

UNITED STATES ENVIRONMENTAL PROTECTION AGENCY
REGION III
1650 Arch Street
Philadelphia, Pennsylvania 19103-2029

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In the Matter of:)	EPA Docket No. CAA-03-2014-
City of Baltimore Department of Public Works)	0231
600 Abel Wolman Municipal Building)	
Baltimore, Maryland 21202,)	
)	
Respondent.)	Proceedings Pursuant to Sections
)	112(r) and 113 of the Clean Air
Montebello Water Treatment Plant)	Act, 42 U.S.C. §§ 7412(r) and 7413
3901 Hillen Road)	
Baltimore, Maryland 21218,)	
)	
Facility.)	

CONSENT AGREEMENT

STATUTORY AUTHORITY

This Consent Agreement is proposed and entered into under the authority vested in the Administrator of the United States Environmental Protection Agency ("EPA" or the "Agency") by Section 113 of the Clean Air Act ("CAA"), as amended, 42 U.S.C. § 7413, and under the authority of the Consolidated Rules of Practice Governing the Administrative Assessment of Civil Penalties and the Revocation/Termination or Suspension of Permits ("Consolidated Rules of Practice"), 40 C.F.R. Part 22. The Administrator has delegated these authorities to the Regional Administrator, who has, in turn, delegated them to the Director, Hazardous Site Cleanup Division.

The parties agree to the commencement and conclusion of this cause of action by issuance of this Consent Agreement and Final Order (referred to collectively herein as "CA/FO") as prescribed by the Consolidated Rules of Practice pursuant to 40 C.F.R. § 22.13(b), and having consented to entry of this CA/FO, agree to comply with the terms of this CA/FO.

JURISDICTION

1. The Consolidated Rules of Practice govern this administrative adjudicatory proceeding pursuant to 40 C.F.R. § 22.1(a)(2).
2. The Regional Judicial Officer has the authority to approve this settlement and conclude this proceeding pursuant to 40 C.F.R. §§ 22.4(b) and 22.18(b)(3).
3. For the purpose of this proceeding, Respondent admits to the jurisdictional allegations in this Consent Agreement and agrees not to contest EPA's jurisdiction with respect to the execution or enforcement of this Consent Agreement.
4. With the exception of Paragraph 3, above, for purposes of this proceeding, Respondent neither admits nor denies factual allegations set forth in this Consent Agreement, but expressly waives its rights to contest said allegations.

FINDINGS OF FACT RELATED TO THE VIOLATION OF SECTION 112(r)(7) OF THE CLEAN AIR ACT

5. The City of Baltimore, Department of Public Works, is the owner and operator of the Montebello Water Treatment Plant located at 3901 Hillen Road in Baltimore, Maryland (the "Facility").
6. Respondent is a municipal department with its principal place of business located at 600 Abel Wolman Municipal Building in Baltimore, Maryland.
7. The Facility is located in a residential area of Northeast Baltimore. Upon information and belief, approximately 52,000 people live within 1.3 miles of the Facility.
8. Respondent has been the owner and operator of the Facility since 1915.
9. On November 15, 1990, the President signed into law the Clean Air Act Amendments of 1990. The Clean Air Act Amendments added Section 112(r) to the CAA, 42 U.S.C. § 7412(r).
10. Section 112(r) to the CAA, 42 U.S.C. § 7412(r), requires the Administrator of EPA to, among other things, promulgate regulations in order to prevent accidental releases of certain regulated substances. Section 112(r)(3), 42 U.S.C. § 7412(r)(3), mandates the Administrator to promulgate a list of regulated substances, with threshold quantities, and defines the stationary sources that will be subject to the accident prevention regulations mandated by Section 112(r)(7), 42 U.S.C. § 7412(r)(7). Specifically, Section 112(r)(7) requires the Administrator to promulgate regulations that address release prevention, detection, and correction requirements for these listed regulated substances, 42 U.S.C. § 7412(r)(7). The list of regulated substances and threshold levels can be found in 40 C.F.R. § 68.130.

11. On June 20, 1996, EPA promulgated a final rule known as the Risk Management Program, 40 C.F.R. Part 68, which implements Section 112(r)(7), 42 U.S.C. § 7412(r)(7), of the CAA. The regulations require owners and operators of stationary sources to develop and implement a risk management program that includes a hazard assessment, a prevention program, and an emergency response program. The risk management program is described in a risk management plan that must be submitted to EPA. The RMP must include a hazard assessment to assess the potential effects of an accidental release of any regulated substance, a program for preventing accidental releases of hazardous substances, and a response program providing for specific actions to be taken in response to an accidental release of a regulated substance, so as to protect human health and the environment.

12. Pursuant to Section 112(r)(7)(B)(iii) of the CAA, 42 U.S.C. § 7412(r)(7)(B)(iii), and its regulations at 40 C.F.R. §§ 68.10(a) and 68.150(a), the owner or operator of a stationary source at which a regulated substance is present in more than a threshold quantity must submit a risk management plan to EPA no later than the latter of June 21, 1999, or the date on which a regulated substance is first present above the threshold quantity in a process.

13. Section 113(d)(1)(B) of the CAA, 42 U.S.C. § 7413(d)(1)(B), authorizes EPA to commence an administrative action to assess civil penalties of not more than \$25,000 per day for each violation of Section 112(r) of the CAA that occurs before January 30, 1997. Section 113(d)(1)(B), as amended by the Debt Collection Improvement Act of 1996, authorizes EPA to commence an administrative action to assess civil penalties of not more than \$32,500 per day for each violation of Section 112(r) of the CAA that occurs after March 15, 2004 through January 12, 2009, and \$37,500 per day for each violation of Section 112(r) of the CAA that occurs after January 12, 2009.

14. The regulations at 40 C.F.R. § 68.3 define “stationary source,” in part, as any buildings, structures, equipment, installations, or substance emitting stationary activities which belong to the same industrial group, which are located on one or more contiguous properties, which are under the control of the same person (or persons under common control), and from which an accidental release may occur.

15. The regulations at 40 C.F.R. § 68.3 define “threshold quantity” as the quantity specified for regulated substances pursuant to Section 112(r)(5) of the CAA, listed in 40 C.F.R. § 68.130, Table 1, and determined to be present at a stationary source as specified in 40 C.F.R. § 68.115.

16. The regulations at 40 C.F.R. § 68.3 define “regulated substance” as any substance listed pursuant to Section 112(r)(3) of the CAA in 40 C.F.R. § 68.130.

17. The regulations at 40 C.F.R. § 68.3 define “process” as any activity involving a regulated substance including any use, storage, manufacturing, handling, or on-site movement of such substances, or combination of these activities. For purposes of this definition, any group of vessels that are interconnected, or separate vessels that are located such that a regulated substance could be involved in a potential release, shall be considered a single process.

18. EPA conducted an inspection of the Facility on November 15, 2012, to determine Respondent's compliance with Section 112(r) of the CAA, 42 U.S.C. § 7412(r), and the Chemical Accident Prevention Provisions at 40 C.F.R. Part 68.

19. The Facility is a municipal water filtration plant, providing clean drinking water to residents of Baltimore City, and parts of Baltimore, Howard and Anne Arundel counties. The Facility consists of the Chlorinator Station, Building E, and Filtration Plant No. 1, all located at 3900 Hillen Road, and Filtration Plant No. 2, located across Hillen Road at the intersection of Hillen and Harford Roads. The Chlorinator Station stores up to 32 one-ton cylinders of chlorine (totaling 64,000 pounds), Building E stores up to 50 150-pound cylinders of chlorine (totaling 7,500 pounds), and Filtration Plant No. 1 stores up to 450 pounds of chlorine in 150-pound cylinders. At Filtration Plant No. 2, across Hillen Street, Respondent stores up to 450 pounds of chlorine in 150-pound cylinders.

20. The Facility handles and/or stores, and has handled and/or stored, chlorine, Chemical Abstracts Service ("CAS") Number 7782-50-5, since at least 1999 and at all times relevant to this Order.

21. Respondent submitted two initial risk management plans on June 18, 1999, one for the Chlorinator Station and one for Building E. Respondent submitted updated risk management plans on June 15, 2004 (corrected on June 23, 2004), and June 23, 2004, for the Chlorinator Station and Building E, respectively. Respondent submitted its next revisions to the two plans on June 27, 2009. The process and the chemicals at Filtration Plant No. 1 and Filtration Plant No. 2 have not been covered by the existing risk management plans.

22. The Standard Industrial Classification code for the Facility is 4941 (Water Supply and Irrigation Systems) and the North American Industrial Classification System code for the Facility is 22131 (Water Supply and Irrigation Systems).

23. The inspection revealed that Respondent conducted the required 5-year process hazard analysis review in 2012, but Respondent failed to establish a system to promptly address the process analysis team's findings and recommendations, as required by 40 C.F.R. § 68.67(e), with respect to the following items:

- a. Resolving the recurrence of incidents caused by the overlapping responsibilities between plant operators and the chlorination group by establishing clear guidelines and procedures for handling small chlorine releases;
- b. Installing eyewash stations in control room, scale room, tank room and hallway;
- c. Installing first aid kits in control room, scale room, tank room and hallway.

24. On May 16, 2014, Respondent submitted a letter to EPA indicating that Respondent had established a standard operating procedure to clarify responsibilities for addressing small chlorine releases, had installed eyewash stations and first aid kits, and would

develop a system for addressing any findings and recommendations from the next 5-year review report.

25. Respondent attempted to consolidate its two risk management plans into one on November 19, 2012, but technical difficulties prevented the complete consolidation. Respondent resubmitted the risk management plan on June 27, 2014, using the new consolidated number, and incorporated discussion of the process, equipment and chemicals used and stored at Filtration Plant No. 1 and Filtration Plant No. 2, the Chlorinator Station and Building E.

**CONCLUSIONS OF LAW RELATED TO THE
VIOLATION OF SECTION 112(r)(7) OF THE CLEAN AIR ACT**

26. The findings of fact contained in Paragraphs 5 through 25 of this CA/FO are incorporated by reference herein as though fully set forth at length.

27. Chlorine is a regulated substance pursuant to Section 112(r)(2) and (3) of the Clean Air Act, and is listed at 40 C.F.R. § 68.130, with a threshold quantity of 2,500 pounds.

28. At all times relevant to this Consent Agreement, chlorine has been present in a process at the Facility in an amounts exceeding its threshold quantity.

29. Respondent is a “person” as defined by Section 302(e) of the CAA, 42 U.S.C. § 7602(e).

30. Respondent has been the owner and operator of a “stationary source,” as the term is defined at 40 C.F.R. § 68.3, since at least 1999.

31. Respondent is subject to the requirements of Section 112(r) of the CAA, 40 U.S.C. § 7412(r), and 40 C.F.R. Part 68, because it is the owner and/or operator of a stationary source that has more than a threshold quantity of a regulated substance in a process.

32. The Facility is a Program 3 Facility under the Chemical Accident Prevention Provisions, in accordance with 40 C.F.R. § 68.10(d).

33. Respondent has violated Section 112(r)(7) of the CAA, 42 U.S.C. § 7412(r)(7), and its regulations at 40 C.F.R. Part 68, by failing to meet the requirements of Subpart D of the Chemical Accident Prevention Provisions of 40 C.F.R. Part 68, as set forth in Paragraph 23 above. Respondent is, therefore, subject to the assessment of penalties under Section 113 of the CAA, 42 U.S.C. § 7413.

SETTLEMENT

34. In full and final settlement and resolution of all allegations referenced in the foregoing Findings of Fact and Conclusions of Law, and in full satisfaction of all civil penalty claims pursuant thereto, for the purpose of this proceeding, Respondent consents to the

assessment of a civil penalty for the violation of Section 112(r) of the CAA, 42 U.S.C. § 7412(r), as set forth above, in the amount of **\$25,337**.

35. Respondent consents to the issuance of this Consent Agreement, and consents for purposes of settlement to the payment of the civil penalty and interest cited in the foregoing Paragraph.

PAYMENT TERMS

36. In order to avoid the assessment of interest, administrative costs, and late payment penalties in connection with the civil penalties described in this CA/FO, Respondent shall pay the civil penalty of \$25,337 no later than thirty (30) days after the effective date of the Final Order (the "Final Due Date") by either cashier's check, certified check, or electronic wire transfer, in the following manner:

- a. All payments by Respondent shall reference Respondent's name and address, and the Docket Number of this action, *i.e.*, CAA-03-2014-0231;
- b. All checks shall be made payable to **United States Treasury**;
- c. All payments made by check and sent by regular mail shall be addressed to:

U.S. Environmental Protection Agency
Fines and Penalties
Cincinnati Finance Center
P.O. Box 979077
St. Louis, MO 63197-9000
Contact: Heather Russell, 513-487-2044

- d. All payments made by check and sent by overnight delivery service shall be addressed for delivery to:

U.S. Bank
Government Lockbox 979077
U.S. EPA, Fines & Penalties
1005 Convention Plaza
Mail Station SL-MO-C2-GL
St. Louis, MO 63101
Contact: 314-418-1028

- e. All payments made by check in any currency drawn on banks with no USA branches shall be addressed for delivery to:

Cincinnati Finance
US EPA, MS-NWD

26 W. M.L. King Drive
Cincinnati, OH 45268-0001

- f. All payments made by electronic wire transfer shall be directed to:

Federal Reserve Bank of New York
ABA = 021030004
Account No. = 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

- g. All electronic payments made through the Automated Clearinghouse (ACH), also known as Remittance Express (REX), shall be directed to:

US Treasury REX / Cashlink ACH Receiver
ABA = 051036706
Account No.: 310006, Environmental Protection Agency
CTX Format Transaction Code 22 - Checking

Physical location of U.S. Treasury facility:
5700 Rivertech Court
Riverdale, MD 20737
Contact: Jesse White 301-887-6548 or REX, 1-866-234-5681

- h. On-Line Payment Option:

WWW.PAY.GOV/PAYGOV
Enter sfo 1.1 in the search field. Open and complete the form.

- i. Additional payment guidance is available at:

http://www.epa.gov/ocfo/finservices/make_a_payment.htm

37. Respondent shall submit copies of the check, or verification of wire transfer or ACH, to the following persons:

Lydia Guy
Regional Hearing Clerk (3RC00)
U.S. EPA, Region III
1650 Arch Street
Philadelphia, Pennsylvania 19103-2029

Cynthia T. Weiss
Senior Assistant Regional Counsel (3RC42)
U.S. EPA, Region III
1650 Arch Street
Philadelphia, Pennsylvania 19103-2029

38. The CAA civil penalty stated herein is based upon Complainant's consideration of a number of factors, including, but not limited to, the penalty criteria set forth in Section 113(e) of the CAA, 42 U.S.C. § 7413(e), and is consistent with 40 C.F.R. Part 19 and the *Combined Enforcement Policy for Clean Air Act Sections 112(r)(1), 112(r)(7) and 40 C.F.R. Part 68* (June 2012).

39. Pursuant to 31 U.S.C. § 3717 and 40 C.F.R. § 13.11, EPA is entitled to assess interest and late payment penalties on outstanding debts owed to the United States and a charge to cover the costs of processing and handling a delinquent claim, as more fully described below. Accordingly, Respondent's failure to make timely payment by the Final Due Date or to comply with the conditions of this CA/FO shall result in the assessment of late payment charges, including interest, penalties and/or administrative costs of handling delinquent debts.

40. Interest on the civil penalty assessed in this CA/FO will begin to accrue on the date that a copy of this CA/FO is mailed or hand-delivered to Respondent. However, EPA will not seek to recover interest on any amount of such civil penalty that is paid within thirty (30) calendar days after the date on which such interest begins to accrue. Interest on the portion of the civil penalty not paid within such thirty (30) calendar day period will be assessed at the rate of the United States Treasury tax and loan rate in accordance with 40 C.F.R. § 13.11(a).

41. The costs of the Agency's administrative handling of overdue debts will be charged and assessed monthly throughout the period the debt is overdue in accordance with 40 C.F.R. § 13.11(b). Pursuant to Appendix B of EPA's *Resource Management Directives – Cash Management*, Chapter 9, EPA will assess a \$15.00 administrative handling charge for administrative costs on unpaid penalties for the first thirty (30) day period after the final due date and an additional \$15.00 for each subsequent thirty (30) day period the penalty remains unpaid.

42. A penalty charge of six percent per year will be assessed monthly on any portion of the civil penalty which remains delinquent more than ninety (90) calendar days in accordance with 40 C.F.R. § 13.11(c). Should assessment of the penalty charge on the debt be required, it shall accrue from the first day payment is delinquent, in accordance with 31 C.F.R. § 901.9(d).

43. Failure of Respondent to pay the penalty assessed by the Final Order in full by the Final Due Date may subject Respondent to a civil action to collect the assessed penalties, plus interest, pursuant to Section 113 of the CAA, 42 U.S.C. § 7413. In any such collection action, the validity, amount and appropriateness of the penalty shall not be subject to review.

GENERAL PROVISIONS

44. By entering into this CA/FO, Respondent does not admit any liability for the civil claims alleged herein.

45. For purposes of this proceeding, Respondent expressly waives its right to hearing and to appeal the Final Order pursuant to Section 113 of the CAA, 42 U.S.C. § 7413.

46. Respondent certifies by the signing of this CA/FO that, to the best of its knowledge, the Facility is presently in compliance with all requirements of Section 112(r) of the CAA, 42 U.S.C. § 7412(r), and all regulations promulgated thereunder.

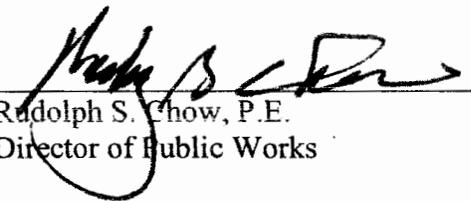
47. The provisions of this CA/FO shall be binding upon Respondent, its officers, directors, agents, servants, employees, and successors or assigns. By his or her signature below, the person signing this Consent Agreement on behalf of the Respondent is acknowledging that he or she is fully authorized by the party represented to execute this Consent Agreement and to legally bind said Respondent to the terms and conditions of the Consent Agreement and accompanying Final Order.

48. This CA/FO does not constitute a waiver, suspension or modification of the requirements of Section 112(r) of the CAA, 42 U.S.C. § 7412(r), or any regulations promulgated thereunder.

49. This CA/FO is a complete and final settlement of all civil and administrative claims and causes of action set forth in this CA/FO for alleged violations of Section 112(r) of the CAA, 42 U.S.C. § 7412(r). Nothing herein shall be construed to limit the authority of EPA to undertake action against any person, including the Respondent, in response to any condition which Complainant determines may present an imminent and substantial endangerment to the public health, public welfare or the environment. Nothing in this CA/FO shall be construed to limit the United States' authority to pursue criminal sanctions.

50. Each party to this action shall bear its own costs and attorney's fees.

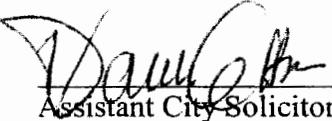
FOR CITY OF BALTIMORE
DEPARTMENT OF PUBLIC WORKS



Rudolph S. Chow, P.E.
Director of Public Works

8/26/14
Date

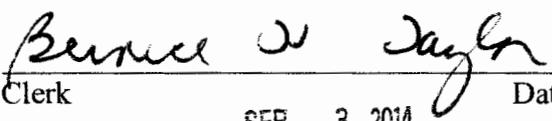
Approved as to form
and Legal Sufficiency



Assistant City Solicitor

8/14/14
Date

Approved by the Board of Estimates



Clerk

SEP 3 2014 Date

FOR THE U.S. ENVIRONMENTAL PROTECTION AGENCY



Cecil Rodrigues, Director
Hazardous Site Cleanup Division
Region III

SEP 11 2014

Date

**UNITED STATES ENVIRONMENTAL PROTECTION AGENCY
REGION III**

In the Matter of:)	EPA Docket No. CAA-03-2014-
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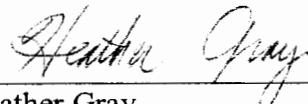
FINAL ORDER

Pursuant to Section 113 of the Clean Air Act, 42 U.S.C. § 7413, and in accordance with the "Consolidated Rules of Practice Governing the Administrative Assessment of Civil Penalties and the Revocation/Termination or Suspension of Permits," codified at 40 C.F.R. Part 22, and based on the representations in the Consent Agreement, the foregoing Consent Agreement is hereby approved and incorporated by reference into this Final Order. The Respondent is ORDERED to pay \$25,337 and otherwise comply with the terms of the referenced Consent Agreement.

Effective Date

This Final Order shall become effective upon the date of its filing with the Regional Hearing Clerk.

Date: 9-18-14



Heather Gray
Regional Judicial Officer

#1 of 4 identical versions

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REGION III
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Philadelphia, Pennsylvania 19103-2029

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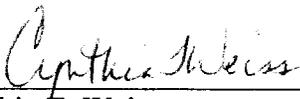
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3901 Hillen Road)	U.S.C. §§ 7412(r) and 7413
Baltimore, Maryland 21218,)	
)	
Facility.)	

CERTIFICATE OF SERVICE

I, the undersigned, hereby certify that on the date provided below, I hand-delivered and filed the original of Complainant's, the United States Environmental Protection Agency's, Consent Agreement and Final Order with the Regional Hearing Clerk, EPA Region III, 1650 Arch Street, Philadelphia, Pennsylvania 19103-2029, and that true and correct copies of the Administrative Order, along with its enclosures and/or attachments, were sent via certified mail, return receipt requested, to:

Dana Cooper, Esquire
City of Baltimore, Department of Public Works
600 Abel Wolman Municipal Building
Baltimore, MD 20202

Date: **SEP 19 2014**



Cynthia T. Weiss
Senior Assistant Regional Counsel
Counsel for Complainant
(215) 814-2659