STATE OF RHODE ISLAND DEPARTMENT OF ENVIRONMENTAL MANAGEMENT

OFFICE OF COMPLIANCE & INSPECTION

IN RE: S&S, LLC FILE Nos.: OCI-WP-19-47, RIR101691 and STW18-004

NOTICE OF VIOLATION

A. <u>Introduction</u>

Pursuant to Sections 42-17.1-2(21) and 42-17.6-3 of the Rhode Island General Laws, as amended, ("R.I. Gen. Laws") you are hereby notified that the Director of the Department of Environmental Management (the "Director" of "DEM") has reasonable grounds to believe that the above-named party ("Respondent") has violated certain statutes and/or administrative regulations under DEM's jurisdiction.

B. Administrative History

DEM issued a stormwater discharge permit to Respondent for construction of a residential subdivision and associated infrastructure at the property that is the subject of this Notice of Violation ("NOV"). On 22 April 2019, DEM issued an *Expedited Citation Notice* ("ECN") to Respondent for some of the violations that are the subject of the NOV. On 17 June 2019, in response to the ECN, Respondent's attorney submitted a letter to DEM stating that all the violations were corrected. Respondent did not pay the penalty assessed in the ECN. On 18 September 2019, DEM inspected the property and documented some of the same violations that led to the issuance of the ECN.

C. Facts

- (1) The subject property is located at 245 Read School House Road, Assessor's Plat 74, Lot 3 in the Town of Coventry, Rhode Island (the "Property").
- (2) On or about 8 January 2018, Respondent, a limited liability company organized pursuant to the laws of the State of Rhode Island, applied to DEM for a general permit to construct a residential subdivision and associated roadway and stormwater treatment structures at the Property.
- (3) On 8 March 2018, DEM issued a *General Permit for Stormwater Discharge Associated with Construction Activity*, No. RIR101691 to Respondent for construction of a residential subdivision and associated roadway and stormwater treatment structures at the Property (the "Permit").

- (4) The Permit requires Respondent to:
 - (a) notify DEM of the anticipated date that construction at the Property is to begin and prior to any site disturbance;
 - (b) install soil erosion and sedimentation controls ("SESCs") in accordance with the Permit and plans approved with the Permit (the "Approved Plans");
 - (c) regularly conduct inspections, maintain and repair all SESCs as necessary to minimize soil erosion and sedimentation; and
 - (d) keep all records of SESC inspections, maintenance and repair on site during the extent of coverage of the Permit.
- (5) On 2 January 2019, DEM inspected the Property. The inspection revealed that Respondent failed to:
 - (a) notify DEM of the date construction began in accordance with the Permit;
 - (b) install SESCs in accordance with the Permit and the Approved Plans prior to any site disturbance. The inspection revealed no SESCs installed on the Property and a portion of the Property with site disturbance and unstable soils; and
 - (c) keep all records of SESC inspections, maintenance and repair on site.

At the time of the inspection, DEM's inspector spoke with Michael Saccoccia, who identified himself as the owner and site contractor. Mr. Saccoccia stated that SESC inspections were being done but due to the amount of paperwork the reports were kept in his office located a few miles away. Mr. Saccoccia stated that he would send the SESC inspection records to DEM by electronic mail.

- (6) On 18 September 2019, DEM inspected the Property. The inspection revealed that Respondent failed to:
 - (a) fully install SESCs on lots 7, 8 and 9 in accordance with the Permit and Approved Plans as evidenced by observation and photographs; and
 - (b) maintain and repair the existing SESCs as evidenced by observation and photographs showing failed SESCs located in the area of lot 9 in the area of the site marked on the Approved Plans as "Temporary Sediment Trap no. 2 (Phase 1)" along the limits of disturbance.
- (7) As of the date of the NOV, DEM has not received any SESC inspection records.

D. Violation

Based on the foregoing facts, the Director has reasonable grounds to believe that you have violated the following statutes and/or regulations:

(1) **R.I. Gen. Laws Section 46-12-5(b)** – requiring the discharge of any pollutant into waters of the State comply with the terms and conditions of a permit and applicable regulations.

- (2) Water Quality Regulations (250-RICR-150-05-1) [effective 19 August 2018 to Current] (the "Water Quality Regulations")
 - (a) Part 1.13(B) requiring the discharge of pollutants into the waters of the State comply with the terms and conditions of an approval issued by DEM.
 - (b) Part 1.18(A) mandating compliance with all terms, conditions, management practices and operation and maintenance requirements set forth in a permit.
- (3) Regulations for the Rhode Island Pollutant Discharge Elimination System (250-RICR-150-10-1) [effective 7 October 2018 to Current] (the "RIPDES Regulations")
 - (a) Part 1.14(B)(1) requiring the permittee to comply with all conditions of the permit.
 - (b) Part 1.14(E) requiring the permittee to take all reasonable steps to minimize or prevent any discharge in violation of the permit.
 - (c) Part 1.14(F) requiring the permittee to at all times maintain in good working order and operate as efficiently as possible all treatment works, facilities, and systems of treatment and control (and related appurtenances) for collection and treatment which are installed or used by the permittee for water pollution control and abatement to achieve compliance with the terms and conditions of the permit.

E. Order

Based upon the violations alleged above and pursuant to R.I. Gen. Laws Section 42-17.1-2(21), you are hereby ORDERED to:

- (1) **IMMEDIATELY** install, repair, replace, supplement, or modify all SESCs at the Property as necessary to bring the site into full compliance with the Permit and Approved Plans.
- (2) At all times inspect, maintain, and repair as necessary, all SESCs at the Property in full compliance with the Permit and Approved Plans for the duration of the construction project and until the Permit is terminated.
- (3) At all times perform SESC inspections at the Property and maintain records of the inspections in full compliance with the Permit and Approved Plans for the duration of the construction project and until the Permit is terminated.

F. Penalty

(1) Pursuant to R.I. Gen. Laws Section 42-17.6-2, the following administrative penalty, as more specifically described in the attached penalty summary and worksheets, is hereby ASSESSED, jointly and severally, against each named respondent:

\$8,500

- (2) The proposed administrative penalty is calculated pursuant to the *Rules and Regulations for Assessment of Administrative Penalties (250-RICR-130-00-1)* and must be paid to DEM within 30 days of your receipt of the NOV. Payment shall be in the form of a certified check, cashier's check, or money order made payable to the "General Treasury Water & Air Protection Program" and shall be forwarded to DEM's Office of Compliance and Inspection, 235 Promenade Street, Suite 220, Providence, Rhode Island 02908-5767.
- (3) Penalties assessed against Respondent in the NOV are penalties payable to and for the benefit of the State of Rhode Island and are not compensation for actual pecuniary loss.

G. Right to Administrative Hearing

- (1) Pursuant to R.I. Gen. Laws Chapters 42-17.1, 42-17.6, 42-17.7 and 42-35, each named respondent is entitled to request a hearing before DEM's Administrative Adjudication Division regarding the allegations, orders and/or penalties set forth in Sections B through F above. All requests for hearing MUST:
 - (a) Be in writing. <u>See</u> R.I. Gen. Laws Sections 42-17.1-2(21)(i) and 42-17.6-4(b);
 - (b) Be **RECEIVED** by DEM's Administrative Adjudication Division, at the following address, within 20 days of your receipt of the NOV. <u>See</u> R.I. Gen. Laws Sections 42-17.1-2(21)(i) and 42-17.7-9:

Administrative Clerk
DEM - Administrative Adjudication Division
235 Promenade Street, Room 350
Providence, RI 02908-5767

(c) Indicate whether you deny the alleged violations and/or whether you believe that the administrative penalty is excessive. See R.I. Gen. Laws Section 42-17.6-4(b); AND

- (d) State clearly and concisely the specific issues which are in dispute, the facts in support thereof and the relief sought or involved, if any. See Part 1.7(B) of the Rules and Regulations for the Administrative Adjudication Division (250-RICR-10-00-1).
- (2) A copy of each request for hearing must also be forwarded to:

Joseph J. LoBianco, Esquire DEM - Office of Legal Services 235 Promenade Street, 4TH Floor Providence, RI 02908-5767

- (3) Each named respondent has the right to be represented by legal counsel at all administrative proceedings relating to this matter.
- (4) Each respondent must file a separate and timely request for an administrative hearing before DEM's Administrative Adjudication Division as to each violation alleged in the written NOV. If any respondent fails to request a hearing in the above-described time or manner regarding any violation set forth herein, then the NOV shall automatically become a Final Compliance Order enforceable in Superior Court as to that respondent and/or violation and any associated administrative penalty proposed in the NOV shall be final as to that respondent. See R.I. Gen. Laws Sections 42-17.1-2(21)(i) and (vi) and 42-17.6-4(b) and (c).
- (5) Failure to comply with the NOV may subject each respondent to additional civil and/or criminal penalties.
- (6) The NOV does not preclude the Director from taking any additional enforcement action nor does it preclude any other local, state, or federal governmental entities from initiating enforcement actions based on the acts or omissions described herein.

If you have any legal questions, you may contact (or if you are represented by an attorney, please have your attorney contact) Joseph J. LoBianco of DEM's Office of Legal Services at (401) 222-6607 or at joseph.lobianco@dem.ri.gov. All other inquiries should be directed to Patrick Hogan of DEM's Office of Compliance and Inspection at (401) 222-1360 extension 7119 or at patrick.hogan@dem.ri.gov.

Please be advised that any such inquiries do not postpone, eliminate, or otherwise extend the need for a timely submittal of a written request for a hearing, as described in Section G above.

	FOR THE DIRECTOR:
	By:
<u>CER</u>	<u>TIFICATION</u>
I hereby certify that on the the within Notice of Violation was forwarde	day ofd to:
by Certified Mail.	



ADMINISTRATIVE PENALTY SUMMARY

Program: OFFICE OF COMPLIANCE AND INSPECTION, Water Pollution

File Nos.: OCI-WP-19-47, RIR101691 and STW18-004

Respondent: S&S, LLC

GRAVITY OF VIOLATION SEE ATTACHED "PENALTY MATRIX WORKSHEETS."					
VIOLATION No. & CITATION	APPLICATION (OF MATRIX	ATRIX PENALTY CALCULATION		AMOUNT
	Туре	Deviation	Penalty from Matrix	Number or Duration of Violations	
D (1), D (2) and D (3)(a) – Failure to notify DEM at start of construction	Type III (\$6,250 Max. Penalty) *	Minor	\$500	1 violation	\$500
D (1), D (2), D (3)(a) and D (3)(b) – Failure to install SESCs in accordance with the Approved Plans	Type I (\$25,000 Max. Penalty) *	Minor	\$2,500	2 violations	\$5,000
D (1), D (2) and D (3)(a) – Failure to maintain SESC inspection records	Type III (\$6,250 Max. Penalty) *	Minor	\$500	1 violation	\$500
D (1), D (2) and D (3) – Failure to maintain and repair SESCs in accordance with the Permit	Type I (\$25,000 Max. Penalty) *	Minor	\$2,500	1 violation	\$2,500
			SUE	B-TOTAL	\$8,500

^{*}Maximum Penalties represent the maximum penalty amounts per day, per violation.

ADMINISTRATIVE PENALTY SUMMARY (continued)

ECONOMIC BENEFIT FROM NONCOMPLIANCE

COSTS OF COMPLIANCE, EQUIPMENT, O&M, STUDIES OR OTHER DELAYED OR AVOIDED COSTS, INCLUDING INTEREST AND/OR ANY COMPETITIVE ADVANTAGE DERIVED OVER ENTITIES THAT COMPLY. NOTE: ECONOMIC BENEFIT MUST BE INCLUDED IN THE PENALTY UNLESS:

- THERE IS NO IDENTIFIABLE BENEFIT FROM NONCOMPLIANCE; OR
- THE AMOUNT OF ECONOMIC BENEFIT CAN NOT BE QUANTIFIED.

A review of the record in this matter has revealed that Respondent has either enjoyed no identifiable benefit from the noncompliance alleged in this enforcement action or that the amount of economic benefit that may have resulted cannot be quantified.

COST RECOVERY

ADDITIONAL OR EXTRAORDINARY COSTS INCURRED BY THE DIRECTOR DURING THE INVESTIGATION, ENFORCEMENT AND RESOLUTION OF AN ENFORCEMENT ACTION (EXCLUDING NON-OVERTIME PERSONNEL COSTS), FOR WHICH THE STATE IS NOT OTHERWISE REIMBURSED.

A review of the record in this matter has revealed that DEM has not incurred any additional or extraordinary costs during the investigation, enforcement and resolution of this enforcement action (excluding non-overtime personnel costs), for which the State is not otherwise reimbursed.

TOTAL PENALTY PROPOSED UNDER PENALTY REGULATIONS = \$8,500

CITATION: Failure to notify DEM at the start of construction

VIOLATION NOs.: D (1), D (2) and D (3)(a)

	TYPE	
TYPE I DIRECTLY related to protecting health, safety, welfare or environment.	TYPE II INDIRECTLY related to protecting health, safety, welfare or environment.	X TYPE III INCIDENTAL to protecting health, safety, welfare or environment.

DEVIATION FROM THE STANDARD

THE DEGREE TO WHICH A PARTICULAR VIOLATION IS OUT OF COMPLIANCE WITH THE REQUIREMENT VIOLATED.

FACTORS CONSIDERED:

Taken from Part 1.10(A)(1)(b) of the *Rules and Regulations for Assessment of Administrative Penalties (250-RICR-130-00-1)*

- (1) The extent to which the act or failure to act was out of compliance: Respondent failed to notify the DEM at the start of construction as required by the Permit. Notification to DEM that construction has begun allows DEM to initiate compliance inspections. Compliance inspections during active construction are important to the regulatory program as it allows DEM to address any violations observed in real time which can prevent water pollution. Preventing water pollution is the primary goal of the regulatory program.
- (2) **Environmental conditions**: The Property is an active residential construction site with greater than 5 acres of land disturbance located in the Flat River Reservoir Watershed.
- (3) Amount of the pollutant: Considered, but not utilized for this calculation.
- (4) **Toxicity or nature of the pollutant:** Considered, but not utilized for this calculation.
- (5) **Duration of the violation**: Single occurrence. Date that construction began is unknown to DEM.
- (6) Areal extent of the violation: Considered, but not utilized for this calculation.

- (7) Whether the person took reasonable and appropriate steps to prevent and/or mitigate the noncompliance: Respondent did not take reasonable and appropriate steps to prevent the noncompliance. Respondent failed to notify DEM that construction had begun. The noncompliance cannot be mitigated.
- (8) Whether the person has previously failed to comply with any regulations, order, statute, license, permit or approval issued or adopted by the Department, or any law which the Department has the authority or responsibility to enforce: Considered, but not utilized for this calculation.
- (9) The degree of willfulness or negligence, including but not limited to, how much control the violator had over the occurrence of the violation and whether the violation was foreseeable: Negligence is attributable to Respondent for failure to comply with the Water Quality Regulations, the RIPDES Regulations and the Permit. Respondent has full control over the site and the occurrence of the violation
- (10) Any other factor(s) that may be relevant in determining the amount of a penalty: Considered, but not utilized for this calculation.

MAJOR	MODERATE	X_MINOR
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•	trix where the statute provides enalty up to	TYPE I	TYPE II	TYPE III
DEVIATION	MAJOR	\$12,500 to \$25,000	\$6,250 to \$12,500	\$2,500 to \$6,250
FROM	MODERATE	\$6,250 to \$12,500	\$2,500 to \$6,250	\$1,250 to \$2,500
STANDARD	MINOR	\$2,500 to \$6,250	\$1,250 to \$2,500	\$250 to \$1,250 \$500

CITATION: Failure to install SESCs in accordance with the Approved Plans

VIOLATION NOs.: D (1), D (2), D (3)(a) and D (3)(b)

ТҮРЕ		
X TYPE I DIRECTLY related to protecting health, safety, welfare or environment.	TYPE II INDIRECTLY related to protecting health, safety, welfare or environment.	TYPE III INCIDENTAL to protecting health, safety, welfare or environment.

DEVIATION FROM THE STANDARD

THE DEGREE TO WHICH A PARTICULAR VIOLATION IS OUT OF COMPLIANCE WITH THE REQUIREMENT VIOLATED.

FACTORS CONSIDERED:

Taken from Part 1.10(A)(1)(b) of the *Rules and Regulations for Assessment of Administrative Penalties (250-RICR-130-00-1)*

- (1) The extent to which the act or failure to act was out of compliance: Respondent failed to fully install SESCs in accordance with the Approved Plans. Installation of SESCs to prevent water pollution is important to the regulatory program. Preventing water pollution is the primary goal of the regulatory program
- (2) **Environmental conditions**: The Property is an active residential construction site with greater than 5 acres of land disturbance located in the Flat River Reservoir Watershed.
- (3) Amount of the pollutant: Considered, but not utilized for this calculation.
- (4) **Toxicity or nature of the pollutant:** Considered, but not utilized for this calculation.
- (5) **Duration of the violation:** Unknown at least 2 days. DEM observed the violations during inspections conducted at the Property on 2 January 2019 and 18 September 2019.
- (6) Areal extent of the violation: Considered, but not utilized for this calculation.

- (7) Whether the person took reasonable and appropriate steps to prevent and/or mitigate the noncompliance: Respondent did not take reasonable and appropriate steps to prevent the noncompliance. The SESCs were not installed in accordance with the Approved Plans. DEM has no knowledge if Respondent has mitigated the noncompliance.
- (8) Whether the person has previously failed to comply with any regulations, order, statute, license, permit or approval issued or adopted by the Department, or any law which the Department has the authority or responsibility to enforce: Considered, but not utilized for this calculation.
- (9) The degree of willfulness or negligence, including but not limited to, how much control the violator had over the occurrence of the violation and whether the violation was foreseeable: Negligence is attributable to Respondent for failure to comply with the Water Quality Regulations, the RIPDES Regulations and the Permit. Respondent has full control over the site and the occurrence of the violation.
- (10) Any other factor(s) that may be relevant in determining the amount of a penalty: Considered, but not utilized for this calculation.

MAJOR	MODERATE	X MINOR
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•	trix where the statute provides enalty up to	TYPE I	TYPE II	TYPE III
DEVIATION	MAJOR	\$12,500 to \$25,000	\$6,250 to \$12,500	\$2,500 to \$6,250
FROM	MODERATE	\$6,250 to \$12,500	\$2,500 to \$6,250	\$1,250 to \$2,500
STANDARD	MINOR	\$2,500 to \$6,250 \$2,500	\$1,250 to \$2,500	\$250 to \$1,250

CITATION: Failure to maintain SESCs inspection records

VIOLATION NOs.: D (1), D (2) and D (3)(a)

	ТҮРЕ	
TYPE I DIRECTLY related to protecting health, safety, welfare or environment.	TYPE II INDIRECTLY related to protecting health, safety, welfare or environment.	X TYPE III INCIDENTAL to protecting health, safety, welfare or environment.

DEVIATION FROM THE STANDARD

THE DEGREE TO WHICH A PARTICULAR VIOLATION IS OUT OF COMPLIANCE WITH THE REQUIREMENT VIOLATED.

FACTORS CONSIDERED:

Taken from Part 1.10(A)(1)(b) of the *Rules and Regulations for Assessment of Administrative Penalties (250-RICR-130-00-1)*

- (1) The extent to which the act or failure to act was out of compliance: Respondent failed to maintain SESC inspection records as required by the Permit. SESC inspections and retention of the associated SESC inspection records is important to the regulatory program and required by the Permit.
- (2) **Environmental conditions**: Considered, but not utilized for this calculation.
- (3) Amount of the pollutant: Considered, but not utilized for this calculation.
- (4) Toxicity or nature of the pollutant: Considered, but not utilized for this calculation.
- (5) **Duration of the violation:** Full duration unknown. DEM inspected the Property on 2 January 2019, at which time Respondent was unable to produce the required SESC inspection records.
- (6) Areal extent of the violation: Considered, but not utilized for this calculation.

- (7) Whether the person took reasonable and appropriate steps to prevent and/or mitigate the noncompliance: It is not known if Respondent took any reasonable and appropriate steps to prevent the noncompliance. Mr. Saccoccia, who identified himself as the owner and contractor, stated to DEM's inspector that SESC inspections were being done, but due to the amount of paperwork, the records were kept in his office located a few miles away. Mr. Saccoccia stated that he would send the SESC inspection records to DEM by electronic mail. DEM has not received any inspection records. DEM has no knowledge if Respondent has mitigated the noncompliance.
- (8) Whether the person has previously failed to comply with any regulations, order, statute, license, permit or approval issued or adopted by the Department, or any law which the Department has the authority or responsibility to enforce: Considered, but not utilized for this calculation.
- (9) The degree of willfulness or negligence, including but not limited to, how much control the violator had over the occurrence of the violation and whether the violation was foreseeable: Negligence is attributable to Respondent for failure to comply with Water Quality Regulations, RIPDES Regulations and the Permit. Respondent has full control over the site and the occurrence of the violations.
- (10) Any other factor(s) that may be relevant in determining the amount of a penalty: Considered, but not utilized for this calculation.

MAJOR	MODERATE	Xminor
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•	trix where the statute provides enalty up to	TYPE I	TYPE II	TYPE III
DEVIATION	MAJOR	\$12,500 to \$25,000	\$6,250 to \$12,500	\$2,500 to \$6,250
FROM	MODERATE	\$6,250 to \$12,500	\$2,500 to \$6,250	\$1,250 to \$2,500
STANDARD	MINOR	\$2,500 to \$6,250	\$1,250 to \$2,500	\$250 to \$1,250 \$500

CITATION: Failure to maintain and repair SESCs in accordance with the Permit

VIOLATION NOs.: D (1), D (2) and D (3)

	TYPE	
X TYPE I DIRECTLY related to protecting health, safety, welfare or environment.	TYPE II INDIRECTLY related to protecting health, safety, welfare or environment.	TYPE III INCIDENTAL to protecting health, safety, welfare or environment.

DEVIATION FROM THE STANDARD

THE DEGREE TO WHICH A PARTICULAR VIOLATION IS OUT OF COMPLIANCE WITH THE REQUIREMENT VIOLATED.

FACTORS CONSIDERED:

Taken from Part 1.10(A)(1)(b) of the *Rules and Regulations for Assessment of Administrative Penalties (250-RICR-130-00-1)*

- (1) The extent to which the act or failure to act was out of compliance: Respondent failed to properly maintain and repair SESCs to prevent water pollution as required by the Permit. Compliance with the requirements of the Permit is important to the regulatory program. Preventing water pollution is the primary goal of the regulatory program.
- (2) **Environmental conditions**: The Property is an active residential construction site with greater than 5 acres of land disturbance located in the Flat River Reservoir Watershed.
- (3) Amount of the pollutant: Considered, but not utilized for this calculation.
- (4) **Toxicity or nature of the pollutant:** Considered, but not utilized for this calculation.
- (5) **Duration of the violation:** Full duration unknown at least 1 day. DEM observed the violation during an inspection conducted at the Property on 18 September 2019.
- (6) Areal extent of the violation: Considered, but not utilized for this calculation.

- (7) Whether the person took reasonable and appropriate steps to prevent and/or mitigate the noncompliance: Respondent did not take reasonable and appropriate steps to prevent the noncompliance. The SESCs were not being maintained in the area of lot 9 and in the area of the site marked on the Approved Plans as "Temporary Sediment Trap no. 2 (Phase 1)" along the limits of disturbance. DEM has no knowledge if the noncompliance was mitigated.
- (8) Whether the person has previously failed to comply with any regulations, order, statute, license, permit or approval issued or adopted by the Department, or any law which the Department has the authority or responsibility to enforce: Considered, but not utilized for this calculation.
- (9) The degree of willfulness or negligence, including but not limited to, how much control the violator had over the occurrence of the violation and whether the violation was foreseeable: Negligence is attributable to Respondent for failure to comply with Water Quality Regulations, RIPDES Regulations and the Permit. Respondent has full control over the site and the occurrence of the violations.
- (10) Any other factor(s) that may be relevant in determining the amount of a penalty: Considered, but not utilized for this calculation.

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Penalty Matrix where the applicable statute provides for a civil penalty up to \$25,000		TYPE I	TYPE II	TYPE III
DEVIATION	MAJOR	\$12,500 to \$25,000	\$6,250 to \$12,500	\$2,500 to \$6,250
FROM STANDARD	MODERATE	\$6,250 to \$12,500	\$2,500 to \$6,250	\$1,250 to \$2,500
	MINOR	\$2,500 to \$6,250 \$2,500	\$1,250 to \$2,500	\$250 to \$1,250