



COMMONWEALTH of VIRGINIA

DEPARTMENT OF ENVIRONMENTAL QUALITY

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STATE WATER CONTROL BOARD ENFORCEMENT ACTION - ORDER BY CONSENT ISSUED TO THE TOWN OF CLIFTON FORGE

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 Town of Clifton Forge (the Town), regarding the Town's wastewater collection system, for the purpose of resolving certain violations of the State Water Control Law and the applicable regulation. This Order supersedes and terminates the Consent Order, as amended, issued by the Board to The Town of Clifton Forge on June 5, 2006, as amended on December 14, 2010 and March 13, 2014.

SECTION B: Definitions

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

1. "305(b) report" means the report required by Section 305(b) of the Clean Water Act (33 United States Code § 1315(b)), and Va. Code § 62.1-44.19:5 for providing Congress and the public an accurate and comprehensive assessment of the quality of State surface waters.
2. "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.
3. "BRRO" means the Blue Ridge Regional Office of DEQ, located in Roanoke, Virginia.
4. "Department" or "DEQ" means the Department of Environmental Quality, an agency of the Commonwealth of Virginia, as described in Va. Code § 10.1-1183.

5. "Director" means the Director of the Department of Environmental Quality, as described in Va. Code § 10.1-1185.
6. "Discharge" means discharge of a pollutant. 9 VAC 25-31-10
7. "Discharge of a pollutant" when used with reference to the requirements of the VPDES permit program means:
 - (a) Any addition of any pollutant or combination of pollutants to surface waters from any point source; or
 - (b) Any addition of any pollutant or combination of pollutants to the waters of the contiguous zone or the ocean from any point source other than a vessel or other floating craft which is being used as a means of transportation.
8. "Notice of Violation" or "NOV" means a type of Notice of Alleged Violation under Va. Code § 62.1-44.15.
9. "O&M" means operations and maintenance.
10. "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.
11. "Pollutant" means dredged spoil, solid waste, incinerator residue, filter backwash, sewage, garbage, sewage sludge, munitions, chemical wastes, biological materials, radioactive materials (except those regulated under the Atomic Energy Act of 1954, as amended (42 USC § 2011 *et seq.*)), heat, wrecked or discarded equipment, rock, sand, cellar dirt and industrial, municipal, and agricultural waste discharged into water... 9 VAC 25-31-10.
12. "Pollution" means such alteration of the physical, chemical, or biological properties of any state waters as will or is likely to create a nuisance or render such waters (a) harmful or detrimental or injurious to the public health, safety, or welfare or to the health of animals, fish, or aquatic life; (b) unsuitable with reasonable treatment for use as present or possible future sources of public water supply; or (c) unsuitable for recreational, commercial, industrial, agricultural, or other reasonable uses, provided that (i) an alteration of the physical, chemical, or biological property of state waters or a discharge or deposit of sewage, industrial wastes or other wastes to state waters by any owner which by itself is not sufficient to cause pollution but which, in combination with such alteration of or discharge or deposit to state waters by other owners, is sufficient to cause pollution; (ii) the discharge of untreated sewage by any owner into state waters; and (iii) contributing to the contravention of standards of water quality duly established by the Board, are "pollution." Va. Code § 62.1-44.3.

13. "Regulation" means the VPDES Permit Regulation, 9 VAC 25-31-10 *et seq.*
14. "State Water Control Law" means Chapter 3.1 (§ 62.1-44.2 *et seq.*) of Title 62.1 of the Va. Code.
15. "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.
16. "The Town" means the Town of Clifton Forge, a political subdivision of the Commonwealth of Virginia. The Town is a "person" within the meaning of Va. Code § 62.1-44.3.
17. "Va. Code" means the Code of Virginia (1950), as amended.
18. "VAC" means the Virginia Administrative Code.
19. "VPDES" means Virginia Pollutant Discharge Elimination System.

SECTION C: Findings of Fact and Conclusions of Law

1. The Town owns and operates a wastewater collection and conveyance system.
2. Smith Creek, a tributary of the Jackson River, runs through the Town before it empties into the Jackson River, which is in the James River Basin. The relevant segment of Smith Creek is listed in DEQ's 305(b) report as impaired for fecal coliform. The report lists sanitary sewer overflows as one of the sources of impairment.
3. The State Water Control Board issued a Consent Order to the Town on June 5, 2006 for multiple wastewater overflows from the collection system. Among other requirements, the Order required the Town to submit and comply with a Corrective Action Plan (CAP) for eliminating overflows caused by excessive infiltration and inflow not later than December 31, 2010.
4. The Town requested an extension of the December 31, 2010 deadline of the Order for completing the CAP. The basis for the extension request was the need by the Town to develop further data to characterize flows in the collection system in order to document compliance with the requirement to eliminate excessive infiltration and inflow. DEQ issued an Amendment to the Order on December 14, 2010 (2010 Amendment) revising the CAP completion deadline to December 31, 2013.
5. In a letter dated December 11, 2013, the Town requested an extension of the CAP completion deadline to December 31, 2016. The basis for this extension request was that

major projects that were expected to significantly decrease inflow and infiltration had been approved for funding but had not yet been completed.

6. On March 13, 2014, DEQ issued an Amendment to the Order extending the CAP completion deadline to May 31, 2016 and requiring completion of specified additional projects related to elimination of infiltration and inflow, including a rehabilitation and upgrade of the Jackson Street Pump Station, rehabilitation of the Smith Creek trunk line, and replacement of sewer lines in the upper Roxbury neighborhood.
7. In a final report dated May 31, 2016 the Town documented completion of the projects required by the 2014 Order amendment. Despite completion of the required projects, overflow events continued to occur in certain portions of the Town's sewershed. In June 2016 a total of four overflows occurred. The final report concluded that excessive inflow and infiltration "is confined primarily to the Jackson Street Pump Station sewershed . . . the worst conditions exist within the western interceptor located in the CSX rail yard. . . . A project is currently in the design phase to rehabilitate the manholes and sanitary sewer segments in this section of the sewershed." On July 14, 2016, the Town applied to the DEQ Virginia Clean Water Revolving Loan Fund for funding for replacement or rehabilitation of approximately 2,300 linear feet of sanitary sewer and approximately sixteen sewer manholes in the CSX rail yard area.
8. Va. Code § 62.1-44.5 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."
9. The Regulation, at 9 VAC 25-31-50, 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.
10. Va. Code § 62.1-44.15(5a) states that a VPDES permit is a "certificate" under the statute.
11. The Department has issued no currently active permits or certificates to the Town for discharges into state waters.
12. Smith Creek is a surface water located wholly within the Commonwealth and is a "state water" under State Water Control Law.
13. Based on the results of overflow reports from June 2016, the Board concludes that the Town has violated Va. Code § 62.1-44.5 and 9 VAC 25-31-50 by discharging wastewater without a permit.
14. In order for the Town to complete its return to compliance, DEQ staff and representatives of the Town have agreed to the Schedule of Compliance, which is incorporated as Appendix A of this Order.

SECTION D: Agreement and Order

Accordingly, by virtue of the authority granted it in Va. Code §§ 62.1-44.15, the Board orders the Town, and the Town agrees to perform the actions described in Appendix A of this Order.

Both the Board and the Town understand and agree that this Order supersedes and terminates the Consent Order issued by the Board to the Town on June 5, 2006, as amended on December 14, 2010 and March 13, 2014.

SECTION E: Administrative Provisions

1. The Board may modify, rewrite, or amend this Order with the consent of the Town for good cause shown by the Town, 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 purposes of this Order and subsequent actions with respect to this Order only, the Town admits the jurisdictional allegations, findings of fact, and conclusions of law contained herein.
4. The Town 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. The Town 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 the Town 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. The Town 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 unforeseeable circumstances beyond its control and not due to a lack of good faith or diligence on its part. The Town shall demonstrate that such circumstances were beyond its control and not due to a lack of good faith or diligence on its part. The Town 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 parties intend 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 and any 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 the Town.
11. This Order shall continue in effect until:
 - a. The Director or his designee terminates the Order after the Town has completed all of the requirements of the Order;
 - b. The Town 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
 - c. the Director or Board terminates the Order in his or its sole discretion upon 30 days' written notice to the Town.

Termination of this Order, or any obligation imposed in this Order, shall not operate to relieve the Town 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 the Town 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 the Town 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 the Town to this document. Any documents to be submitted pursuant to this Order shall also be submitted by a responsible official of the Town.
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, the Town voluntarily agrees to the issuance of this Order.

And it is so ORDERED this 4th day of May, 2017.



Robert J. Weld, Regional Director
Department of Environmental Quality

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The Town of Clifton Forge voluntarily agrees to the issuance of this Order.

Date: 3-3-17 By: Darlene Burcham, Town Manager
(Person) (Title)
The Town of Clifton Forge

Commonwealth of Virginia
City/County of Alleghany

The foregoing document was signed and acknowledged before me this 3rd day of
MARCH, 2017, by Darlene L. Burcham who is
Town Manager of The Town of Clifton Forge, on behalf of the Town.

Delia Brackeneidge Jahn
Notary Public

272418
Registration No.

My commission expires: May 31, 2020

Notary seal:

APPENDIX A SCHEDULE OF COMPLIANCE

The Town shall:

1. Not later than March 31, 2018, complete rehabilitation of the manholes and sanitary sewer segments in the western interceptor located in the CSX rail yard, as specified in more detail in the Preliminary Engineering Report for Sanitary Sewer Improvements, WWA Project No. 215032.05B, prepared for the Town of Clifton Forge, dated February 21, 2017.
2. Not later than April 30, 2018, submit documentation of completion of the project specified in Paragraph 1 above.
3. When reporting sanitary sewer overflows to DEQ, specify whether the overflow occurred within the Jackson Street Pump Station sewershed. If the Town does not specify whether the overflow occurred within the Jackson Street Pump Station sewershed, DEQ will assume in processing the overflow report that the overflow did not occur within that sewershed.
4. Unless otherwise specified in this Order, submit all requirements of Appendix A of this Amendment to:

Robert Steele
Enforcement Specialist Sr.
VA DEQ –BRRO-R
3019 Peters Creek Road
Roanoke, VA 24019
(540) 562-6777 (phone)
(540) 562-6725 (fax)
Robert.Steele@deg.virginia.gov