



UNITED STATES ENVIRONMENTAL PROTECTION AGENCY
REGION III
1650 Arch Street
Philadelphia, Pennsylvania 19103-2029

JUL 20 2015

CERTIFIED MAIL
RETURN RECEIPT REQUESTED

The Honorable Garrett Daniel, Mayor
Village of Bethlehem
1 Community Park Road
Bethlehem, West Virginia 26003

Re: Docket No. CWA-03-2015-0159 DN
Administrative Order for Compliance

Dear Mayor Daniel:

The United States Environmental Protection Agency (EPA) has reviewed the 2012 and 2013 Annual Reports that you submitted to the West Virginia Department of Environmental Protection's (WVDEP) Division of Water and Waste Management (DWW) to assess compliance with WVDEP's Clean Water Act (CWA) General Permit for Discharges of Stormwater from Small Municipal Separate Storm Sewer Systems, WVR-03 (General Permit). Based on the information disclosed in the Annual Reports, EPA has determined that your municipality is not in compliance with the General Permit because it: a) failed to adequately implement the minimum control measures required by the General Permit; and/or b) failed to adequately document compliance in the Annual Reports as required by the terms of the General Permit.

Enclosed with this letter is a document entitled Findings of Violation and Administrative Order for Compliance (Findings and Order) issued pursuant to Section 309(a) of the CWA, 33 U.S.C. § 1319(a). This document contains findings that the Village of Bethlehem is not in compliance with Section 301 of the Act, 33 U.S.C. § 1311, and requires Respondent to provide additional evidence of compliance and to submit a work plan and schedule upon EPA's request. You should carefully read the contents of the enclosed Findings and Order, and communicate to each responsible official, agent or employee the actions which each such person must take to ensure compliance with its terms. Failure to comply with the terms of the Order and Request may result in further enforcement action being taken, including a civil suit for penalties and injunctive relief that may be required to comply with the permit.



If you require any information or assistance regarding this matter, please contact Mr. Peter Gold, NPDES Permits and Enforcement Branch, 215-814-5236.

Sincerely,

A handwritten signature in dark ink, appearing to read "Jon M. Capacasa", with a long horizontal flourish extending to the right.

Jon M. Capacasa, Director
Water Protection Division

Enclosure

cc: Joe Hickman, WVDEP
Connie Anderson, WVDEP



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UNITED STATES ENVIRONMENTAL PROTECTION AGENCY
REGION III
1650 Arch Street
Philadelphia, Pennsylvania 19103-2029

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REGIONAL HEARING CLERK
EPA REGION III, PHILA. PA

In the Matter of:

Village of Bethlehem
1 Community Park Road
Bethlehem, WV 26003

Respondent.

Proceeding Under Section 309(a) of the
Clean Water Act, 33 U.S.C. § 1319(a)

Docket No. CWA-03-2015-0159DN

FINDINGS OF VIOLATION
AND
ORDER FOR COMPLIANCE

I. STATUTORY AUTHORITY

The following Findings of Violation and Order for Compliance ("Order") are issued under the authority vested in the United States Environmental Protection Agency ("EPA") by Section 309(a) of the Clean Water Act, 33 U.S.C. § 1319(a) ("CWA" or "the Act"). The Administrator has delegated this authority to the Regional Administrator of EPA Region III who in turn has redelegated it to the Director of the Water Protection Division of EPA Region III.

II. FINDINGS OF FACT AND CONCLUSIONS OF LAW

1. Section 301(a) of the Act, 33 U.S.C. § 1311(a), prohibits the discharge of any pollutant (other than dredged or fill material) from a point source into waters of the United States except in compliance with a permit issued pursuant to the National Pollutant Discharge Elimination System (NPDES) program under Section 402 of the Act, 33 U.S.C. § 1342.
2. Section 402(a) of the Act, 33 U.S.C. § 1342(a), provides that the Administrator of EPA may issue permits under the NPDES program for the discharge of any pollutant from a point source to the waters of the United States. The discharges are subject to specific terms and conditions as prescribed in the permit.
3. "Discharge of a pollutant" includes "any addition of any pollutant or combination of pollutants to waters of the United States from any point source." 40 C.F.R. § 122.2.
4. "Storm water" is defined as "storm water runoff, snow melt runoff and surface runoff and drainage." *Id.* § 122.26(b)(13).

5. The term “municipal separate storm sewer system” or “MS4” includes, *inter alia*, “a conveyance or system of conveyances (including roads with drainage systems, municipal streets, catch basins, curbs, gutters, ditches, manmade channels, or storm drains): (i) owned or operated by a State, city, town, borough, county, parish, district, association, or other public body (created by or pursuant to State law) having jurisdiction over disposal of sewage, industrial wastes, storm water, or other wastes, including special districts under State law such as a sewer district, flood control district or drainage district, or similar entity, or an Indian tribe or an authorized Indian tribal organization, or a designated and approved management agency under section 208 of the CWA that discharges to waters of the United States.” 40 C.F.R. § 122.26(b)(8)(i).

6. The term “small municipal separate storm sewer systems” or “small MS4s” means “all separate storm sewers that are: (i) Owned or operated by the United States, a State, city, town, borough . . . or other public body (created by or pursuant to State law) having jurisdiction over disposal of . . . storm water. . . .; [and] (ii) Not defined as ‘large’ or ‘medium’ municipal separate storm sewer systems.” 40 C.F.R. § 122.26(b)(16).

7. Small MS4s are regulated pursuant to Section 402(p) of the Act, 33 U.S.C. § 1342(p) and the regulations promulgated thereunder. Pursuant to 40 C.F.R. § 122.26(a)(9)(i), small MS4s require an NPDES permit if they are required to be regulated pursuant to 40 C.F.R. § 122.32.

A. West Virginia’s Small MS4 Program

8. Pursuant to Section 402(b) of the Act, 33 U.S.C. § 1342(b), EPA authorized the State of West Virginia to issue NPDES individual and general permits on May 10, 1982.

9. On July 22, 2009, the West Virginia Department of Environmental Protection (WVDEP) issued a General NPDES Permit for Stormwater Discharges from Small Municipal Separate Storm Sewer Systems (MS4s) a/k/a Authorization to Discharge (“the 2009 MS4 General Permit”). The 2009 MS4 General Permit was scheduled to expire on July 22, 2014. On July 11, 2014, WVDEP issued a new MS4 General Permit which became effective August 11, 2014 with an expiration date of August 11, 2019.

B. Respondent

10. The Village of Bethlehem, West Virginia (“Respondent,” “Permittee,” or “Bethlehem”) is a “municipality” within the meaning of Section 502(4) of the Act, 33 U.S.C. § 1362(4).

11. Respondent is therefore a “person” within the meaning of Section 502(5) of the Act, 33 U.S.C. § 1362(5).

12. Pursuant to 40 C.F.R. § 122.32(a)(1), the West Virginia Department of Environmental Protection (“WVDEP” or “the Department”) has determined that Bethlehem is a small MS4 located in an urbanized area as determined by the latest Decennial Census by the Bureau of the Census, and accordingly requires an NPDES permit.

13. Therefore, the Bethlehem MS4 is a "small MS4" within the meaning of 40 C.F.R. § 122.26(b)(16), and has at all times relevant to this Order owned and/or operated a regulated small MS4, located in the Village of Barboursville, Ohio County, West Virginia (hereinafter, Barboursville MS4).

14. The Bethlehem MS4 discharges stormwater to Caldwell Run and Big Wheeling Creek and their associated tributaries.

15. Caldwell Run and Big Wheeling Creek and their associated tributaries, to which storm water flows and, at all times relevant to this Order, has flowed from the Bethlehem MS4, are each a "water of the United States" as that term is defined at 40 C.F.R. § 122.2.

16. On or about August 11, 2009, Respondent submitted a signed Notice of Intent ("NOI") to WVDEP for coverage under the 2014 MS4 General Permit.

17. On or about September 4, 2009, WVDEP notified Respondent that it was approved for coverage under the 2009 MS4 General Permit through Permit No. WVR030025.

18. The 2009 MS4 General Permit authorizes discharges of storm water from the Bethlehem MS4 to the Caldwell Run and Big Wheeling Creek and their tributaries, but only in accordance with the conditions of the Permit.

19. On March 4-7, 2013, duly-authorized EPA representatives conducted a review of the annual reports for Bethlehem MS4 program (hereinafter referred to as "the Review").

III. VIOLATIONS

Public Education and Outreach

1. The 2009 MS4 General Permit (Part C.b.1) required the Respondent to include in its Stormwater Management Plan (SWMP) an education program aimed at residents, businesses, industries, elected officials, policy makers, planning staff and other employees of the permittee. The goal of the education program is to reduce or eliminate behaviors and practices that cause or contribute to adverse stormwater impacts through, *inter alia*, the following minimum control measures:

- a. Each permittee shall measure the understanding and adoption of the targeted behaviors among the targeted audiences. The resulting measurements shall be used to direct education and outreach resources most effectively, as well as to evaluate changes in adoption of targeted behaviors.
- b. Each permittee shall track and maintain records of public education and outreach activities.

2. The Review revealed that Respondent had failed to comply or to document its compliance with the public education requirements of the 2009 MS4 General Permit by failing to include in its SWMP the following Minimum Control Measures:

- a. The permittee failed to measure the understanding and adoption of the targeted behaviors among the targeted audiences.

- b. The permittee failed to track and maintain records of public education and outreach activities.

3. Respondent's failure to comply or to document its compliance with the 2009 MS4 General Permit by failing to implement all of the required public education minimum control measures violates the Permit and Section 301 of the Act, 33 U.S.C. § 1311.

Public Involvement and Participation

4. The 2009 MS4 General Permit (Part C.b.2) required the Respondent to include in its SWMP a Public Involvement and Participation Program which shall include ongoing opportunities for public involvement through, *inter alia*, the following minimum control measures:

- a. a. No later than six months from the effective date of the permit, create opportunities for the public to participate in the decision making process involving the development, implementation and update of its SWMP. Each Permittee shall develop and implement a process for consideration of public comments on their SWMP.
- b. No later than six months from the effective date of the permit, establish a method of routine communication to groups such as watershed associations and environmental organizations that are located in the same watershed/s as the permittee, or organizations that conduct environmental stewardship projects located in the same watershed/s or in close proximity to the permittee.
- c. Each permittee shall make their SWMP and their annual report required under this permit available to the public when requested. The current SWMP and the latest annual report shall be posted on the permittee's website.

5. The Review revealed that Respondent had failed to comply or to document its compliance with the 2009 MS4 General Permit by not including in its SWMP an ongoing program for Public Involvement and Participation through, *inter alia*, the following measures:

- a. The Permittee failed to create opportunities for the public to participate in the decision making process involving the development, implementation and update of its SWMP. The permittee also failed to develop and implement a process for consideration of public comments on its SWMP.
- b. The Permittee failed to establish a method of routine communication to groups such as watershed associations and environmental organizations that are located in the same watershed/s as the permittee, or organizations that conduct environmental stewardship projects located in the same watershed/s or in close proximity to its MS4.
- c. The Permittee failed to make its SWMP and annual report available to the public when requested. The Permittee also failed to post its current SWMP and the latest annual report on its website.

6. Respondent's failure to comply or to document its compliance with the 2009 MS4 General Permit, by failing to implement all required public involvement and participation minimum control measures violates the Permit and Section 301 of the Act, 33 U.S.C. § 1311.

Illicit Discharge Detection and Elimination

7. The 2009 MS4 General Permit (Part C.b.3) required the Respondent to include in its Stormwater Management Plan (SWMP) an ongoing program to detect and remove illicit connections, dischargers and improper disposal into the municipal separate storm sewers owned and operated by the Permittee, through, *inter alia*, the following control measures:

- a. Update on an annual basis its existing municipal storm sewer system map/s that were created during the first permit cycle;
- b. Implement a program or system to review and update its Illicit Discharge Detection and Elimination (IDDE) Ordinance or other regulatory mechanism to effectively prohibit and eliminate non-stormwater, illegal discharges, and/or dumping into the MS4;
- c. Assess, update and implement procedures for locating priority areas likely to have illicit discharges, including at a minimum, evaluating land uses associated with business/ industrial activities present; areas where complaints have been registered in the past; and areas with storage of large quantities of materials that could result in spills;
- d. Assess, update and implement procedures for characterizing the nature of, and potential public or environmental threat posed by, any illicit discharges found by or reported to the Permittee;
- e. Assess, update and implement procedures for tracing the source of any illicit discharge; including visual inspections, and when necessary, opening manholes, using mobile cameras, collecting and analyzing water samples, and/or other detailed inspection procedures;
- f. Adopt and implement procedures for program evaluation and assessment, including tracking the number and type of spills or illicit discharges identified, inspections made; and any feedback received from public education efforts; and
- g. Provide appropriate training for municipal staff on the identification and reporting of illicit discharges into MS4s.

8. The Review revealed that Respondent had failed to comply or to document its compliance with the 2009 MS4 General Permit by failing to include in its SWMP the following minimum control measures:

- a. The Permittee failed to update on an annual basis its existing municipal storm sewer system map/s that were created during the first permit cycle.
- b. The Permittee failed to implement a program or system to review and update its Illicit Discharge Detection and Elimination (IDDE) Ordinance or other regulatory mechanism to effectively prohibit and eliminate non-stormwater, illegal discharges, and/or dumping into the MS4.
- c. The Permittee failed to assess, update and implement procedures for locating priority areas likely to have illicit discharges, including at a minimum, evaluating land uses associated with business/ industrial activities present; areas where complaints have been registered in the past; and areas with storage of large quantities of materials that could result in spills.

- d. The Permittee failed to assess, update and implement procedures for characterizing the nature of, and potential public or environmental threat posed by, any illicit discharges found by or reported to the Permittee.
- e. The Permittee failed to assess, update and implement procedures for tracing the source of any illicit discharge; including visual inspections, and when necessary, opening manholes, using mobile cameras, collecting and analyzing water samples, and/or other detailed inspection procedures,.
- f. The Permittee failed to adopt and implement procedures for program evaluation and assessment, including tracking the number and type of spills or illicit discharges identified, inspections made; and any feedback received from public education efforts.
- g. The Permittee failed to provide appropriate training for municipal staff on the identification and reporting of illicit discharges into MS4s.

9. Respondent's failure to comply or to document its compliance with the 2009 MS4 General Permit by failing to implement all required IDDE minimum control measures violates the Permit and Section 301 of the Act, 33 U.S.C. § 1311.

Controlling Runoff from New Development and Redevelopment

10. The 2009 MS4 General Permit (Section II.C.b.5) required the Respondent to include in its SWMP an ongoing program to develop, assess, implement and enforce a program to reduce pollutants in stormwater runoff to its MS4 from new development and redevelopment activities.

11. The Review revealed that Respondent had failed to implement any post-construction controls "as yet."

12. Respondent's failure to comply or to document its compliance with the 2009 MS4 General Permit by failing to implement and enforce all of the minimum control measures to control runoff from new development and redevelopment to the MS4 violates the Permit and Section 301 of the Act, 33 U.S.C. § 1311.

Pollution Prevention/Good Housekeeping For Municipal Operations

13. The 2009 MS4 General Permit (Section II.C.b.6) required each permittee to implement their operations and maintenance (O&M) program to include a training component and has the ultimate goal of preventing or reducing polluted runoff from municipal operations through, *inter alia*, the following activities:

- a. Develop and implement an operation and maintenance program that incorporates good housekeeping components at all municipal facilities, including but not limited to; municipal waste water treatment facility, potable drinking water facility, municipal fleet operations, maintenance garages, parks and recreation, street and infrastructure maintenance, and grounds maintenance operations;.

- b. Establish and implement policies and procedures to reduce the discharge of pollutants in stormwater runoff from all lands owned or maintained by permittee and subject to this permit, including but not limited to: parks open space, road right-of-way, maintenance yards, water/sewer infrastructure and stormwater treatment and flow practices;
- c. Using training materials that are available from WVDEP, USEPA or other organizations, develop and implement an on-going training program for employees of the permittee whose construction, operations or maintenance job functions may impact stormwater quality.

14. The Review revealed that Respondent had failed to comply or to document its compliance with the 2009 MS4 General Permit by failing to include in its SWMP the following minimum control measures:

- a. The Permittee failed to develop and implement an operation and maintenance program that incorporates good housekeeping components at all municipal facilities;
- b. The Permittee failed to establish and implement policies and procedures to reduce the discharge of pollutants in stormwater runoff from all lands owned and maintained by the permittee and subject to this permit, including but not limited to; parks open space, road right-of-way, maintenance yards, water/sewer infrastructure and stormwater treatment and flow practices; and
- c. The Permittee failed to develop and implement, or failed to document, an on-going training program for employees of the permittee whose construction, operation or maintenance job functions may impact stormwater quality.

15. Respondent's failure to comply or to document its compliance with the 2009 MS4 General Permit by failing to implement an operation and maintenance program that includes a training component and has the ultimate goal of preventing or reducing pollutant runoff from municipal operations violates the Permit and Section 301 of the Act, 33 U.S.C. § 1311.

IV. ORDER FOR COMPLIANCE

1. Section 309(a) of the Act, 33 U.S.C. § 1319(a), provides, *inter alia*, that whenever on the basis of any information available to him the Administrator finds that any person is in violation of any condition or limitation which implements. . . section 1342 . . . he shall issue an order requiring such person to comply with such condition or limitation.

2. Therefore, this 21st day of July 2015, Respondent is hereby ORDERED, pursuant to Section 309(a) of the Clean Water Act, 33 U.S.C. § 1319(a), to conduct the following activities:

3. Within thirty (30) days of receipt of this Order, Respondent shall:

- a. Provide Annual Reports for Calendar Years 2013 and 2014; and/or

- b. Submit a work plan and schedule for annual report development and to achieve compliance with the permit.
- c. Respondent shall submit all information required her in to the following address:

Peter Gold
NPDES Enforcement Branch (3WP42)
Water Protection Division
U.S. Environmental Protection Agency
1650 Arch St, Philadelphia, PA 19103

V. GENERAL PROVISIONS

1. Issuance of this Order shall not be deemed an election by EPA to forego any administrative, civil, or criminal action to seek penalties, fines, or any other appropriate relief under the Act for the violations cited herein. EPA reserves the right to seek any remedy available under the law that it deems appropriate for the violations alleged herein.

2. Respondent's compliance with the terms of this Order shall not constitute compliance with the Clean Water Act or any other Federal, State or local law, regulation ordinance or permit, nor does this Order constitute a waiver or modification of the terms or conditions of any issued permit.

3. Violation of the terms and conditions of this Order constitutes an additional violation of the Act, and may result in a civil action for injunctive relief and/or a penalty not to exceed \$37,500 per day of such violation, pursuant to Sections 309(b) and (d) of the Act, 33 U.S.C. § 1319 (b) and (d). In addition, Section 309(c) provides criminal sanctions for knowing or negligent violations of the Act including imprisonment and fines of up to \$50,000 per day of violation.

VI. JUDICIAL REVIEW

Respondent may seek federal judicial review of this Order pursuant to Chapter 7 of the Administrative Procedure Act, 5 U.S.C. §§ 701-706. Respondent is free to seek counsel from an attorney regarding its response.


VII. OPPORTUNITY TO CONFER

Respondent is invited to confer with the Agency about the findings and conclusions reflected in this Order and Request and the terms and conditions contained herein. Any such conference can be in person or by electronic means. Respondent may also submit any written material it believes to be relevant to the Agency's determinations. If such a conference is desired, Respondent should contact Peter Gold at (215) 814-5236.

VIII. EFFECTIVE DATE

The effective date of this Order shall be the date on which it is received by the Respondent.

Date: JUL 21 2015


Jon M. Capacasa, Director
Water Protection Division
U.S. Environmental Protection
Agency, Region III

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