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UNITED STATES ENVIRONMENTAL PROTECTION AGENCY

REGION 9

75 Hawthorne Street
San Francisco, California 94105

2009 SEP 29 AM 10:36

U.S. EPA REGION IX
REGIONAL HEARING CLERK

In re the Matter of:

Marine Technical Services

211 N. Marine Avenue
Wilmington, California, 90733

Respondent.

) Docket No.: CWA-09-2009-0005

)
)
) **COMPLAINT, NOTICE OF PROPOSED
PENALTY, AND NOTICE OF
OPPORTUNITY FOR HEARING**

)
)
) Proceedings Under Section 309(g)(2)(B) of the
) Clean Water Act, as amended, 33 U.S.C. §
) 1319(g)(2)(B)

COMPLAINT

Statutory Authority

1. The United States Environmental Protection Agency (“EPA”) issues this Complaint, Notice of Proposed Penalty, and Notice of Opportunity for Hearing (“Complaint”) pursuant to Section 309(g) of the Clean Water Act (“CWA” or “the Act”), 33 U.S.C. § 1319(g). The authority to take action under Section 309(g) of the Act, 33 U.S.C. § 1319(g), is vested in the Administrator of the EPA. The Administrator has delegated this authority to the Regional Administrator, EPA Region 9, who in turn has delegated it to the Director of the Water Division of EPA, Region 9, who hereby issues this Complaint.

Statutory and Regulatory Framework

2. Section 301(a) of the Act, 33 U.S.C. § 1311(a), prohibits the discharge of any pollutant from a point source by any person into a water of the United States unless it complies with the Act, including Section 402, 33 U.S.C. § 1342.

1 3. Section 402 of the Act, 33 U.S.C. § 1342, establishes the National Pollutant Discharge
2 Elimination System (“NPDES”) program. Under Section 402 of the Act, 33 U.S.C. § 1342, EPA
3 and states with EPA-approved NPDES programs are authorized to issue permits governing the
4 discharge of pollutants from regulated sources.

5 4. Section 402(p) of the Act, 33 U.S.C. § 1342(p), and EPA’s implementing regulations at
6 40 C.F.R. § 122.26, require NPDES permit authorization for discharges of storm water
7 associated with industrial activity. Facilities engaged in industrial activity, as defined by 40
8 C.F.R. § 122.26(b)(14), must obtain NPDES permit authorization if they discharge or propose to
9 discharge storm water into waters of the United States.

10 5. Machine Shop/Maintenance of Stevedoring Equipment falls under Standard Industrial
11 Classification (SIC) Code 3599 and, pursuant to 40 C.F.R. § 122.26(b)(14)(viii), is an industrial
12 activity subject to the discharge and permitting requirements under Section 402(p) of the Act, 33
13 U.S.C. § 1342(p).

14 6. Section 308(a) of the Act, 33 U.S.C. § 1318(a), and its implementing regulations,
15 authorize EPA to, *inter alia*, require the owner or operator of any point source to establish
16 records, make reports, or submit other reasonably required information, including individual and
17 general NPDES permit applications.

18 7. Pursuant to Section 308(a) of the Act, 33 U.S.C. § 1318(a), and 40 C.F.R. § 122.21, any
19 person who discharges or proposes to discharge storm water associated with industrial activity
20 must submit an application for an NPDES permit 180 days prior to commencing industrial
21 activities which may result in the discharge of storm water from the industrial activity.

22 8. The State of California has an EPA-approved NPDES program, and issues permits,
23 including storm water permits, through its State Water Resources Control Board (“State Board”)
24 and nine Regional Water Quality Control Boards (“Regional Boards”). On April 17, 1997, the
25 State Board adopted General Permit No. CAS000001/Water Quality Order No. 97-03-DWQ

1 (“General Permit”), the current statewide NPDES permit for storm water discharges associated
2 with industrial activity.

3 9. All facility operators seeking coverage under the General Permit must submit a *Notice*
4 *of Intent to Comply with the Terms of the General Permit for Storm Water Discharges*
5 *Associated with Industrial Activity* (“NOI”) to the State Board fourteen (14) days prior to
6 commencing industrial operations. A facility operator that does not submit an NOI must submit
7 an application for an individual NPDES permit. (General Permit, Order Provision E(1), pg. 6
8 and Attachment 3 to the General Permit.)

9 10. The General Permit requires facility operators to develop and implement a storm water
10 pollution prevention plan (“SWPPP”) prior to discharging storm water from its industrial
11 operations. (General Permit, Order Section A(1)(a), p. 11.) The SWPPP includes obligations to
12 identify sources of industrial storm water pollution and to identify site-specific best management
13 practices (“BMPs”). The SWPPP must include, *inter alia*, a narrative description of the storm
14 water BMPs to be implemented at the facility for each potential pollutant and its source.
15 (General Permit, Order Section A(8), pg. 17.)

16 11. The General Permit requires facility operators to reduce or prevent pollutants associated
17 with industrial activity in their storm water discharges and authorized non-storm water
18 discharges by implementing best available technology economically achievable (“BAT”) for
19 toxic and non-conventional pollutants and best conventional pollutant control technology
20 (“BCT”) for conventional pollutants. Development and implementation of a SWPPP that
21 complies with the General Permit and that includes BMPs that achieve BAT/BCT constitute
22 compliance with this requirement. (General Permit, Order Provision B.3, pg. 4.)

23 12. The General Permit requires facility operators to include a clear and understandable site
24 map in the SWPPP that includes, *inter alia*, an identification of the location of municipal storm
25 drain inlets, direction of storm water flow, and areas of industrial activity, including the location

1 of fueling areas, material handling and processing areas, waste treatment and disposal areas, and
2 other areas of industrial activity which are potential pollutant sources. (General Permit, Order
3 Section A(4), pp. 12-14.)

4 13. The General Permit requires facility operators to include a narrative description of the
5 storm water BMPs to be implemented at the facility for each potential pollutant and its source.
6 (General Permit, Order Section A(8), pp. 17-21.)

7 14. The General Permit requires facility operators, that began operations after October 1,
8 1992, to develop and implement a monitoring program, by the time the industrial activities
9 begin. (General Permit, Order Section B(1)(a), pp. 24-25.)

10 15. The General Permit requires all facility operators to monitor for total suspended solids,
11 specific conductivity, Ph, and total organic carbon (TOC) (oil and grease may be substituted for
12 TOC). (General Permit, Order Section (B(5)(c)(i), pg. 27.)

13 **Factual Background**

14 16. Marine Technical Services (hereinafter "Respondent") is a corporation licensed to do
15 business in California, and is thus a "person" under Section 502(5) of the Act, 33 U.S.C. §
16 1362(5).

17 17. Respondent operates a facility within the Port of Los Angeles located at 211 N. Marine
18 Avenue, Wilmington, CA ("Facility"). Respondent has operated this facility since 1991. The
19 Facility is primarily engaged in structural repairs, machined parts fabrication and general
20 engineering and electrical work, which are activities categorized under SIC 3599.

21 18. Data from the Torrance Airport Weather Monitoring Station, located approximately six
22 miles northeast of the Facility, indicate there were at least 57 days with more than 0.1 inches of
23 rainfall at the Facility from October 1, 2004 through December 5, 2007.

24 19. Storm water runoff flows across the site in several locations, including driveways and
25 drainage holes in the fence. Storm water runoff at the Facility discharges to the Los Angeles

1 Harbor (Harbor) through the City of Los Angeles' municipal separate storm sewer system
2 (MS4). The Facility's storm drains and the City of Los Angeles' MS4 are "point sources" as
3 defined by Section 502(14) of the Act, 33 U.S.C. § 1362(14).

4 20. The Los Angeles Inner Harbor has been listed as impaired for copper, zinc, PCBs, DDT,
5 and sediment toxicity in the State's 2006 list required by Clean Water Act §303(d).

6 21. The Los Angeles Harbor (including the Inner Harbor) is considered Essential Fish
7 Habitat for two Fishery Management Plans developed by the National Marine Fisheries Service
8 ("NMFS") pursuant to the federal Magnuson-Stevens Fishery Conservation and Management
9 Act, Public Law 94-265 (as amended October 11, 1996): the Coastal Pelagic Species Fishery
10 Management Plan ("FMP"), 64 Fed. Reg. 69888 (Dec. 15, 1999) and the Pacific Coast
11 Groundfish FMP, 71 Fed. Reg. 27408 (May 11, 2006).

12 22. The "Summary of Sediment Quality Conditions in the Port of Los Angeles," dated May
13 2009, pg. 36 prepared by Weston Solutions for the Port of Los Angeles Environmental
14 Management, found "Sediment toxicity has been observed in...Los Angeles/Long Beach Inner
15 and Outer Harbors..."¹

16 23. On May 17, 2007, EPA Region 9 representatives inspected the Facility to evaluate
17 Respondent's compliance with the General Permit and found Respondent had not submitted an
18 NOI to the State Board or otherwise sought or received NPDES permit coverage for discharges
19 from the Facility. The inspectors also observed sources of pollutants (machine and obsolete
20 parts stored outdoors with no cover or containment, dirty pans used during oil changes left
21 outdoors) exposed to storm water, poor housekeeping (litter and debris) and large and frequent
22 staining, indicating prior spills that were not properly addressed.

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¹ <http://www.portoflosangeles.org/DOC/WRAP Appendix B1.pdf>

1 24. On November 9, 2007, EPA issued Respondent a Findings of Violation and Order for
2 Compliance, EPA Docket No. CWA 309(a)-08-011 (the "2007 Order"), which required
3 Respondent to obtain General Permit coverage and bring the Facility into compliance with the
4 General Permit by, *inter alia*, implementing BMPs and developing a SWPPP.

5 25. Respondent submitted an NOI to the State Board seeking coverage under the General
6 Permit for the Facility on November 28, 2007. The State Board granted Respondent coverage
7 under the General Permit and assigned Waste Discharge Identification ("WDID") Number
8 4191021327 for the Facility on December 5, 2007.

9 26. On December 5, 2007 Respondent obtained General Permit coverage. Respondent
10 provided EPA with a copy of the Facility's SWPPP in response to the 2007 Order on January 18,
11 2008.

12 27. On January 18, 2008, Respondent provided EPA with a Storm Water Monitoring Plan as
13 part of its SWPPP.

14
15 **Findings of Violation**

16 Count 1

17 Discharges Without an NPDES Permit

18 28. The facts stated in paragraphs 1 through 27 are re-alleged and incorporated herein.

19 29. Section 301(a) of the Act, 33 U.S.C. § 1311(a), prohibits the discharge of any pollutant
20 from a point source by any person into a water of the United States unless it complies with the
21 Act, including Section 402, 33 U.S.C. § 1342.

22 30. Respondent submitted an NOI to the State Board seeking coverage under the General
23 Permit for the Facility on November 28, 2007. The State Board granted Respondent coverage
24 under the General Permit and assigned Waste Discharge Identification ("WDID") Number
25 4191021327 for the Facility on December 5, 2007. Prior to December 5, 2007 discharges from

1 Respondent's industrial activities at the Facility were not authorized by the General Permit or an
2 individual NPDES permit.

3 31. Respondent is a "person" under Section 502(5) of the Act, 33 U.S.C. § 1362(5).

4 32. Storm water runoff from the Facility contains "pollutants," including industrial waste, as
5 defined by Section 502(6) of the Act, 33 U.S.C. § 1362(6).

6 33. The storm drains at the Facility that discharge to the Los Angeles Inner Harbor, Los
7 Angeles Outer Harbor and the Pacific Ocean, are "point sources" as defined by Section 502(14)
8 of the Act, 33 U.S.C. § 1362(14).

9 34. Storm water runoff from the Facility that discharges to the Los Angeles Inner
10 Harbor, Los Angeles Outer Harbor and the Pacific Ocean, is a "storm water discharge associated
11 with industrial activity" as defined by 40 C.F.R. § 122.26(b)(14).

12 35. The Los Angeles Inner Harbor, Los Angeles Outer Harbor and the Pacific Ocean are
13 "waters of the United States" as that term is defined in Section 502(7) of the Act, 33 U.S.C. §
14 1362(7), and EPA's implementing regulations at 40 C.F.R. § 122.2.

15 36. Data from the Torrance Airport Weather Monitoring Station, approximately six miles
16 from the Facility, indicate there were at least 57 days with more than 0.1 inches of rainfall at the
17 Facility from October 1, 2004 through December 5, 2007. Upon information and belief, each of
18 the 57 rainfall events generated storm water associated with industrial activity at the Facility that
19 discharged into and added pollutants to the Los Angeles Inner Harbor, Los Angeles Outer
20 Harbor and the Pacific Ocean.

21 37. Each storm water discharge from the Facility between October 1, 2004 and December 5,
22 2007, was an unauthorized discharge to waters of the United States and, together, the discharges
23 constitute no fewer than 57 days of violation of Section 301(a) of the Act, 33 U.S.C. § 1311(a).
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25

1 Count 2

2 Failure to Submit an NOI for General Permit Coverage

3 38. The facts stated in paragraphs 1 through 37 are re-alleged and incorporated herein.

4 39. Section 308(a) of the Act, 33 U.S.C. § 1318(a), and 40 C.F.R. § 122.21, require
5 dischargers of storm water associated with industrial activity to submit information in an
6 application for an NPDES permit prior to commencing industrial activity.

7 40. Respondent's failure to submit an NOI for coverage under the General Permit or an
8 individual NPDES permit, before commencing industrial activities at the Facility constitutes a
9 violation of Section 308(a) of the Act, 33 U.S.C. § 1318(a), and 40 C.F.R. § 122.21.

10
11 Count 3

12 Failure to Comply with General Permit Requirements To Develop an Adequate SWPPP and

13 Monitoring Program

14 41. The facts stated in Paragraphs 1 through 40 are re-alleged and incorporated herein.

15 42. The General Permit (General Permit, Order Section A, pp. 11-23) requires Respondent to
16 develop and implement an adequate SWPPP prior to commencing industrial operations.

17 43. On December 5, 2007 Respondent obtained General Permit coverage. Respondent
18 provided EPA with a copy of the Facility's SWPPP in response to the 2007 Order on January 18,
19 2008.

20 44. Upon information and belief, EPA alleges that Respondent's failure to develop and
21 implement an adequate SWPPP for operations at the Facility between December 5, 2007 and
22 January 18, 2008, constitutes no fewer than 44 days of violation of the General Permit (General
23 Permit Order Sections A(4), pp. 12-14, and A(8), pp. 17-21), which was issued pursuant to
24 Section 402 of the Act, 33 U.S.C. § 1342. Each violation of the General Permit is a violation of
25 Section 301(a) of the Act, 33 U.S.C. § 1311(a).

1 45. The General Permit (General Permit, Order Section B(1)(a), pp. 24-25) requires facility
2 operators to develop a site-specific written monitoring program prior to commencing industrial
3 operations and to have the written monitoring program readily available for review by inspectors
4 and employees.

5 46. On January 18, 2008, Respondent provided EPA with a Storm Water Monitoring Plan as
6 part of its SWPPP.

7 47. Respondent's failure to develop an adequate written monitoring program between
8 December 5, 2007 and January 18, 2008 constitutes no fewer than 44 days of violation of the
9 General Permit (General Permit, Order Section B(1)(a), pp. 24-25), which was issued pursuant to
10 Section 402 of the Act, 33 U.S.C. § 1342. Each violation of the General Permit is a violation of
11 Section 301(a) of the Act, 33 U.S.C. § 1311(a).

12 **NOTICE OF PROPOSED ORDER ASSESSING PENALTIES**

13 48. Section 309(g)(2)(B) of the Act, 33 U.S.C. § 1319(g)(2)(B), authorizes the
14 administrative assessment of civil penalties in an amount not to exceed \$10,000 per day for each
15 day during which the violation continues, up to a maximum penalty of \$125,000. Pursuant to the
16 Debt Collection Improvement Act of 1996, 31 U.S.C. § 3701, and 40 C.F.R. Part 19, the
17 administrative assessment of civil penalties may not exceed \$16,000 per day for each day during
18 which the violation continues, up to a maximum penalty of \$177,500. *See also* 73 Fed. Reg.
19 75340 (December 11, 2008) (2008 Penalty Inflation Rule).

20 49. The proposed penalty is based upon the facts stated in this Complaint, the nature,
21 circumstances, extent, and gravity of the violation, and with respect to the violator, ability to pay,
22 any prior history of such violation, the degree of culpability, economic benefit or savings
23 resulting from the violation, and such other matters as justice may require.

24 50. The nature, circumstances, extent, and gravity of the violations described above are
25 significant. Respondent operated the Facility without General Permit coverage since it began

1 industrial activity at the Facility in 1991, until December 5, 2007, and for at least the five years
2 prior to the filing of this Complaint, has not maintained adequate storm water controls at the
3 Facility. The absence of adequate storm water controls resulted in the discharge of storm water
4 to waters of the United States. During the Inspections, EPA observed materials and storm water
5 pollutant sources at the Facility (machine and obsolete parts stored outdoors with no cover or
6 containment, dirty pans used during oil changes left outdoors and exposed to storm water, poor
7 housekeeping and large and frequent staining). Given the condition of the facility, EPA believes
8 it is likely that storm water discharges from this facility contained oil and metals. The presence
9 metals in storm water results in sediment toxicity which is harmful to aquatic species and other
10 wildlife. As previously stated, the Los Angeles Inner Harbor has been listed as impaired for
11 copper, zinc, PCBs, DDT, and sediment toxicity in the State's 2006 list required by Clean Water
12 Act §303(d).

13 51. By avoiding or delaying the costs necessary to comply with the Act, Respondent has
14 realized economic benefit as a result of the violations alleged above.

15 52. Based on the foregoing Findings of Violations, and pursuant to Section 309(g) of the
16 Act, 33 U.S.C. § 1319(g), EPA Region 9 hereby proposes to issue a Final Order assessing a civil
17 administrative penalty against Respondent in an amount not to exceed \$177,500, the statutory
18 maximum penalty allowed under 33 U.S.C. § 1319(g)(2)(B), as amended by the Civil Monetary
19 Penalty Inflation Act, and as reflected in 40 C.F.R. § 19.4.

20 53. EPA has consulted with the State of California regarding this Complaint and its
21 intention to seek civil administrative penalties against Respondent.

22 54. Neither assessment nor payment of a civil administrative penalty pursuant to Section
23 309(g) of the Act, 33 U.S.C. § 1319(g), shall affect Respondent's continuing obligation to
24 comply with the CWA, and with any separate compliance order issued under Section 309(a) of
25 the Act, 33 U.S.C. § 1319(a), for the violations alleged herein.

1 **ANSWER AND NOTICE OF OPPORTUNITY TO REQUEST A HEARING**

2 55. To avoid being found in default, which constitutes an admission of all facts alleged in
3 the Complaint and a waiver of the right to hearing, Respondent must file a written answer and
4 request for hearing within thirty (30) days of service of this Complaint. The answer shall clearly
5 and directly admit, deny, or explain each of the factual allegations contained in this Complaint
6 with respect to which Respondent has any knowledge, or shall clearly state that Respondent has
7 no knowledge as to particular factual allegations in this Complaint. The answer shall also state
8 (a) the circumstances or arguments which are alleged to constitute the grounds of defense; (b) the
9 facts that Respondent disputes; (c) the basis for opposing any proposed relief; and (d) whether a
10 hearing is requested. The answer shall be filed in accordance with 40 C.F.R. §§22.5(b)(2) and
11 22.15 with the Regional Hearing Clerk at the address below:

12 Regional Hearing Clerk
13 U.S. EPA Region 9 (ORC-1)
14 75 Hawthorne Street
 San Francisco, California 94105

15 56. In accordance with Section 309(g)(2) of the CWA, 33 U.S.C. § 1319(g)(2), Respondent
16 may request, within thirty (30) days of receipt of this Complaint, a hearing to contest any
17 material fact contained in the Complaint or to contest the appropriateness of the proposed penalty
18 set forth therein. Such a hearing will be held and conducted in accordance with the *Consolidated*
19 *Rules of Practice Governing the Administrative Assessment of Civil Penalties and the*
20 *Revocation/Termination or Suspension of Permits*, 40 C.F.R. Part 22, a copy of which is
21 enclosed herein.

22 57. If Respondent requests a hearing, members of the public, to whom EPA is obligated to
23 give notice of this proposed action, will have a right under Section 309(g)(4)(B) of the CWA, 33
24 U.S.C. § 1319(g)(4)(B), and 40 C.F.R. § 22.45 to be heard and to present evidence on the
25 appropriateness of the penalty assessment.

 58. A copy of the Answer and request for hearing and copies of all other documents relating

1 to these proceedings filed with the Regional Hearing Clerk should also be sent to:

2 Julia Jackson
3 Assistant Regional Counsel
4 U.S. EPA Region 9 (ORC-2)
5 75 Hawthorne Street
6 San Francisco, California 94105

7 **OPPORTUNITY FOR INFORMAL SETTLEMENT**

8 59. Whether or not Respondent requests a hearing, Respondent may confer informally with
9 EPA to discuss the alleged facts, violations, and amount of the penalty. An informal conference
10 does not, however, affect Respondent's obligation to file a written Answer within thirty (30)
11 days of the Effective Date of the Complaint. The informal conference procedure may be pursued
12 simultaneously with the adjudicatory hearing procedure.

13 60. Any settlement reached as a result of an informal conference will be embodied in a
14 written Consent Agreement and Final Order. The issuance of the Consent Agreement and
15 Final Order will constitute waiver of Respondent's right to a hearing on any matter to which
16 Respondent stipulated.

17 61. If a settlement cannot be reached through an informal conference, the filing of a written
18 Answer within thirty (30) days of the Effective Date of this Complaint will preserve
19 Respondent's right to a hearing.

20 62. EPA encourages all parties against whom a penalty is proposed to explore the
21 possibility of settlement. To request an informal conference, Respondent should contact Julia
22 Jackson, Assistant Regional Counsel, at (415) 972-3948 or at the following address:

23 Julia Jackson
24 Office of Regional Counsel
25 U.S. EPA Region 9 (ORC-2)
75 Hawthorne Street
San Francisco, California 94105


PUBLIC NOTICE

63. Section 309(g)(4) of the Act, 33 U.S.C. §1319(g)(4), and 40 C.F.R. § 22.45(b), require

1 EPA to provide public notice of and a reasonable opportunity for comment before finalizing an
2 administrative civil penalty action.

3
4 **EFFECTIVE DATE**

5 64. This proceeding is initiated by the filing of this Complaint with the Regional Hearing
6 Clerk. For calculation of time frames provided herein, the "Effective Date" of this Complaint is
7 the date of service. Service is complete when the return mail receipt is signed by the Respondent
8 or a duly authorized representative of the Respondent, in accordance with the provisions of 40
9 C.F.R. §§ 22.5(b) and 22.7(c).

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12 Alexis Strauss, Director
13 Water Division

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25 September 2009
Date

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CERTIFICATE OF SERVICE

In the Matter of Marine Technical Services,
EPA Docket No. CWA-09-2009-00005

I hereby certify that the original of the foregoing Complaint, Notice of Proposed Penalty, and Notice of Opportunity for Hearing, was filed with the Regional Hearing Clerk, Region 9, and that a copy was sent, along with a copy of the 40 CFR Part 22 *Consolidated Rules of Practice Governing the Administrative Assessment of Civil Penalties and the Revocation/Termination or Suspension of Permit*, certified mail, return receipt requested, to:

Diane Hawke
President
Marine Technical Services
211 N. Marine Avenue
Wilmington, CA 90733

9/29/09
Date


Name


Position