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UNITED STATES
ENVIRONMENTAL PROTECTION AGENCY 21 OCT 28 AM 10:31
REGION 6
DALLAS, TX
REGIONAL HEARING CLERK
EPA REGION VI

IN THE MATTER OF:

Shannon Medical Center

RESPONDENT

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Administrative Compliance Order on Consent
USEPA Docket No. RCRA-06-2021-0928

ADMINISTRATIVE COMPLIANCE ORDER ON CONSENT

I. PRELIMINARY STATEMENT

1. This Administrative Compliance Order on Consent (“ACOC”) is entered into by the United States Environmental Protection Agency, Region 6 (“EPA”) and Respondent, Shannon Medical Center, (“Shannon Medical” or “Respondent”), and concerns the Shannon South facility located at 3501 Knickerbocker Rd, San Angelo, TX 76904 (the “Facility”).
2. Notice of this action has been given to the state of Texas, under Section 3008(a)(2) of RCRA, 42 U.S.C. § 6928(a)(2)¹.
3. For the purpose of these proceedings, Respondent admits the jurisdictional allegations herein; however, Respondent neither admits nor denies the specific factual allegations and conclusions of law contained in this ACOC. This ACOC states a claim upon which relief may be granted.

¹ On December 26, 1984, the State of Texas received final authorization for its base Hazardous Waste Management Program (49 FR 48300). Subsequent revisions have been made to the Texas Hazardous Waste Program and authorized by the EPA. Except as otherwise provided, all citations found within this order are to the “EPA-Approved Texas Statutory and Regulatory Requirements Applicable to the Hazardous Waste Management Program” dated December 2015, incorporated by reference under 40 C.F.R. § 272.2201(c)(1)(i) effective on April 10, 2020. 85 Fed. Reg. 20190 (April 10, 2020); 40 C.F.R. 272.2201: Texas State-Administered Program: Final Authorization. References and citations to the “EPA-Approved Texas Statutory and Regulatory Requirements Applicable to the Hazardous Waste Management Program” may vary slightly from the State of Texas’ published version. The corresponding C.F.R. citations are also provided.

4. Respondent explicitly waives any right to contest the allegations and its right to appeal the proposed final order contained in this ACOC and waives all defenses which have been raised or could have been raised to the claims set forth in the ACOC.
5. Respondent consents to the issuance of the ACOC hereinafter recited and consents to the specific stated Compliance Order, Section VI, of this ACOC.

II. JURISDICTION

6. This ACOC is issued by the EPA pursuant to Section 3008(a) of the Resource Conservation and Recovery Act ("RCRA"), 42 U.S.C. § 6928(a), as amended by the Hazardous and Solid Waste Amendments of 1984 ("HSWA") and is simultaneously commenced and concluded through the issuance of this ACOC under 40 C.F.R. §§ 22.13(b) and 22.18(b)(2) and (3).
7. Respondent agrees to undertake and complete all actions required by the terms and conditions of this ACOC. In any action by the EPA or the United States to enforce the terms of this ACOC, Respondent agrees not to contest the authority or jurisdiction of the EPA to issue or enforce this ACOC and agrees not to contest the validity of this ACOC or its terms or conditions.

III. STATEMENT OF PURPOSE

8. This ACOC provides for the resolution of EPA Region 6's investigation of Respondent's Facility.
9. In entering into this ACOC, the mutual objectives of EPA, Region 6 and Respondent are to remedy, and/or prevent the potential endangerment to human health and/or the environment from activities involving solid waste and hazardous waste, and to ensure that the injunctive

relief that Respondent will complete as described in the Section VI, Compliance Order, is protective of human health and/or the environment.

IV. STATUTORY AND REGULATORY BACKGROUND

10. Federal regulation of hazardous waste is primarily based on RCRA, enacted on October 21, 1976 to amend the Solid Waste Disposal Act, and the Hazardous and Solid Waste Amendments (“HSWA”) enacted by Congress in 1984 to further amend the Solid Waste Disposal Act. RCRA establishes a “cradle-to-grave” program to be administered by the Administrator of EPA and authorized states for regulating the generation, transportation, treatment, storage, and disposal of hazardous waste. See 42 U.S.C. § 6901 et seq.
11. RCRA’s Subchapter III (RCRA §§ 3001-3023, 42 U.S.C. §§ 6921-6940, known as “Subtitle C”) required EPA to promulgate regulations establishing performance standards applicable to facilities that generate, transport, treat, store, or dispose of hazardous wastes. Together, RCRA Subtitle C and its implementing regulations, set forth at 40 C.F.R. Parts 260 – 279, comprise EPA’s RCRA hazardous waste program.
12. Pursuant to its authority under RCRA, EPA has promulgated regulations at 40 C.F.R. Parts 260 through 272 applicable to generators, transporters, and treatment, storage, and disposal facilities. These regulations generally prohibit treatment, storage, and disposal of hazardous waste without a permit or equivalent “interim status.” They prohibit land disposal of certain hazardous wastes, and provide detailed requirements governing the activities of those who generate hazardous waste and those who are lawfully permitted to store, treat, and dispose of hazardous waste.

13. Pursuant to 40 C.F.R. § 261.2, a “solid waste” is any discarded material that is not otherwise excluded under 40 C.F.R. § 261.4(a), or that is not excluded by variance. A discarded material is any material which is abandoned, recycled, inherently waste-like, or a military munition. Materials are solid waste, as defined in 40 C.F.R. § 261.2, if they are abandoned by being disposed of, burned or incinerated, or accumulated, stored, or treated (but not recycled) before, or in lieu of, being abandoned by being disposed of, burned, or incinerated.
14. A solid waste is a hazardous waste if it is not excluded from regulation as a hazardous waste under 40 C.F.R. § 261.4(b), and it exhibits any of the characteristics of hazardous waste identified in 40 C.F.R. Part 261, Subpart C, or it is listed in 40 C.F.R. Part 261, Subpart D.
15. Characteristic hazardous wastes are assigned “D” codes in 40 C.F.R. Part 261, Subpart C, depending on the specific hazardous characteristic that the waste exhibits.
16. An ignitable hazardous waste has a flash point of less than 60 degrees centigrade (140 degrees Fahrenheit) and is assigned the D001 hazardous waste code pursuant to 40 C.F.R. § 261.21.
17. A corrosive hazardous waste has a pH of less than or equal to 2.0 or greater than or equal to 12.5 and is assigned the D002 hazardous waste code pursuant to 40 C.F.R. § 261.22, and a reactive hazardous waste is assigned the D003 hazardous waste code pursuant to 40 C.F.R. § 261.23.
18. Listed wastes are assigned with “F”, “K”, “P”, and “U” codes in 40 C.F.R. Part 261, Subpart D, depending on the specific waste generated from a non-specific source, a specific source, or discarded commercial chemical products, off-specification species, container residues and spill residues therefrom.

19. 40 C.F.R. Parts 264 and/or 265 applies to owners and operators of facilities that treat, store and/or dispose of hazardous waste.
20. The relevant RCRA statutory and regulatory requirements to this ACOC require that generators of solid waste and hazardous waste must, among other things:
 - A. Determine whether their generated solid wastes are hazardous, pursuant to 40 C.F.R. § 262.11;
 - B. Comply with the statutory notification requirements of Section 3010 of RCRA, 42 U.S.C. § 6930;
 - C. Comply with the manifest requirements, pursuant to 40 C.F.R. § 262.20; and
 - D. Determine its generator status by meeting the exemption conditions set forth at 40 C.F.R. § 262.34 or comply with the specific requirements set forth at 40 C.F.R. § 270.10.

V. FINDINGS OF FACT AND CONCLUSIONS OF LAW

21. Respondent is a “person” within the meaning of Section 1004(15) of RCRA, 42 U.S.C. § 6903(15); and 30 Texas Administrative Code (“TEX.ADMIN. CODE”) § 3.2(25), [40 C.F.R. § 260.10].
22. Respondent owns and operates the Facility identified in Paragraph 1.
23. The Shannon South Facility identified in Paragraph 1 of this ACOC is a “facility” within the meaning of 30 TEX.ADMIN. CODE § 335.1(59), [40 C.F.R. § 260.10].
24. EPA investigated the Facility under its previous ownership and reached out to Shannon Medical Center soon after it purchased the Facility in October 2020 to discuss potential compliance issues existing at the Facility.

25. In calls and correspondence in April 2021, EPA explained the potential compliance issues to Shannon Medical Center and provided opportunity to confer about those potential violations.
26. At the time of the sale, the Facility, at a minimum, generated the following waste:
 - A. Characteristic of Ignitability: D001 (Ignitability)
 - B. Characteristic for multiple toxicity waste: D004 (Arsenic); D006 (Cadmium); D010 (Selenium)
 - C. F003
 - D. P012 (Arsenic trioxide)
 - E. U010 (Mitomycin C); U058 (Cyclophosphamide); U129 (Lindane); U188 (Phenol)
27. The waste streams identified in Paragraph 26 are “solid waste” and “hazardous waste” as defined in 30 TEX.ADMIN. CODE §§ 335.1 (138) and (69), [40 C.F.R. §§ 261.2 and 261.24].
28. Shannon Medical Center is a “generator” of “hazardous wastes” at the Facility, as those terms are defined in Sections 1004(5) & (6) of RCRA, 42 U.S.C. §§ 6903(5) & (6), 30 TEX.ADMIN.CODE §§ 335.1(65) & (69), [40 C.F.R. Parts 260 and 261].
29. As a generator of hazardous waste, Shannon Medical Center is subject to Sections 3002 and 3010 of RCRA, 42 U.S.C. §§ 6922 and 6930, and the regulations set forth at 30 TEX.ADMIN.CODE Chapter 335, Subchapter C, [40 C.F.R. Parts 262].

Claims i. Notification Requirements

30. The allegations in Paragraphs 1-29 are realleged and incorporated herein by reference.

31. Pursuant to in 30 TEX.ADMIN.CODE §§ 335.6(c) [Section 3010(a) of , 42 U.S.C. § 6930(a)], any person who has notified TCEQ of hazardous waste generation shall have the continuing obligation to immediately document any changes or additional information with respect to such notification and within 90 days of the occurrence of such change or of becoming aware of such additional information, provide notice of any such changes or additional information to that reported previously.
32. The hazardous waste streams currently generated at Shannon South include waste streams not identified in the most recent Notice of Registration submitted to TCEQ pursuant to 30 TEX.ADMIN. CODE §§ 335.6(c) [Section 3010(a) of RCRA, 42 U.S.C. § 6930(a)].
33. By failing to update its notified hazardous waste generation activities to reflect all waste generation activity in the period following the purchase and first notification by the Respondent (October 2020 and following), Respondent failed to comply with its notification requirements in violation of 30 TEX.ADMIN.CODE §§ 335.6(c) [Section 3010(a) of RCRA, 42 U.S.C. § 6930(a)].

Claims ii. Requirements for Generators that Store Hazardous Waste

34. The allegations in Paragraphs 1-33 are realleged and incorporated herein by reference.
35. Respondent, as a Small Quantity Generator (SQG) storing hazardous waste, is required to comply with the regulations for Treatment, Storage, and Disposal (TSD) facilities in TEX.ADMIN.CODE §§ 335 Subchapters E or F [40 C.F.R. §§ 264, 265, 270], or comply with the subset of those standards set forth in TEX.ADMIN.CODE § 335.69(f) [40 C.F.R. 262.16] as conditions for exemption from the full TSD regulations for SQGs accumulating waste.

36. In the period following Respondent's acquisition of the facility in October 2021 until the issuance of this Order, Respondent failed to ensure that employees at the Facility were familiar with proper waste handling and emergency procedures, implement sufficient emergency procedures, make sufficient arrangements with local authorities, and take sufficient emergency preparedness measures, the requirements for SQGs accumulating waste incorporated by reference in TEX.ADMIN.CODE § 335.69(f) [40 C.F.R. § 262.34 (2016)].
37. By failing to meet these conditions for exemption from the full set of standards applicable to TSDs for storage of waste by an SQG, Respondent violated the corresponding standards for storage of hazardous waste in TEX.ADMIN.CODE §§ 335 Subchapters E or F [40 C.F.R. §§ 264, 265, 270].

Claims iii. Annual Waste Summary

38. The allegations in Paragraphs 1-37 are realleged and incorporated herein by reference.
39. Pursuant to 30 TEX.ADMIN. CODE § 335.9(a)(2), each generator of hazardous waste must submit an annual report to the Texas Commission on Environmental Quality Executive Director unless certain exceptions not applicable here are met. (Most notably, CESQGs are exempt from these requirements; Respondent was not a CESQG during the entire period relevant to this ACOC).
40. During the portion of 2020 during which Shannon Medical Center owned the Facility, the Facility generated hazardous waste.
41. Shannon Medical Center did not file an annual report for 2020 for the facility pursuant to 30 TEX.ADMIN. CODE § 335.9(a)(2).

42. Therefore, Shannon Medical Center failed to meet the annual reporting requirements of 30 TEX.ADMIN. CODE § 335.9(a)(2).

Claims iv. Recordkeeping Requirements

43. The allegations in Paragraphs 1-42 are re-alleged and incorporated herein by reference.
44. Pursuant to 30 TEX.ADMIN. CODE § 335.62 [40 C.F.R. § 262.11] a generator of solid waste must determine if that waste is hazardous.
45. Pursuant to 30 TEX.ADMIN.CODE § 335.70(a) [40 C.F.R §262.40 (c)], a generator must keep records of any test results, waste analyses, or other determinations made in accordance with 30 TEX.ADMIN.CODE § 335.62 [40 C.F.R. § 262.11] for at least three years from the date that the waste was last sent to on-site or off-site treatment, storage, or disposal, unless subject to certain exceptions not applicable here.
46. During the period investigated by EPA, hazardous waste manifests from the previous owner of the Facility described certain wastes as containing potentially hazardous constituents yet without the associated hazardous waste code (e.g., containing barium but not waste code D005).
47. The records of those waste determinations were produced by the former owner pursuant to 30 TEX.ADMIN.CODE § 335.70(a) [40 C.F.R §262.40(c)]; however, EPA determined that the records were not sufficient to assess the determination that these wastes were not hazardous despite the manifest descriptions.
48. At the time that EPA contacted Shannon Medical Center, it had not updated its determinations for those waste streams or the associated records.

49. Therefore, Respondent failed to maintain adequate records of the waste determination in violation of 30 TEX.ADMIN. CODE § 335.70(a) [40 C.F.R §262.40(c)].

VI. COMPLIANCE ORDER

50. Pursuant to Section 3008(a) of RCRA, 42 U.S.C. § 6928(a), Respondent is hereby ordered to take the following actions, and within ninety (90) calendar days of the effective date of the settlement agreement, Respondent shall provide in writing the following:
- A. Respondent shall certify that it has assessed all of its solid waste streams to determine the accurate waste codes and has developed and implemented Standard Operating Procedures (“SOP”) to ensure that the Facility is operating in compliance with RCRA and the regulations promulgated thereunder, including, but not limited to, procedures for: (a) making hazardous waste determinations; (b) managing hazardous wastes; (c) reporting, transporting, and disposing of hazardous waste; and (d) preparing the manifests;
 - B. Respondent shall certify that it has accurately and adequately complied with its RCRA Section 3010 Notification; and
 - C. Respondent shall provide, with its certification, a copy of Respondent’s SOPs as described in subparagraph A above.
51. In all instances in which this ACOC requires written submission to EPA, the submittal made by Respondent shall be signed by an owner or officer of Shannon Medical Center and shall include the following certification:

“I certify under the penalty of law that this document and all of its attachments were prepared by me or under my direct supervision in accordance with a system designed to assure that qualified personnel properly gathered and evaluated the information submitted. Based on my inquiry of the person or persons who manage the system, or those persons directly

responsible for gathering the information, the information submitted is, to the best of my knowledge and belief, true, accurate, and complete. I am aware that there are significant penalties for submitting false information, including the possibility of fine and imprisonment for knowing violations.”

Copies of all documents required by this ACOC shall be sent to the following:

U.S. EPA, Region 6
1201 Elm Street, Suite 500
Enforcement and Compliance Assurance Division (ECDSR)
ATTN: Ashley Pederson
Dallas, Texas 75270-2102

Where possible, notice shall be sent electronically by email to Ashley Pederson, at pederson.ashley@epa.gov.

VII. TERMS OF SETTLEMENT

i. Modification

52. The terms, conditions, and compliance requirements of this ACOC may not be modified or amended except upon the written agreement of both parties, and approved by a Regional Judicial Officer, and such modification or amendment being filed with the Regional Hearing Clerk.

ii. Indemnification

53. Neither EPA nor the United States Government shall be liable for any injuries or damages to person or property resulting from the acts or omissions of Respondent, their officers, directors, employees, agents, receivers, trustees, successors, assigns, or contractors in carrying out the activities required by this ACOC, nor shall EPA or the United States Government be held out as a party to any contract entered into by Respondent in carrying out the activities required by this ACOC.

iii. Record Preservation

54. Respondent shall preserve, during the pendency of this ACOC, all records and documents in its possession or in the possession of its divisions, employees, agents, contractors, or successors, which in any way relate to this ACOC regardless of any document retention policy to the contrary.

iv. Cost

55. Each party shall bear its own costs and attorney's fees. Furthermore, Respondent specifically waives its right to seek reimbursement of its costs and attorney's fees under the Equal Access to Justice Act (5 U.S.C. § 504), as amended by the Small Business Regulatory Enforcement Fairness Act (P.L. 04-121), and any regulations promulgated pursuant to those Acts.

v. Reservation of Rights

56. Notwithstanding any other provisions of this ACOC, EPA retains all of its authority to take, direct, or order any and all actions necessary to protect public health or the environment or to prevent, abate, or minimize an actual or threatened release of hazardous substances, pollutants, or contaminants, or hazardous or solid waste or constituents of such wastes, on, at, or from the Facility, including but not limited to the right to bring enforcement actions under RCRA, CERCLA, and any other applicable statutes or regulations.
57. EPA reserves all of its statutory and regulatory powers, authorities, rights, remedies, both legal and equitable, that may pertain to Respondent's failure to comply with any of the requirements of this ACOC.
58. This ACOC shall not be construed as a covenant not to sue, release, waiver, or limitation of any rights, remedies, powers, claims, and/or authorities, civil or criminal, which EPA has

under RCRA, CERCLA, or any other statutory, regulatory, or common law authority of the United States. Further, this ACOC does not resolve Respondent's liability for Federal civil penalties for the violations and facts set forth herein.

vi. Termination and Satisfaction

59. When Respondent believes that it has complied with all the requirements of this ACOC, including compliance with the Compliance Order, Respondent shall so certify in writing and in accordance with the certification language set forth in Section VI (Compliance Order). Unless the EPA, Region 6 objects in writing within sixty (60) days of EPA's receipt of Respondent's certification, then this ACOC is terminated on the basis of Respondent's certification.
60. EPA and Respondent agree to the use of electronic signatures for this matter. EPA and Respondent further agree to electronic service of this Administrative Compliance Order on Consent, pursuant to 40 C.F.R. § 22.6, by email to the following addresses:

Complainant:

Ashley Pederson
Pederson.Ashley@epa.gov

Respondent:

Allan Graves
AllanGraves@shannonhealth.org

vii. Effective Date of Settlement

61. This ACOC shall become effective upon filing with the Regional Hearing Clerk.

RCRA-06-2021-0928
Shannon Medical Center

**THE UNDERSIGNED PARTIES CONSENT TO THE ENTRY OF THIS
ADMINISTRATIVE COMPLIANCE ORDER ON CONSENT:**

FOR THE RESPONDENT:

Date: 10/8/2021


Shannon Medical Center

FOR THE COMPLAINANT:


Digitally signed by CHERYL SEAGER
DN: cn=U.S. Government,
ou=Environmental Protection Agency,
o=CHERYL SEAGER,
c=US, email=cheryl.seager@epa.gov,
Date: 2021.10.20 16:55:02 -0500

Cheryl T. Seager, Director
Enforcement and
Compliance Assurance Division

FINAL ORDER

Pursuant to the Consolidated Rules of Practice Governing the Administrative Assessment of Civil Penalties, 40 C.F.R. Part 22, the foregoing ACOC is hereby ratified. This Final Order shall not in any case affect the right of the EPA or the United States to pursue appropriate civil penalties, injunctive or other equitable relief or criminal sanctions for any violations of law, including those violations alleged herein. This Final Order shall resolve only those causes of action alleged herein. Nothing in this Final Order shall be construed to waive, extinguish or otherwise affect Respondent's (or its officers, agents, servants, employees, successors, or assigns) obligation to comply with all applicable federal, state, and local statutes and regulations, including the regulations that were the subject of this action. The Respondent is ordered to comply with the Compliance Order, Section VI, and the Terms of Settlement, Section VII, as set forth in this ACOC. Pursuant to 40 C.F.R. § 22.31(b) this Final Order shall become effective upon filing with the Regional Hearing Clerk.

**THOMAS
RUCKI**

Digitally signed by THOMAS RUCKI
DN: c=US, o=U.S. Government,
ou=Environmental Protection Agency,
cn=THOMAS RUCKI,
o 9.2342.19200300.100.1.1+68001003655804
Date: 2021.10.28 09:13:33 -0500

Thomas Rucki
Regional Judicial Officer

CERTIFICATE OF SERVICE

I certify that a true and correct copy of the foregoing Administrative Compliance Order on Consent was electronically delivered to the Regional Hearing Clerk, U.S. EPA - Region 6, 1201 Elm Street, Suite 500, Dallas, Texas 75270-2102, and that a true and correct copy was sent this day in the following manner to the email addresses:

Copy via Email to Complainant:
pederson.ashley@epa.gov

Copy via Email to Respondent:
AllanGraves@shannonhealth.org

Nathan Taylor
Assistant Regional Counsel
U.S. EPA, Region 6