



# COMMONWEALTH of VIRGINIA

DEPARTMENT OF ENVIRONMENTAL QUALITY  
TIDEWATER REGIONAL OFFICE

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Doug Domenech  
Secretary of Natural Resources

David K. Paylor  
Director

## STATE WATER CONTROL BOARD ENFORCEMENT ACTION SPECIAL ORDER BY CONSENT ISSUED TO VIRGINIA PENINSULAS PUBLIC SERVICE AUTHORITY FOR YARD WASTE COMPOST FACILITY

VPDES Storm Water Industrial Permit Registration No. VAR051957

### **SECTION A: Purpose**

This is a Consent Order issued under the authority of Va. Code §62.1-44.15 between the State Water Control Board and the Virginia Peninsulas Public Service Authority, regarding the Yard Waste Compost Facility, for the purpose of resolving certain violations of the State Water Control Law and the applicable regulation.

### **SECTION B: Definitions**

Unless the context clearly indicates otherwise, the following words and terms have the meaning assigned to them below:

1. "Board" means the State Water Control Board, a permanent citizens' board of the Commonwealth of Virginia as described in Va. Code §§ 10.1-1184 and 62.1-44.7.
2. "Department" or "DEQ" means the Department of Environmental Quality, an agency of the Commonwealth of Virginia, as described in Va. Code § 10.1-1183.
3. "Director" means the Director of the Department of Environmental Quality, as described in Va. Code § 10.1-1185.
4. "Facility" means the Virginia Peninsulas Public Service Authority's Yard Waste Compost Facility located at 145 Godwin Neck Road in Yorktown, Virginia, which discharges industrial storm water from the yard waste compost operation.

5. "Notice of Violation" or "NOV" means a type of Notice of Alleged Violation under Va. Code § 62.1-44.15.
6. "Order" means this document, also known as a "Consent Order" or "Order by Consent," a type of Special Order under the State Water Control Law.
7. "State Water Control Law" means Chapter 3.1 (§ 62.1-44.2 *et seq.*) of Title 62.1 of the Va. Code.
8. "State Waters" means all water, on the surface and under the ground, wholly or partially within or bordering the Commonwealth or within its jurisdiction, including wetlands. Va. Code § 62.1-44.3.
9. "Storm Water Regulation" means the VPDES Storm Water Regulation, 9 VAC 25-151-10 *et seq.*
10. "TRO" means the Tidewater Regional Office of DEQ, located in Virginia Beach, Virginia.
11. "Va. Code" means the Code of Virginia (1950), as amended.
12. "VAC" means Virginia Administrative Code.
13. "VPDES" means Virginia Pollutant Discharge Elimination System.
14. "VPDES Regulation" means the VPDES Permit Regulation, 9 VAC 25-31-10 *et seq.*
15. "VPPSA" means the Virginia Peninsulas Public Service Authority, an authority created pursuant to the Virginia Water and Waste Authorities Act, Va. Code § 15.2-5100 *et seq.* VPPSA is a "person" within the meaning of Va. Code § 62.1-44.3.

### **SECTION C: Findings of Fact and Conclusions of Law**

1. VPPSA owns and operates the Facility in Yorktown, Virginia at which it conducts yard waste composting operations for the cities of Hampton and Poquoson and the county of York.
2. On January 28, 2010, DEQ staff conducted an inspection at the Facility and observed an unpermitted discharge from the Facility's storm water retention basin flowing into an unnamed tributary of Chisman Creek.
3. A review of DEQ files did not find a permit for VPPSA to discharge storm water from the Facility's composting operation into state waters and VPPSA failed to notify DEQ of the unpermitted discharge.

4. On February 18, 2010, TRO issued Notice of Violation No. W2010-02-T-002 to VPPSA for the unpermitted discharge.
5. On March 11, 2010, DEQ staff met with VPPSA personnel to discuss the unpermitted discharge and the NOV.
6. Va. Code § 62.1-44.5(A) states that: “[E]xcept in compliance with a certificate issued by the Board, it shall be unlawful for any person to discharge into state waters sewage, industrial wastes, other wastes, or any noxious or deleterious substances.”
7. The VPDES Regulation, at 9 VAC 25-31-50 (A), also states that except in compliance with a VPDES permit, or another permit issued by the Board, it is unlawful to discharge into state waters sewage, industrial wastes or other wastes.
8. The Storm Water Regulation, at 9 VAC 25-151-60 requires owners of a facility with storm water discharges associated with industrial activity to obtain a permit.
9. Va. Code § 62.1-44.5(B) states that “Any person in violation of the provisions of [Va. Code § 62.1-44.5(A)] who discharges or causes or allows (i) a discharge of sewage, industrial waste, other wastes, or any noxious or deleterious substance into or upon state waters, or (ii) a discharge that may reasonably be expected to enter state waters shall, upon learning of the discharge, promptly notify, but in no case later than 24 hours the Board, the Director of [DEQ], or the [local] coordinator of emergency services.”
10. The VPDES Regulation, at 9 VAC 25-31-50(B), also requires that a person who discharges into state waters sewage, industrial wastes, or other wastes to notify DEQ within 24 hours of discovery of the discharge.
11. Va. Code § 62.1-44.15(5a) states that a VPDES permit is a “certificate” under the statute.
12. Chisman Creek is listed in DEQ’s 305(b) report as impaired for exceeding enterococcus bacteria and fecal coliform. The causes of the impairments are unknown. The unnamed tributary of Chisman Creek is a surface water located wholly within the Commonwealth and is a “state water” under State Water Control Law.
13. On May 3, 2010, VPPSA submitted a VPDES general permit application to DEQ for the unpermitted discharge from the Facility.
14. On July 21, 2010, DEQ acknowledged coverage of VPPSA under storm water industrial permit VAR05 registration number VAR051957.
15. Based on the results of the January 28, 2010 inspection, the March 11, 2010 meeting and the documentation submitted on May 3, 2010, the Board concludes that VPPSA has violated the Va. Code, the VPDES Regulation and the Storm Water Regulation, by discharging industrial wastes from the Facility without a permit, and by failing to report the discharge as described in paragraphs C(2) and C(3), above.

16. VPPSA submitted documentation and obtained DEQ coverage under the VPDES general permit for stormwater discharges as acknowledged by registration number VAR051957 for the Facility, that verifies that the violations as described in paragraphs C(2) and C(3), above, have been corrected.

#### **SECTION D: Agreement and Order**

Accordingly, by virtue of the authority granted it in Va. Code §§ 62.1-44.15, the Board orders VPPSA, and VPPSA agrees to pay a civil charge of \$10,920.00 within 30 days of the effective date of this Order in settlement of the violations cited in this Order.

Payment shall be made by check, certified check, money order or cashier's check payable to the "Treasurer of Virginia," and shall be delivered to:

Receipts Control  
Department of Environmental Quality  
Post Office Box 1104  
Richmond, Virginia 23218

VPPSA shall include its Federal Employer Identification Number (FEIN) with the civil charge payment **and** shall indicate that the payment is being made in accordance with the requirements of this Order for deposit into the Virginia Environmental Emergency Response Fund (VEERF).

#### **SECTION E: Administrative Provisions**

1. The Board may modify, rewrite, or amend the Order with the consent of VPPSA, for good cause shown by VPPSA, or on its own motion pursuant to the Administrative Process Act, Va. Code § 2.2-4000 *et seq.*, after notice and opportunity to be heard.
2. This Order addresses and resolves only those violations specifically identified in Section C of this Order. This Order shall not preclude the Board or the Director from taking any action authorized by law, including but not limited to: (1) taking any action authorized by law regarding any additional, subsequent, or subsequently discovered violations; (2) seeking subsequent remediation of the Facility; or (3) taking subsequent action to enforce the Order.
3. For the purposes of this Order and subsequent actions with respect to this Order only, VPPSA admits the jurisdictional allegations, findings of fact, and conclusions of law contained herein.
4. VPPSA consents to venue in the Circuit Court of the City of Richmond for any civil action taken to enforce the terms of this Order.
5. VPPSA declares it has received fair and due process under the Administrative Process Act and the State Water Control Law and it waives the right to any hearing or other administrative proceeding authorized or required by law or regulation, and to any

judicial review of any issue of fact or law contained herein. Nothing herein shall be construed as a waiver of the right to any administrative proceeding for, or to judicial review of, any action taken by the Board to modify, rewrite, amend, or enforce this Order.

6. Failure by VPPSA to comply with any of the terms of this Order shall constitute a violation of an order of the Board. Nothing herein shall waive the initiation of appropriate enforcement actions or the issuance of additional orders as appropriate by the Board or the Director as a result of such violations. Nothing herein shall affect appropriate enforcement actions by any other federal, state, or local regulatory authority.
7. If any provision of this Order is found to be unenforceable for any reason, the remainder of the Order shall remain in full force and effect.
8. VPPSA shall be responsible for failure to comply with any of the terms and conditions of this Order unless compliance is made impossible by earthquake, flood, other acts of God, war, strike, or such other occurrence. VPPSA shall show that such circumstances were beyond its control and not due to a lack of good faith or diligence on its part. VPPSA shall notify the DEQ Regional Director verbally within 24 hours and in writing within three business days when circumstances are anticipated to occur, are occurring, or have occurred that may delay compliance or cause noncompliance with any requirement of the Order. Such notice shall set forth:
  - a. the reasons for the delay or noncompliance;
  - b. the projected duration of any such delay or noncompliance;
  - c. the measures taken and to be taken to prevent or minimize such delay or noncompliance; and
  - d. the timetable by which such measures will be implemented and the date full compliance will be achieved.

Failure to so notify the Regional Director verbally within 24 hours and in writing within three business days, of learning of any condition above, which the VPPSA intends to assert will result in the impossibility of compliance, shall constitute a waiver of any claim to inability to comply with a requirement of this Order.

9. This Order is binding on the parties hereto, their successors in interest, designees and assigns, jointly and severally.
10. This Order shall become effective upon execution by both the Director or his designee and VPPSA. Nevertheless, VPPSA agrees to be bound by any compliance date which precedes the effective date of this Order.
11. This Order shall continue in effect until:

- a. VPPSA petitions the Director or his designee to terminate the Order after it has completed all of the requirements of the Order and the Director or his designee approves the termination of the Order; or
- b. the Director or Board terminates the Order in his or its sole discretion upon 30 days' written notice to VPPSA.

Termination of this Order, or any obligation imposed in this Order, shall not operate to relieve VPPSA from its obligation to comply with any statute, regulation, permit condition, other order, certificate, certification, standard, or requirement otherwise applicable.

12. Any plans, reports, schedules or specifications attached hereto or submitted by VPPSA and approved by the Department pursuant to this Order are incorporated into this Order. Any non-compliance with such approved documents shall be considered a violation of this Order.
13. The undersigned representative of VPPSA certifies that he or she is a responsible official authorized to enter into the terms and conditions of this Order and to execute and legally bind VPPSA to this document. Any documents to be submitted pursuant to this Order shall also be submitted by a responsible official of VPPSA.
14. This Order constitutes the entire agreement and understanding of the parties concerning settlement of the violations identified in Section C of this Order, and there are no representations, warranties, covenants, terms or conditions agreed upon between the parties other than those expressed in this Order.
15. By its signature below, VPPSA voluntarily agrees to the issuance of this Order.

And it is so ORDERED this 19 day of April, 2011.

Maria L. Schell  
Acting Regional Director  
Department of Environmental Quality

Virginia Peninsulas Public Service Authority voluntarily agrees to the issuance of this Order.

Date: 1/13/11 By: Stephen B Geissler, Executive Director  
(Person) (Title)  
Virginia Peninsulas Public Service Authority

Commonwealth of Virginia  
City/County of James City

The foregoing document was signed and acknowledged before me this 13<sup>th</sup> day of January, 2011, by Stephen B Geissler who is Executive Director of Virginia Peninsulas Public Service Authority, on behalf of the Virginia Peninsulas Public Service Authority.

Lisa Poudrie  
Notary Public

7036697  
Registration No.

My commission expires: 9/30/14

Notary seal:

