(a)(2)(ii)(C), the renovation firm, before beginning the renovation, must cover the ground with plastic sheeting or other disposable impermeable material extending 10' (ten feet) beyond the perimeter of surfaces undergoing renovation or a sufficient distance to collect falling paint debris, whichever is greater, unless the property line prevents 10' of such ground covering.
 - (b) Occupant Protection. Firms must post signs clearly defining the work area and warning occupants and other persons not involved in renovation activities to remain outside of the work area. To the extent practicable, these signs must be in the primary language of the occupants. These signs must be posted before beginning the renovation and must remain in place and readable until the renovation and the post-renovation cleaning verifications have been completed. 40 C.F.R. § 745.85(a)(1).
- 18. Failure to comply with any provision of 40 C.F.R. Part 745, Subpart E (RRP Rule) violates Section 409 of TSCA, 15 U.S.C. § 2689, which may subject the violator to administrative penalties under section 16(a) of TSCA, 15 U.S.C. § 2615(a) and 40 C.F.R. § 745.87(d).
- 19. Section 16(a) of TSCA, 15 U.S.C. § 2615(a), and 40 C.F.R. § 745.87(d) authorize the EPA Administrator to assess a civil penalty of up to \$25,000 for each violation of Section 409 of TSCA, 15 U.S.C. § 2689. Each day that such a violation continues constitutes a separate violation of section 15 of TSCA, 15 U.S.C. § 2614. The Debt Collection Improvement Act of

1996, 31 U.S.C. § 3701, and its implementing regulations at 40 C.F.R. Part 19, increased these statutory maximum penalties to \$37,500 for violations that occurred after January 12, 2009.

General Factual Allegations

- 20. Respondent at all times referred to herein, is a company doing business in Missouri.
- 21. Respondent, at all times referred to herein, was a "firm" as defined in 40 C.F.R. § 745.83.
- 22. Presently and at the time of the actions described herein, Respondent is an uncertified firm doing business in Missouri.
- 23. Respondent, an uncertified firm, performed renovations on a residential property located at 11121 Fawnhaven Drive, St. Louis, Missouri ("the Property"). The property was a single family home and there were no children living at the property.
- 24. At all times relevant to this Complaint, the renovation project at the Property was a "renovation for compensation" subject to the RRP Rule per 40 C.F.R. § 745.82.
- 25. The Property was constructed before 1978 and is "target housing" as defined by 40 C.F.R. § 745.103.
- 26. On January 15, 2014, EPA conducted an unannounced work site inspection related to Repair, Renovation and Painting activities conducted by Respondent at 11121 Fawnhaven Drive, St. Louis, Missouri. Inspection was pursuant to the authority of TSCA to determine Respondent's compliance with the requirements of TSCA and related regulations found in the Code of Federal Regulations.

- 27. Between August 25, 2014 and April 8, 2015, EPA and Respondent were in settlement discussions. The discussions ended after April 8, 2015, when Respondent stopped responding to EPA's calls and messages.
- 28. On April 8, 2015 EPA contacted Respondent one more time to advise him that if EPA had not heard from Respondent in one week, EPA would be forced to file a Complaint.

 Respondent did not contact EPA and, to the date of this filing, has not contacted EPA.
- 29. As a result of the inspection and additional information obtained by EPA,

 Complainant has identified the following violations of Section 409 of TSCA, the Residential

 Lead-Based Paint Hazard Reduction Act of 1992, and the RRP Rule, as set forth in 40 C.F.R.

 Part 745, Subpart E.

Alleged Violations

30. The Complainant hereby states and alleges that Respondent has violated TSCA and federal regulations promulgated thereunder, as follows:

Count 1

- 31. Paragraphs 20 through 29 are incorporated by reference herein.
- 32. Pursuant to 40 C.F.R. § 745.81(a)(2)(ii), firms performing renovations for compensation must be certified by the EPA and must have obtained initial certification prior to performance of renovations unless the renovation qualifies for one of the exceptions identified in §745.82(a) or (b).
- 33. Pursuant to 40 C.F.R. § 745.89(a), firms that perform renovations for compensation must apply to EPA for certification to perform renovations or dust sampling.
- 34. At the time of attempted inspection, Respondent had not applied for certification nor obtained initial certification to be a firm performing renovations for compensation.

- 35. The renovation did not qualify for one of the exceptions identified in §745.82.
- 36. Respondent's failure to apply for certification and ensure that it obtained initial firm certification prior to the renovations at the Property for compensation constitutes a violation of 40 C.F.R. § 745.81(a)(2)(ii) and 40 C.F.R. § 745.89(a). Respondent, therefore, violated Section 409 of TSCA, 15 U.S.C. § 2689.

Count 2

- 37. Paragraphs 20 through 29 are incorporated by reference herein.
- 38. Pursuant to 40 C.F.R. § 745.89(d)(2), firms performing renovations are required to ensure a certified renovator is assigned to each renovation performed by the firm and discharges all of the certified renovator responsibilities identified in 40 CFR §745.90.
- 39. Respondent, failed to ensure a certified renovator was assigned to each renovation performed by the firm and discharged all of the certified renovator responsibilities identified in 40 CFR §745.90.
- 40. Respondent's failure to ensure a certified renovator was assigned to each renovation performed by the firm and discharged all of the certified renovator responsibilities identified in §745.90 constitutes a violation of 40 C.F.R. § 745.89(d)(2). Respondent, therefore, violated Section 409 of TSCA, 15 U.S.C. § 2689.

Count 3

- 41. Paragraphs 20 through 29 are incorporated by reference herein.
- 42. Pursuant to 40 C.F.R. § 745.85(a)(2)(i)(B), before beginning the renovation, the firm must close and cover all ducts opening in the area with taped down plastic sheeting or other impermeable material.

- 43. Respondent failed to close and cover all ducts opening in the area with taped down plastic sheeting or other impermeable material.
- 44. Respondent's failure to close and cover all ducts opening in the area with taped down plastic sheeting or other impermeable material constitutes a violation of 40 C.F.R. § 745.85(a)(2)(i)(B), Respondent, therefore, violated Sections 15 and 409 of TSCA, 15 U.S.C. 2614 and 2689.

Count 4

- 45. Paragraphs 20 through 29 are incorporated by reference herein.
- 46. Pursuant to 40 C.F.R. § 745.85(a)(1), firms must post signs clearly defining the work area and warning occupants and other persons not involved in renovation activities to remain outside of the work area. To the extent practicable, these signs must be in the primary language of the occupants, must be posted before beginning the renovation and must remain in place and readable until renovation and post-renovation cleaning verification have been completed.
- 47. Respondent failed to post signs clearly defining the work area and warning occupants and other persons not involved in renovation activities to remain outside of the work area.
- 48. Respondent's failure to post signs clearly defining the work area and warning occupants and other persons not involved in renovation activities to remain outside of the work area, constitutes a violation of 40 C.F.R. § 745..85(a)(1). Respondent, therefore, violated Section 409 of TSCA, 15 U.S.C. 2689.

Count 5

49. Paragraphs 20 through 29 are incorporated by reference herein.

- 50. Pursuant to 40 C.F.R. § 745.85(a)(4)(i), waste from renovation activities must be contained to prevent releases of dust and debris before the waste is removed from the work area for storage or disposal, if a chute is used to remove waste from the work area, it must be covered.
- 51. Respondent did not contain waste from renovation activities in a way to prevent releases of dust and debris before the waste is removed from the work area for storage or disposal, or if a chute was used to remove waste from the work area, it failed to be covered.
- 52. Respondent's failure to contain waste from renovation activities in a way to prevent releases of dust and debris before the waste is removed from the work area for storage or disposal, or if a chute was used to remove waste from the work area, it failed to be covered constitutes a violation of 40 C.F.R. § 745.85(a)(4)(i). Respondent, therefore, violated Section 409 of TSCA, 15 U.S.C. 2689.

Count 6

- 53. Paragraphs 20 through 29 are incorporated by reference herein.
- 54. Pursuant to 40 C.F.R. § 745.85(a)(5)(i)(A), renovation firms that perform renovations for compensation, after the renovation has been completed, must collect all paint chips and debris and, without dispersing any of it, seal this material in a heavy-duty bag.
- 55. Respondent failed to collect all paint chips and debris and, without dispersing any of it, seal this material in a heavy-duty bag.
- 56. Respondent's failure collect all paint chips and debris and, without dispersing any of it, seal this material in a heavy-duty bag constitutes a violation of 40 C.F.R. § 745.85(a)(5)(i)(A). Respondent, therefore, violated Section 409 of TSCA, 15 U.S.C. 2689.

Count 7

57. Paragraphs 20 through 29 are incorporated by reference herein.

- 58. Pursuant to 40 C.F.R. § 745.85(a)(5)(ii), the renovation firm must clean all objects and surfaces in the work area and within 2 feet of the work area, cleaning from higher to lower.
- 59. Respondent failed to clean all objects and surfaces in the work area and within 2 feet of the work area, cleaning from higher to lower.
- 60. Respondent's failure to clean all objects and surfaces in the work area and within 2 feet of the work area, cleaning from higher to lower constitutes a violation of 40 C.F.R. § 745.85(a)(5)(ii). Respondent, therefore, violated Section 409 of TSCA, 15 U.S.C. § 2689.

Relief

- 61. Respondent is subject to civil penalties under Section 16 of TSCA, 15 U.S.C. § 2615 for violations of Section 409 of TSCA, 15 U.S.C. § 2689. Pursuant to Section 16 of TSCA, 15 U.S.C. 2615 and based upon the facts set forth above, it is proposed that a civil administrative penalty be assessed against Respondent.
- 62. Section 16(a) of TSCA, 42 U.S.C. § 2615, and 40 C.F.R. § 745.87(d), authorize the EPA Administrator to assess a civil penalty of up to \$25,000 for each violation of Section 409 of TSCA. Each day that such a violation continues constitutes a separate violation of Section 15 of TSCA, 15 U.S.C. § 2614. The Debt Collection Improvement Act of 1996, 31 U.S.C. § 3701, and its implementing regulations at 40 C.F.R. Part 19, increased these statutory maximum penalties to \$37,500 for violations that occurred after January 12, 2009.
- 63. The proposed penalty is based upon the facts alleged in this Complaint and upon the factors set forth in Section 16(a)(2)(B) of TSCA, 15 U.S.C. 2615(a)(2)(B), including the nature, circumstances, extent and gravity of the violations, and with respect to the Respondents:

- a) their ability to pay, b) the effect on their ability to continue to do business, c) any history of prior violations, d) the degree of culpability, and e) such other matters as justice may require.
- 64. To assess a penalty for the alleged violations in this Complaint, Complainant has taken into account the particular facts and circumstances of this case with specific reference to EPA's August 2010 Interim Final Policy entitled, "Consolidated Enforcement Response and Penalty Policy for the Pre-Renovation Education Rule; Renovation, Repair and Painting Rule; and Lead-Based Paint Activities Rule" (the "LBP Consolidated ERPP"), a copy of which is enclosed with this Complaint. The LBP Consolidated ERPP provides a rational, consistent, and equitable calculation methodology for applying the statutory penalty factors enumerated above to particular cases. Complainant proposes that Respondent be assessed a civil penalty in the amount of five thousand one hundred eighty dollars (\$5,180) for the TSCA violations alleged in this Complaint (See Attachment 1 to this Complaint which explains the reasoning for this penalty.)
- 65. The proposed penalty is based on the best information available to EPA at the time the Complaint is issued. The penalty has been adjusted as the Respondent established bona fide issues of ability to pay or other defenses relevant to the appropriate amount of the proposed penalty. (See Exhibit A)

Payment of Proposed Penalty in Full

66. A Respondent may resolve this proceeding at any time by paying the full penalty proposed in the Complaint and filing a copy of the check or other instrument of payment with the Regional Hearing Clerk. Payment of the total penalty of five thousand one hundred eighty dollars (\$5,180.00) may be made by certified or cashier's check payable to the "Treasurer, United States of America," and remitted to:

U.S. Environmental Protection Agency Fines and Penalties Cincinnati Finance Center PO Box 979077 St. Louis, Missouri 63197-9000

Wire transfers should be directed to the Federal Reserve Bank of New York:

Federal Reserve Bank of New York

ABA = 021030004

Account = 68010727

SWIFT address = FRNYUS33

33 Liberty Street

New York, NY 10045

Field Tag 4200 of the Fedwire message should read
"D 68010727 Environmental Protection Agency"

A copy of the check must simultaneously be sent to the following:

Regional Hearing Clerk
U.S. Environmental Protection Agency
Region 7
11201 Renner Boulevard
Lenexa, Kansas 66219;

and

Candace Bednar
WWPD/TOPE
U.S. Environmental Protection Agency
Region 7
11201 Renner Boulevard
Lenexa, Kansas 66219.

Checks should reference the name and docket number of this Complaint.

Payment of Proposed Penalty in Lieu of an Answer

67. A Respondent who wishes to resolve a proceeding by paying the proposed penalty in full instead of filing an answer to the Complaint may do so within thirty (30) days of receipt of the Complaint, in accordance with the procedures set forth above. A Respondent who wishes to resolve a proceeding by paying the proposed penalty in full instead of filing an answer but who

needs additional time to pay the penalty, may file a written statement with the Regional Hearing Clerk within thirty (30) days of receipt of the Complaint, in accordance with Rule 22.18(a)(1) of the Consolidated Rules. The written statement shall state that Respondent agrees to pay the proposed penalty in full within sixty (60) days of receipt of the Complaint. The written statement need not contain any response to, or admission of, the allegations in the Complaint. A Respondent must then pay the full amount of the proposed penalty within sixty (60) days of receipt of the Complaint. Failure to pay the full penalty within sixty (60) days of receipt of the Complaint may subject a Respondent to default, as set forth below.

NOTICE OF OPPORTUNITY FOR HEARING

Answer and Request for Hearing

- A Respondent must file a written answer within thirty (30) days of receipt of this Complaint if Respondent: a) contests any material fact upon which this Complaint is based; b) contends that the penalty proposed in this Complaint is inappropriate; or c) contends that it is entitled to judgment as a matter of law. The answer shall clearly and directly admit, deny, or explain each of the factual allegations contained in this Complaint with regard to which a Respondent has any knowledge. Where a Respondent has no knowledge of a particular factual allegation, the answer shall so state. Failure to admit, deny or explain any of the factual allegations in the Complaint constitutes an admission of the allegation. The answer shall also state: d) the circumstances or arguments which are alleged to constitute the grounds of any defense; e) the facts that a Respondent disputes; f) the basis for opposing the proposed penalty; and g) whether a hearing is requested.
- 69. The original and one copy of the answer shall be filed with the following, in accordance with Section 22.15 of the Consolidated Rules:

Regional Hearing Clerk
U.S. Environmental Protection Agency
Region 7
11201 Renner Boulevard
Lenexa, Kansas 66219

A copy of the answer shall be sent to:

Lucretia Myers, Attorney
Office of Regional Counsel
U.S. Environmental Protection Agency
Region 7
11201 Renner Boulevard
Lenexa, Kansas 66219.

70. After the filing of Respondent's Answer to the Complaint, the Hearing Clerk at EPA Headquarters will serve as the Regional Hearing Clerk, and all further filings in this matter (except for the filing of a Consent Agreement and Final Order pursuant to 40 C.F.R. § 22.18(b)(3) must be filed with the Hearing Clerk at the following addresses, as appropriate:

If using the US Postal Service:

Hearing Clerk
U.S. Environmental Protection Agency
Office of Administrative Law Judges
Mailcode 1900R
1200 Pennsylvania Avenue NW
Washington, DC 20460

If using UPS/FedEx/DHL:

Hearing Clerk
U.S. Environmental Protection Agency
Office of Administrative Law Judges
Ronald Reagan Building, Room M1200
1300 Pennsylvania Avenue NW
Washington, DC 20460

Default

71. If, within thirty (30) days of receipt of a Complaint, a Respondent fails to: a) submit full payment of the proposed penalty; b) submit a written statement to the Regional

Hearing Clerk that Respondent agrees to pay the penalty within sixty (60) days of receipt of the Complaint; or c) file a written answer to the Complaint; a Respondent may be found in default. Default by a Respondent constitutes, for the purposes of this proceeding, an admission of all facts alleged in the Complaint and a waiver of a Respondents' right to contest such factual allegations. A Default Order may thereafter be issued by the Presiding Officer and the civil penalty proposed in the Complaint shall be assessed unless the Presiding Officer finds that the proposed penalty is clearly inconsistent with the record of the proceeding or TSCA.

Informal Settlement Conference

72. The EPA encourages settlement of a proceeding at any time if the settlement is consistent with the provisions and objectives of TSCA and the regulations upon which this action is based. Regardless of whether a Respondent requests a hearing, a Respondent may request an informal settlement conference to discuss the facts of this case, the proposed penalty, and the possibility of settlement. To request an informal settlement conference, please contact:

Lucretia Myers, Attorney Office of Regional Counsel U.S. Environmental Protection Agency, Region 7 11201 Renner Boulevard Lenexa, Kansas 66219 Telephone (913) 551-7917

- 73. Any settlement which may be reached as a result of such a conference shall be recorded in a written consent agreement signed by all parties or their representatives and shall conform with the provisions of Section 22.18(b)(2) of the Consolidated Rules. No settlement or consent agreement shall dispose of this proceeding without a final order from the Regional Judicial Officer or the Regional Administrator.
- 74. Please note that a request for an informal settlement conference does <u>not</u> extend the thirty (30) day period during which a written answer must be filed.

COMPLAINANT U. S. ENVIRONMENTAL PROTECTION AGENCY

Date: 6/16/2015

famie Green

Chief

Toxics and Pesticides Branch

Water, Wetlands and Pesticides Division

Date: 6 16 2015

Lucretia Myers

Assistant Regional Counsel Office of Regional Counsel

CERTIFICATE OF SERVICE

> Mr. Todd Moore d/b/a TM Construction 2820 Cathedral Drive St. Louis, Missouri 63129

> > Lucretia Myers

Assistant Regional Counsel