

US EPA ARCHIVE DOCUMENT

UNITED STATES ENVIRONMENTAL PROTECTION AGENCY
REGION 9

75 Hawthorne Street
San Francisco, California 94105

IN THE MATTER OF:

Eagle Marine Services, Ltd.
614 Terminal Way
Terminal Island, CA 90731

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Docket No. CWA 309(a)-08-001

FINDINGS OF VIOLATION
AND
ORDER FOR COMPLIANCE

Proceedings under Section 308(a) and 309(a)
of the Clean Water Act, as amended, 33
U.S.C. Sections 1318(a), and 1319(a)

STATUTORY AUTHORITY

The following Findings of Violation are made and Order for Compliance issued pursuant to the authority vested in the Administrator of the U.S. Environmental Protection Agency (EPA) by Sections 308(a) and 309(a)(3), (a)(4), and (a)(5)(A) of the Clean Water Act, as amended (the Act or CWA), 33 U.S.C. §§ 1318(a), and 1319(a)(3), (a)(4), and (a)(5)(A). This authority has been delegated to the Regional Administrator of EPA, Region 9, and re-delegated by the Regional Administrator to the Director of the Water Division of EPA, Region 9. Notice of this action has been given to the State of California.

FINDINGS OF VIOLATION

1. Section 301(a) of the Act, 33 U.S.C. § 1311(a), prohibits the discharge of pollutants into navigable waters of the United States, except in compliance with the Act, including Section 402, 33 U.S.C. § 1342.
2. Section 402 of the Act, 33 U.S.C. § 1342, establishes the National Pollutant Discharge Elimination System (NPDES) program. Under Section 402, 33 U.S.C. § 1342, EPA and states with EPA-approved NPDES programs are authorized to issue permits governing the discharge of pollutants from regulated sources.
3. Section 402(p) of the Act, 33 U.S.C. § 1342(p), and EPA's implementing regulations at 40 CFR § 122.26, require NPDES permit authorization for discharges of storm water associated with industrial activity. Facilities engaged in industrial activity, as defined by 40 CFR § 122.26(b)(14), must obtain NPDES permit authorization if they discharge or

propose to discharge storm water into waters of the United States. Pursuant to 40 CFR §§ 122.26(a)(1)(ii) and 122.26(c), dischargers of storm water associated with industrial activity are required to apply for an individual permit or to seek coverage under a promulgated storm water general permit.

4. Marine cargo handling, Standard Industrial Classification (SIC) 4491, falls under SIC Major Group 44 and is an industrial activity subject to the discharge and permitting requirements under 40 CFR § 122.26(b)(14)(viii) and Section 402 of the Act, 33 U.S.C. § 1342.
5. Section 308(a) of the Act, 33 U.S.C. § 1318(a), and its implementing regulations authorize EPA to, inter alia, require the owner or operator of any point source to establish records, make reports, or submit other reasonably required information, including individual and general NPDES permit applications.
6. Pursuant to Section 308(a) of the Act, 33 U.S.C. § 1318(a), and 40 CFR § 122.21, any person who discharges or proposes to discharge storm water associated with industrial activity must submit an application for an NPDES permit 180 days prior to commencing industrial activity.
7. The State of California has an EPA-approved NPDES program, and issues permits, including storm water permits, through its State Water Resources Control Board (State Board) and nine Regional Water Quality Control Boards (Regional Boards). Since 1991, the State Board has adopted two successive statewide NPDES general permits for discharges of storm water associated with industrial activity. The permit that is currently effective, General Permit No. CAS000001/Water Quality Order No. 97-03-DWQ (General Permit), was adopted on April 17, 1997.
8. All facility operators seeking coverage under the General Permit must submit a notice of intent to comply (NOI) to the State Board 14 days prior to commencing industrial operations. A facility operator that does not submit an NOI must submit an application for an individual NPDES permit. (General Permit, Provision E(1), pg. 6 and Attachment 3 to the General Permit).
9. The General Permit requires facility operators to develop and implement a storm water pollution prevention plan (SWPPP) prior to commencing industrial operations. (General Permit, Section A(1)(a), pg. 11). The purpose of the SWPPP is to identify sources of industrial storm water pollution and to identify and implement site-specific best management practices (BMPs) to control discharges.
10. The SWPPP must include, inter alia, a narrative description of the storm water BMPs to be implemented at the facility for each potential pollutant and its source as well as a site map (or maps) that identifies: (a) facility boundaries and an outline of facility drainage areas, (b) the storm water collection and conveyance system, (c) an outline of impervious

- areas, (d) locations where materials are directly exposed to precipitation, and (e) areas of industrial activity (General Permit, Section A(4), pg. 12, 13 and Section A(8), pg. 17).
11. Facility operators must develop a written monitoring program, and must conduct quarterly visual observations of non storm water discharges, monthly visual observations of storm water events, and prescribed storm water sampling and analysis. (General Permit, Section B(1), (3), (4), and (5), pg. 24-27). In addition, facility operators must submit an annual report to the Regional Board that summarizes visual observations and sampling and provides a comprehensive site compliance evaluation. (General Permit, Section B(14), pg. 35). A copy of the written monitoring program as well as records of inspections, steps taken to reduce or prevent discharges, and the annual report must be maintained for at least five years and must be available at the facility for review by facility employees or inspectors. (General Permit, Section B(13), pg. 34).
 12. Facility operators must reduce or prevent pollutants associated with industrial activity in storm water discharges and authorized non-storm water discharges using best available technology economically achievable (BAT) for toxic pollutants and best conventional pollutant control technology (BCT) for conventional pollutants. (General Permit, Effluent Limitation B(3), pg. 4).
 13. The Port of Los Angeles (Port) is a division of the City of Los Angeles, a municipality and a “person” under CWA Section 502(5), 33 U.S.C. § 1362(5). The majority of the property within the Port’s boundaries is owned by the Port and leased to tenants operating in various industrial categories. The remaining properties are privately owned and operated.
 14. The Port does not assume responsibility for compliance with storm water requirements at any of its tenant facilities. Therefore, industrial operators within the Port’s boundaries must independently obtain coverage under the General Permit.
 15. Eagle Marine Services, Ltd. (Respondent) is a subsidiary of APL Limited, a company licensed to do business in California and is thus a “person” under CWA Section 502(5), 33 U.S.C. § 1362(5).
 16. Respondent submitted an NOI for which the State Board assigned Waste Discharge Identification (WDID) Number 419I013131 to Respondent for the Facility on June 25, 1997.
 17. Respondent operates a facility within the Port’s boundaries, located at 614 Terminal Way on Terminal Island in California (Facility). Respondent is engaged in marine cargo handling operations at the Facility, an industrial activity classified under SIC 4491.
 18. Rainfall events at the Facility that exceed 0.1 inches generate storm water runoff. Data from the Torrance Municipal Airport Weather Monitoring Station, approximately six

miles from the Facility, indicate that there were at least 90 days with 0.1 inches or more of rainfall at the Facility from November 1, 2002 to April 30, 2007.

19. Storm water runoff at the Facility discharges through storm drains located at the facility directly to the Los Angeles Harbor (Harbor). The storm drains are owned by the City of Los Angeles and are part of its municipal separate storm sewer system (MS4). The Facility's storm drains and the City of Los Angeles' MS4 are "point sources" as defined by Section 502(14) of the Act, 33 U.S.C. § 1362(14).
20. The storm water discharged from the Facility contains "pollutants," including industrial waste, as defined by Section 502(6) of the Act, 33 U.S.C. § 1362(6), and is storm water discharge associated with industrial activity as defined by EPA regulations in 40 CFR § 122.26(b)(14).
21. The Harbor, including the outer and inner harbors, is a "navigable water" within the meaning of Section 502(7) of the Act, 33 U.S.C. § 1362(7), and a "water of the United States" as defined by EPA regulations in 40 CFR § 122.2.
22. On May 17, 2007a representative of EPA inspected the Facility to evaluate the Facility's compliance with the General Permit. The inspection report is attached and incorporated by reference, and contains evidence that Respondent:
 - a. Failed to develop a complete SWPPP, as required by the General Permit (Section A, pg. 11-23), including:
 1. to identify a pollution prevention team, as required by the General Permit (Section A(3), pg. 12);
 2. to complete a site map to include points of storm water discharge as required by the General Permit (Section A(4), pg. 12-14); and
 3. to contain the signature of the responsible party as required by the General Permit (Section C(9 -10), pg. 48-49);
 - b. Failed to develop a complete monitoring plan to include description of sampling locations, as required by General Permit (Section B, pg. 24-45),
 - c. Failed to implement appropriate BMPs at the facility maintenance location as required by the General Permit (Effluent Limitation B(3), pg. 4 and Section A(1), pg. 11) in that:
 1. the sweepers were emptied into a bin located above a drainage channel containing debris;
 2. pools of oily water of unknown source was observed north of wash rack building;
 3. oily parts laid on the ground in trailer parking area and outside chassis shop;
 4. batteries laid on the ground outside chassis shop;
 5. significant fresh oil stains were observed throughout generator shop area;
 6. several oil drums were not placed on spill pallets outside crane maintenance shop;
 7. open dumpsters with oil parts were outside crane maintenance shop; and

8. several significant oil/coolant spills were observed outside power shop, one of which was active and unattended.
23. EPA has developed a set of parameter benchmarks values (PBVs), based primarily upon water quality criteria, to measure the adequacy of a permittee's storm water controls. (See "Final Reissuance of National Pollutant Discharge Elimination System (NPDES) Storm Water Multi-Sector General Permit for Industrial Activities; Notice" (MSGP 2000); Federal Register Vol. 65, No. 210, October 30, 2000, pp. 64766-64767.) Exceedances of PBVs are intended to alert permit-holders to the need to improve BMPs. The State of California has adopted EPA's parameter benchmark values under its stormwater program (<http://www.waterboards.ca.gov/stormwtr/docs/smanlrdc.pdf>). A review of Facility's records indicates that it exceeded PBVs for specific conductance, pH, total suspended sediment (TSS), oil & grease, zinc, aluminum, and iron in 2006. There is no evidence that Respondent evaluated the adequacy of its BMPs in light of these exceedances.
24. Portions of Los Angeles harbor have been listed under Section 303(d) of the Clean Water Act as an impaired water body for zinc.
25. Based on the foregoing, EPA has determined that, by violating General Permit CAS000001, Respondent has violated Section 402 of the Act, 33 U.S.C. § 1342.

ORDER FOR COMPLIANCE

Considering the foregoing Findings of Violations and the potential environmental and human health effects of the violations, EPA has determined that compliance in accordance with the following requirements is reasonable. Pursuant to the authority of Section 308 and 309 of the Act, 33 U.S.C. §§ 1318 and 1319, it is hereby ordered that Respondents comply with the following requirements:

26. Immediately upon receipt of this Order, Respondent shall take all necessary measures to fully and properly comply with all terms and conditions of the General Permit.
27. Within 30 days of receipt of this Order, Respondent shall complete interim cleanup and housekeeping measures (Interim Measures) for all of the Facility's areas of industrial activity, to include, at a minimum:
 - a. Relocate sweepers residual disposal area away from any drainage channel;
 - b. Clean drainage channel;
 - c. Clean up spills and leaks in the wash rack building, generator shop, and power shop areas;
 - d. Clean and/or remove parts in trailer parking and chassis areas;
 - e. Place oil drums on spill pallets and under cover; and

- f. Keep dumpsters closed.
28. Within 30 days of receipt of this Order and upon completion of the Interim Measures, Respondent shall submit a Notice of Completion, which shall include a list of the measures taken, the date of completion for each measure, the person(s) responsible for overseeing each measure, and copies of documents associated with the completion of the measures, such as contracts, permits, manifests and photographs.
29. In performing Interim Measures, care shall be taken to ensure they do not cause or contribute any runoff to waters of the United States, the municipal storm drains or the municipal sewer system. Care shall be taken to ensure compliance with all applicable federal, state, and local waste storage and disposal requirements.
30. Within 60 days of the receipt of this Order, Respondent shall submit a revised SWPPP that fully complies with the General Permit. These SWPPP revisions shall include, among all other required elements:
- Identification of a current pollution prevention team;
 - A completed facility site map;
 - Signature(s) and certification of SWPPP by an appropriate facility representative;
 - BMPs to address all sources of storm water pollution, including TSS, oil & grease, zinc, aluminum, iron, and chemicals that would result in low pH and high specific conductance so as to ensure that discharges do not exceed established PBVs; and
 - Installation of spill-control kits.
31. Within 60 days of the receipt of this Order, Respondent shall submit a revised written Monitoring Program that fully complies with the General Permit. The Monitoring Program revisions shall include, among all other required elements, designating sampling locations at each point of discharge. Respondent shall also establish a routine for inspection and cleaning of the chassis shop, power shop, and generator system.
32. Within 60 days of the receipt of this Order, Respondent shall submit a report to EPA on the costs associated with the development of the revised SWPPP, projected incremental annual costs associated with implementation of the revised SWPPP, and any other costs associated with complying with this Order.
33. All reports submitted pursuant to this Order must be signed by a principal executive officer, ranking elected official, or duly authorized representative of Respondent (as specified by 40 CFR § 122.22 (b)(2)) and shall include the following statement:

"I certify under penalty of law that this document and all attachments were prepared under my direction or supervision in accordance with a system designed to assure that qualified personnel properly gather and evaluate 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, I certify that 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.”

34. All submissions requested by this Order shall be mailed to the following address:

U. S. Environmental Protection Agency - Region 9
Clean Water Act Compliance Office WTR-7
75 Hawthorne Street
San Francisco, CA 94105
Attn: Sandy Chang

All telephone inquiries should be made to Sandy Chang, Environmental Engineer, at (415) 972-3016.

35. Respondents shall send a copy of all submissions required under this Order to:

California Regional Water Quality Control Board – Los Angeles Region
Coastal Storm Water Unit
320 West 4th Street, Suite 200
Los Angeles, CA 90013
Attention: Ivar Ridgeway

36. This Order shall be binding upon Respondent and its officers, directors, agents, employees, heirs, successors, and assigns.
37. This Order is not a permit under the CWA, and does not waive or modify Respondent’s obligation and responsibility to ascertain and comply with all applicable federal, state, or local laws, regulations, ordinances, permits, or licenses.
38. This Order is not to be deemed an election by EPA to forgo any remedies available to it under the law, including without limitation, any administrative, civil, or criminal action to seek penalties, fines, or other appropriate relief under the Act. EPA reserves all rights and remedies, legal and equitable, available to enforce any violations cited in this Order and to enforce this Order.
39. Requests for information contained within this Order are not subject to review by the Office of Management and Budget under the Paperwork Reduction Act because it is not a “collection of information” within the meaning of 44 U.S.C. § 3502(3). It is directed to fewer than ten persons and is an exempt investigation under 44 U.S.C. § 3518(c)(1) and 5 CFR § 1320.4(a)(2).

40. Respondent may not withhold from EPA any information on the grounds that it is confidential business information. However, EPA has promulgated, under 40 CFR Part 2, Subpart B, regulations to protect confidential business information it receives. If legally supportable, a claim of business confidentiality may be asserted in the manner specified by 40 CFR § 2.203(b) for all or part of the information requested by EPA. EPA will disclose business information covered by such claim only as authorized under 40 CFR Part 2, Subpart B. If no claim of confidentiality accompanies the information at the time EPA receives it, EPA may make it available to the public without further notice.
41. Section 309(a), (b), (d) and (g) of the Act, 33 U.S.C. § 1319(a),(b), (d) and (g), provides administrative and/or judicial relief for failure to comply with the CWA. In addition, Section 309(c) of the Act, 33 U.S.C. § 1319(c), provides criminal sanctions for negligent or knowing violations of the CWA and for knowingly making false statements.
42. This Order shall become effective upon the date of receipt by Respondent.

_____/s/_____
 Alexis Strauss
 Director, Water Division

____11/09/07_____
 Date