

U. S. ENVIRONMENTAL PROTECTION AGENCY 2018 SEP 27 PM 4: 12
REGION 7
11201 RENNER BOULEVARD
LENEXA, KANSAS 66219
BEFORE THE ADMINISTRATOR

In the Matter of)
)
Pinnacle Agriculture Distribution, Inc.) Docket No. CAA-07-2018-0331
)
Respondent.)

CONSENT AGREEMENT AND FINAL ORDER

Preliminary Statement

The U.S. Environmental Protection Agency, Region 7 (EPA or Complainant), and Pinnacle Agriculture Distribution, Inc. (Respondent) have agreed to a settlement of this action before the filing of a complaint, and thus this action is simultaneously commenced and concluded pursuant to Rules 22.13(b) and 22.18(b)(2) of the Consolidated Rules of Practice Governing the Administrative Assessment of Civil Penalties and the Revocation/Termination or Suspension of Permits, 40 C.F.R. §§ 22.13(b) and 22.18(b)(2).

Jurisdiction

1. This proceeding is an administrative action for the assessment of civil penalties instituted pursuant to Section 113(d) of the Clean Air Act (CAA), 42 U.S.C. § 7413(d). Pursuant to Section 113(d) of the CAA, 42 U.S.C. § 7413(d), the Administrator and the Attorney General jointly determined that this matter, in which the first date of alleged violation occurred more than twelve months prior to the initiation of the administrative action, was appropriate for administrative penalty action.

2. This Consent Agreement and Final Order serves as notice that the EPA has reason to believe that Respondent has violated the Chemical Accident Prevention Provisions in 40 C.F.R. Part 68, promulgated pursuant to Section 112(r)(7) of the CAA, 42 U.S.C. § 7412(r)(7), and that Respondent is therefore in violation of Section 112(r)(7) of the CAA, 42 U.S.C. § 7412(r)(7). Furthermore, this Consent Agreement and Final Order serves as notice pursuant to Section 113(d)(2)(A) of the CAA, 42 U.S.C. § 7413(d)(2)(A), of the EPA's intent to issue an order assessing penalties for these violations.

Parties

3. Complainant, by delegation from the Administrator of the EPA and the Regional Administrator, EPA, Region 7, is the Director of the Air and Waste Management Division, EPA, Region 7.

4. Respondent is Pinnacle Agriculture Distribution, Inc., a corporation in good standing under the laws of the state of Delaware and doing business in the state of Missouri.

Statutory and Regulatory Background

5. On November 15, 1990, the President signed into law the CAA Amendments of 1990. The Amendments added Section 112(r) to Title I of the CAA, 42 U.S.C. § 7412(r), which requires the Administrator of the 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 that the Administrator promulgate a list of regulated substances, with threshold quantities, and defines the stationary sources that will be subject to the chemical accident prevention regulations mandated by Section 112(r)(7). Specifically, Section 112(r)(7), 42 U.S.C. § 7412(r)(7), requires the Administrator to promulgate regulations that address release prevention, detection, and correction requirements for these listed regulated substances.

6. On June 20, 1996, the EPA promulgated a final rule known as the Risk Management Program, 40 C.F.R. Part 68, which implements Section 112(r)(7) of the CAA, 42 U.S.C. § 7412(r)(7). This rule requires 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.

7. The regulations at 40 C.F.R. Part 68 set forth the requirements of a risk management program that must be established at each stationary source. The risk management program is described in a Risk Management Plan (RMP) that must be submitted to the EPA.

8. Pursuant to Section 112(r)(7) of the CAA, 42 U.S.C. § 7412(r)(7), and 40 C.F.R. § 68.150, an RMP must be submitted for all covered processes by the owner or operator of a stationary source that has more than a threshold quantity of a regulated substance in a process 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.

9. The regulations at 40 C.F.R. § 68.10 set forth how the Chemical Accident Prevention Provisions apply to covered processes. Pursuant to 40 C.F.R. § 68.10(c), a covered process is subject to Program 2 requirements if the process does not meet the eligibility requirements of either Program 1 or Program 3, as described in 40 C.F.R. § 68.10(b) and (d), respectively.

10. Section 113(d) of the CAA, 42 U.S.C. § 7413(d), states that the Administrator may issue an administrative order against any person assessing a civil administrative penalty of up to \$25,000 per day of violation whenever, on the basis of any available information, the Administrator finds that such person has violated or is violating any requirement or prohibition of Section 112(r)(7) of the CAA, 42 U.S.C. § 7412(r)(7), and its implementing regulations. The Debt Collection Improvement Act of 1996, 31 U.S.C. § 3701, as amended, and the Federal Civil Penalties Inflation Adjustment Act Improvements Act of 2015, 28 U.S.C. § 2461, and implementing regulations at 40 C.F.R. Part 19, increased the statutory maximum penalty to

\$37,500 for violations that occurred before November 2, 2015, and to \$46,192 for violations that occur after November 2, 2015, and are assessed after January 15, 2018.

Definitions

11. Section 302(e) of the CAA, 42 U.S.C. § 7602(e), defines “person” to include any individual, corporation, partnership, association, State, municipality, political subdivision of a State, and any agency department, or instrumentality of the United States and any officer, agent, or employee thereof.

12. 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.

13. 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, as amended, in 40 C.F.R. § 68.130.

14. 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, as amended, listed in 40 C.F.R. § 68.130 and determined to be present at a stationary source as specified in 40 C.F.R. § 68.115.

15. 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 the 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.

General Factual Allegations

16. Respondent is, and at all times referred to herein was, a “person” as defined by Section 302(e) of the CAA, 42 U.S.C. § 7602(e).

17. Respondent is the owner and operator of the facility located at: 3452 W. Hwy 80, East Prairie, Missouri 63845 (Respondent’s Facility).

18. Respondent’s Facility is a “stationary source” pursuant to 40 C.F.R. § 68.3.

19. Anhydrous ammonia is a “regulated substance” pursuant to 40 C.F.R. § 68.3. The threshold quantity for anhydrous ammonia, as listed in 40 C.F.R. § 68.130, is 10,000 pounds.

20. On or about November 15, 2017, a representative of the EPA conducted an inspection of Respondent’s Facility to determine compliance with Section 112(r), 42 U.S.C. § 7412(r), of the CAA and 40 C.F.R. Part 68 (EPA Inspection).

21. Information gathered during the EPA inspection revealed that Respondent had greater than 10,000 pounds of anhydrous ammonia in a process at its facility.

22. From the time Respondent first had onsite greater than 10,000 pounds of anhydrous ammonia in a process, Respondent was subject to the requirements of Section 112(r)(7) of the CAA, 42 U.S.C. § 7412(r)(7), and 40 C.F.R. Part 68 because it was an owner and operator of a stationary source that had more than a threshold quantity of a regulated substance in a process.

23. From the time Respondent first had onsite greater than 10,000 pounds of anhydrous ammonia in a process, Respondent was subject to the Program 2 prevention requirements because pursuant to 40 C.F.R. § 68.10(c), the process does not meet the eligibility requirements of either Program 1 or Program 3, as described in 40 C.F.R. § 68.10(b) and (d), respectively.

24. From the time Respondent first had onsite greater than 10,000 pounds of anhydrous ammonia in a process, Respondent was required under Section 112(r)(7) of the CAA, 42 U.S.C. § 7412(r)(7), to submit an RMP pursuant to 40 C.F.R. § 68.12(a) and comply with the Program 2 requirements provided at 40 C.F.R. § 68.12(c) and detailed in Subpart C.

25. On or about March 19, 2012, MRM Ag Services submitted an RMP (2012 RMP) for Respondent's Facility under 40 C.F.R. § 68.150. Information gathered during the EPA inspection revealed that Respondent purchased Respondent's Facility from MRM Ag Services on or about October 1, 2015.

Allegations of Violation

26. Complainant hereby states and alleges that Respondent has violated the CAA and federal regulations promulgated thereunder as follows:

Count 1

27. The facts stated in Paragraphs 16 through 25 above are herein incorporated.

28. The regulation at 40 C.F.R. § 68.12(a) requires the owner or operator of a stationary source subject to the Risk Management Program, 40 C.F.R. Part 68, to submit a single RMP as provided in 40 C.F.R. §§ 68.150 to 68.185. Pursuant to 40 C.F.R. § 68.150(d), RMPs submitted pursuant to 40 C.F.R. § 68.150, shall be updated and corrected in accordance with 40 C.F.R. §§ 68.190 and 68.195.

29. Pursuant to 40 C.F.R. § 68.190(b)(1), the owner or operator shall revise and update the RMP submitted under 40 C.F.R. § 68.150 at least once every five years from the date of its initial submission or most recent update, whichever is later.

30. Pursuant to 40 C.F.R. § 68.190(b)(1), Respondent was required to revise and

update the 2012 RMP submitted under 40 C.F.R. § 68.150 by March 19, 2017. Respondent failed to submit a revised and updated RMP for Respondent's Facility by March 19, 2017. Respondent submitted a revised and updated RMP for Respondent's Facility on January 8, 2018.

31. Pursuant to 40 C.F.R. § 68.195(b), within one month of any change in the emergency contact information required under 40 C.F.R. § 68.160(b)(6), the owner or operator shall submit a correction of that information. Pursuant to 40 C.F.R. § 68.160(b)(6), the owner or operator is required to include the name, title, telephone number, 24-hour telephone number, and e-mail address of the emergency contact in the RMP.

32. Information gathered during the EPA Inspection revealed that on or about October 23, 2017, the emergency contact information for Respondent's facility changed from that included in the 2012 RMP. Pursuant to 40 C.F.R. § 68.195(b), Respondent was required to submit a correction of the emergency contact information by November 23, 2017. Respondent did not submit corrected emergency contact information by November 23, 2017. Respondent submitted a correction of the emergency contact information on January 8, 2018.

33. Respondent's late submission of a revised and updated RMP for Respondent's Facility, and Respondent's late submission of corrected emergency contact information, pursuant to the requirements of 40 C.F.R. §§ 68.150 to 68.185, as required by 40 C.F.R. § 68.12(a), are violations of Section 112(r)(7) of the CAA, 42 U.S.C. § 7412(r)(7).

Count 2

34. The facts stated in Paragraphs 16 through 25 above are herein incorporated.

35. The regulation at 40 C.F.R. § 68.12(c)(1) requires the owner or operator of a stationary source with a process subject to Program 2 to develop and implement a management system as provided in 40 C.F.R. § 68.15. Pursuant to 40 C.F.R. § 68.15 the owner or operator is required to develop a management system to oversee the implementation of the risk management program elements.

36. The EPA Inspection revealed that MRM Ag Services had developed a management system, but Respondent had not updated the management system to reflect the October 2015 change in management and employees responsible to oversee the implementation of the risk management program elements at Respondent's Facility.

37. Respondent did not implement a management system to reflect the change in management and employees responsible to oversee the implementation of the risk management program elements at Respondent's Facility, pursuant to the requirements of 40 C.F.R. § 68.15, as

required by 40 C.F.R. § 68.12(c)(1), which is a violation of Section 112(r)(7) of the CAA, 42 U.S.C. § 7412(r)(7).

Count 3

38. The facts stated in Paragraphs 16 through 25 above are herein incorporated.

39. The regulation at 40 C.F.R. 68.12(c)(2) requires the owner or operator of a stationary source with a process subject to Program 2 to conduct a hazard assessment as provided in 40 C.F.R. §§ 68.20 through 68.42. Pursuant to 40 C.F.R. § 68.36(a) the owner or operator shall review and update the offsite consequence analyses at least once every five years.

40. The EPA Inspection revealed that MRM Ag Services conducted offsite consequence analyses in March 2012. Pursuant to 40 C.F.R. § 68.36(a), Respondent was required to review and update the March 2012 offsite consequence analyses by March 2017. Information gathered during the EPA inspection revealed that Respondent did not review and update the March 2012 offsite consequence analyses by March 2017. Respondent reviewed and updated the March 2012 offsite consequence analyses on December 5, 2017.

41. Respondent's late review and update of the offsite consequence analyses by March 2017, pursuant to the requirements of 40 C.F.R. § 68.36(a), as required by 40 C.F.R. § 68.12(c)(2), is a violation of Section 112(r)(7) of the CAA, 42 U.S.C. § 7412(r)(7).

Count 4

42. The facts stated in Paragraphs 16 through 25 above are herein incorporated.

43. The regulation at 40 C.F.R. § 68.12(c)(3) requires the owner or operator of a stationary source with a process subject to Program 2 to implement the Program 2 prevention requirements of 40 C.F.R. §§ 68.48 through 68.60.

44. The EPA inspection revealed that Respondent failed to implement the Program 2 prevention requirements of 40 C.F.R. §§ 68.48 through 68.60, as required by 40 C.F.R. § 68.12(c)(3). Specifically:

- (a) Respondent did not ensure that the process was designed in compliance with recognized and generally accepted good engineering practices in that the storage site did not include emergency signage meeting the specifications set forth in 6.8 of the ANSI-CGA 2.1-2014 standard, as required by 40 C.F.R. § 68.48(b);
- (b) Respondent did not conduct an updated review of the hazards associated with the regulated process within five years of the hazard review conducted by MRM Ag Services on November 30, 2011, as required by 40 C.F.R. § 68.50(d);
- (c) Respondent did not certify that it evaluated compliance with the Program 2 prevention requirements within three years of the compliance audit

conducted in November 2014, and did not retain the compliance audit report from the November 2014 compliance audit, as required by 40 C.F.R. § 68.58.

45. Respondent did not comply with Program 2 prevention requirements of 40 C.F.R. §§ 68.48 through 68.60, as required by 40 C.F.R. § 68.12(c)(3), which are violations of Section 112(r)(7) of the CAA, 42 U.S.C. § 7412(r)(7).

CONSENT AGREEMENT

46. For the purpose of this proceeding, as required by applicable provisions of 40 C.F.R. § 22.18(b)(2), Respondent:

- (a) admits the jurisdictional allegations set forth herein;
- (b) neither admits nor denies the specific factual allegations stated herein;
- (c) consents to the assessment of a civil penalty, as stated herein;
- (d) consents to any conditions specified herein;
- (e) waives any right to contest the allegations set forth herein; and
- (f) waives its rights to appeal the Final Order accompanying this Consent Agreement.

47. Respondent consents to the issuance of this Consent Agreement and Final Order and consents for the purposes of settlement to the payment of the civil penalty specified herein.

48. Respondent and EPA agree to conciliate this matter without the necessity of a formal hearing and to bear their respective costs and attorneys' fees.

Penalty Payment

49. Respondent agrees that, in settlement of the claims alleged herein, Respondent shall pay a civil penalty of One Hundred Fourteen Thousand Four Hundred Fifty Dollars (\$114,450), as set forth below.

50. Respondent shall pay the penalty within thirty (30) days of the effective date of the Final Order. Such payment shall identify Respondent by name and docket number and shall be by certified or cashier's check made payable to the "United States Treasury" and sent to:

U.S. Environmental Protection Agency
Fines and Penalties
Cincinnati Finance Center
PO Box 979077

St. Louis, Missouri 63197-9000

or by alternate payment method described at <http://www.epa.gov/financial/makepayment>.

51. A copy of the check or other information confirming payment shall simultaneously be sent to the following:

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

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

52. Respondent understands that its failure to timely pay any portion of the civil penalty may result in the commencement of a civil action in Federal District Court to recover the full remaining balance, along with penalties and accumulated interest. In such case, interest shall begin to accrue on a civil or stipulated penalty from the date of delinquency until such civil or stipulated penalty and any accrued interest are paid in full. 31 C.F.R. § 901.9(b)(1). Interest will be assessed at a rate of the United States Treasury Tax and loan rates in accordance with 31 U.S.C. § 3717. Additionally, a charge will be assessed to cover the costs of debt collection including processing and handling costs, and a non-payment penalty charge of six (6) percent per year compounded annually will be assessed on any portion of the debt which remains delinquent more than ninety (90) days after payment is due. 31 U.S.C. § 3717(e)(2).

Effect of Settlement and Reservation of Rights

53. Full payment of the penalty proposed in this Consent Agreement shall only resolve Respondent's liability for federal civil penalties for the violations alleged herein. Complainant reserves the right to take any enforcement action with respect to any other violations of the CAA or any other applicable law.

54. The effect of settlement described in the immediately preceding paragraph is conditioned upon the accuracy of Respondent's representations to the EPA, as memorialized in paragraph directly below.

55. Respondent certifies by the signing of this Consent Agreement that it is presently in compliance with all requirements of the CAA and its implementing regulations.

56. Full payment of the penalty proposed in this Consent Agreement shall not in any case affect the right of the Agency or the United States to pursue appropriate injunctive or other equitable relief or criminal sanctions for any violations of law. This Consent Agreement and

Final Order does not waive, extinguish or otherwise affect Respondent's obligation to comply with all applicable provisions of the CAA and regulations promulgated thereunder.

57. Complainant reserves the right enforce the terms and conditions of this Consent Agreement and Final Order.

General Provisions

58. By signing this Consent Agreement, the undersigned representative of Respondent certifies that he or she is fully authorized to execute and enter into the terms and conditions of this Consent Agreement and has the legal capacity to bind the party he or she represents to this Consent Agreement.

59. This Consent Agreement shall not dispose of the proceeding without a final order from the Regional Judicial Officer or Regional Administrator ratifying the terms of this Consent Agreement. This Consent Agreement and Final Order shall be effective upon the filing of the Final Order by the Regional Hearing Clerk for EPA, Region 7. Unless otherwise stated, all time periods stated herein shall be calculated in calendar days from such date.

60. The penalty specified herein shall represent civil penalties assessed by EPA and shall not be deductible for purposes of Federal, State and local taxes.

61. This Consent Agreement and Final Order shall apply to and be binding upon Respondent and Respondent's agents, successors and/or assigns. Respondent shall ensure that all contractors, employees, consultants, firms, or other persons or entities acting for Respondent with respect to matters included herein comply with the terms of this Consent Agreement and Final Order.

RESPONDENT:
PINNACLE AGRICULTURE DISTRIBUTION, INC.

Date: 9/20/2018



Signature

MARY PEDRO

Name

CHIEF FINANCIAL OFFICER, EVA

Title

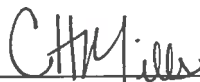
**COMPLAINANT:
U.S. ENVIRONMENTAL PROTECTION AGENCY**

Date: 9-27-18



Mark A. Smith
Acting Director, Air and Waste Management Division
U.S. Environmental Protection Agency, Region 7

Date: 9/27/2018



Clarissa Howley Mills
Assistant Regional Counsel
U.S. Environmental Protection Agency, Region 7

FINAL ORDER

Pursuant to Section 113(d) of the CAA, 42 U.S.C. § 7413(d), and the Consolidated Rules of Practice Governing the Administrative Assessment of Civil Penalties and the Revocation/Termination or Suspension of Permits, 40 C.F.R. Part 22, the foregoing Consent Agreement resolving this matter is hereby ratified and incorporated by reference into this Final Order.

Respondent is ORDERED to comply with all of the terms of the Consent Agreement. In accordance with 40 C.F.R. § 22.31(b), the effective date of the foregoing Consent Agreement and this Final Order is the date on which this Final Order is filed with the Regional Hearing Clerk.

IT IS SO ORDERED.

Karina Borromeo
Karina Borromeo
Regional Judicial Officer

Sept. 27, 2018
Date

CERTIFICATE OF SERVICE

I certify that that a true and correct copy of the foregoing Consent Agreement and Final Order was sent this day in the following manner to the addressees:

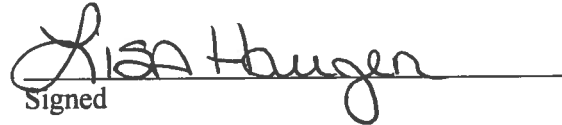
Copy via Email to Complainant:

mills.clarissa@epa.gov

Copy via Email to Respondent:

cyndy.brodeur@pinnacleag.com

Dated this 27 day of September, 2018.


Signed