## Self-Disclosing Violations to EPA: Why Do It & How?



Federal Environmental Symposium October 30, 2019



## US Army Corps of Engineers<sub>®</sub>

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### Topics to be Covered:



- What is the Audit Policy & How Does it Work?
- Audit Policy Conditions & Incentives
- Voluntary Disclosures in the Electronic Age
- Refresh
- Common Misconceptions Addressed
- Feedback from Federal Users
- Demonstration of eDisclosure Process
- Questions

## **Brief History of Audit Policy:**



April 2000 – EPA issues revised Final Policy Statement which is the current Audit Policy.

April 2007 – EPA issues Audit Policy Frequently Asked Questions. The FAQs supplemented the 1997 Interpretive Guidance.

August 2008 – EPA announces "Interim Approach to Applying the Audit Policy to New Owners" and eDisclosure Pilot.

December 2015 – EPA announces the launch of eDisclosure.

May 2018 – EPA announces "Refresh" renewed emphasis on self-disclosed violation Policies.

#### EPA's Self-Policing (Audit) Policy:



"... is designed to achieve greater compliance with Federal laws and regulations that protect human health and the environment. It promotes a higher standard of selfpolicing by waiving gravity-based penalties for violations that are promptly disclosed and corrected, and which were discovered systematically – that is, through voluntary audits or compliance management systems."

## Significant Benefits:



• Win-win-win for regulated community, EPA, and the environment.

- Site visits and lawsuits are resource-intensive to government and regulated community.
- Everyone benefits when voluntary self-auditing replaces costly inspections and litigation.
- Provides innovative, resource-effective mechanism for achieving compliance in a sector or geographic area.
- Ensures national consistency for penalty mitigation for voluntary disclosures.

#### Benefits Continued...



- No gravity-based penalties if all policy conditions are met (75% reduction if all conditions met, except violations not found through an audit or compliance management system).
- No recommendation of criminal charges against regulated entity unless:
  - prevalent management philosophy to conceal or condone violations.
  - high-level corporate involvement in, or willful blindness to, violations.



- **1. Systematic Discovery** required for 100% penalty mitigation, otherwise only 75% mitigation
- 2. Voluntary Discovery
- **3. Prompt Disclosure** within 21 days of discovery
- 4. Discovery, Disclosure Independent of Government/Third Party Plaintiff
- 5. Correction and Remediation within 60 days after discovery unless written agreement/order
- 6. Prevent Recurrence
- 7. No Repeat Violations can't have same or closely related violation at same facility w/i past 3 yrs
- 8. Other Violations Excluded serious actual harm, imminent and substantial endangerment
- 9. Cooperation

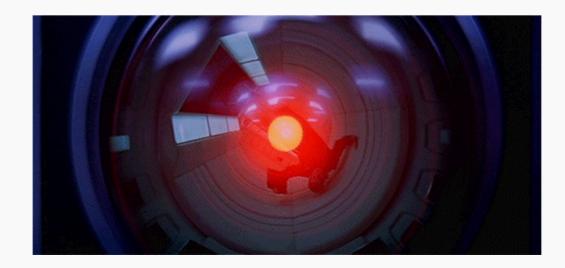
#### Why Create eDisclosure?

So many entities disclosed violations that we could not always provide excellent customer service in terms of response times. We could not keep up with the pace of disclosures.





- EPA launched eDisclosure on December 9, 2015, to modernize implementation of its self-disclosure policies.
- eDisclosure is a web-based system for receiving and automatically processing violations disclosed to EPA pursuant to EPA's Audit Policy.
- Upon certification of compliance, it immediately and automatically issues an electronic Notice of Determination (eNOD) to EPCRA disclosers who meet longstanding criteria programmed into the system.



## What's In It For Me?



- Such eNODs resolve the discloser's civil penalty liability with no assessment of civil penalties (subject to the completeness and accuracy of the disclosure and certification).
- Other regulated entities can obtain Acknowledgement Letters, which provide a useful record of EPA's receipt of the disclosure of non-EPCRA violations.
- Such letters state that EPA will make a determination as to eligibility for penalty mitigation if and when it considers taking enforcement action for environmental violations.
- eDisclosure provides for limited extensions of time to correct violations, and such extensions are automatically and immediately processed by the system.

#### More on Extensions:



- What if more than 21 days is needed to disclose violations?
- Prior to eDisclosure, EPA often granted more time to disclose violations, usually through audit agreements. EPA is no longer entering into audit agreements outside the New Owner context.
- The automated eDisclosure system does not provide for extensions to the 21-day disclosure deadline. But, EPA has emphasized its longstanding interpretation that the 21-day clock does not begin until the discloser has an objectively reasonable basis for believing that a specific violation may have occurred.
- "Discovery" is not when the discloser has started or stated its intent to audit or otherwise look for violations, but instead when it has found that violations likely occurred.

... so how is eDisclosure going so far?

#### Status of eDisclosure:





#### Success of eDisclosure:



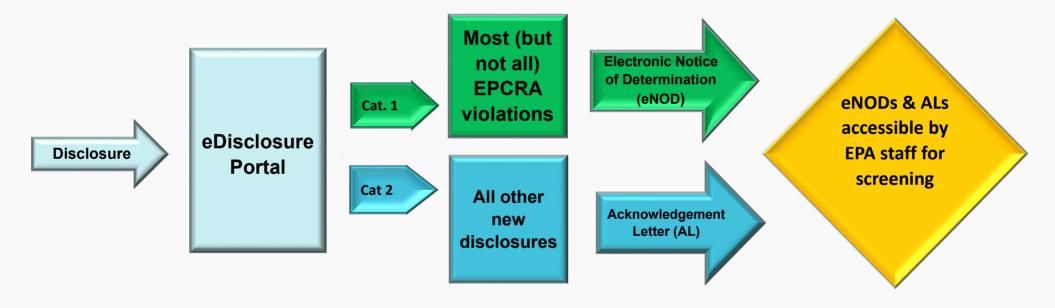
- eDisclosure is already producing the benefits that EPA sought when it launched this system.
- It is saving the regulated community and EPA significant time and money by automatically processing disclosures immediately upon a violator's certification of compliance, eliminating back-and-forth communications with EPA and sometimes lengthy delays.
- Industry reaction to the portal launch has been largely very favorable, and the federal sector has submitted a handful of disclosures.



- Register to File With the Centralized Web-Based Portal (CDX) - cdx.epa.gov
- Submit Violation Disclosure Report (eDisclosure)
- Certify Compliance Submit Compliance Report (eDisclosure)

## Two-Category System with Different Types of Resolution:







- Request correction extensions before 60 days from date of discovery.
- For EPCRA disclosures, include all violations in compliance report (all years, all chemicals).
- Save compliance report as draft to see outcome based on information provided.

– Double check your submission.

#### Post-Submission Follow-Up:

#### Category 1 Submissions:

• EPA will spot check to ensure conformance with EPCRA, the Audit Policy, and eDisclosure requirements.



#### Category 2 Submissions:

- EPA will screen for significant concerns (e.g., criminal conduct, imminent hazard).
- If and when EPA decides to take an enforcement action for environmental violations, it will then make a determination as to whether the discloser is eligible for penalty mitigation.



# EPA Approach to FOIA Requests Seeking Disclosures:



- EPA has always considered *resolved* Audit Policy disclosures as publicly releasable under FOIA and plans to continue such policy (*see* 1997 Memo "Confidentiality of Information Received Under Agency's Self-Disclosure Policy").
- The 1997 memo also states that EPA can withhold *unresolved* disclosures pursuant to the FOIA "law enforcement proceeding" exemption, Exemption 7(A).
- In response to any requests for individual *unresolved* disclosures, EPA will determine on a case-by-case basis whether it reasonably foresees that release would harm an interest protected by a FOIA exemption.
- EPA generally expects to conclude its screening of Category 1 and Category 2 disclosures within a relatively short period of time after their receipt, at which time they may be releasable upon request (e.g., pursuant to a FOIA request).

#### Voluntary Disclosures FY14-18:





Data Source: Integrated Compliance Information System (ICIS) and *eDisclosure* System Prepared by: OCE/XPS Data as of: Nov-5-2018

#### Statistical Snapshot:



- Through September 2019, over 2100 disclosures have been submitted electronically (21 submitted by federal facilities). For FY 2018, EPA received 532 disclosures, an increase of ~75% over the average of roughly 300 disclosures annually prior to launch.
- Over 2050 eNODs have been issued thus far (some disclosures contain multiple violations and receive multiple eNODs).
- Pre-eDisclosure, about 55% of disclosures involve EPCRA violations. Now, approximately 57% of disclosures are for EPCRA violations; the remainder involve violations of TSCA, CAA, CWA, RCRA, and FIFRA.
- The number of eNODs and the number and variety of disclosures shows that implementation of eDisclosure is effective in retaining EPA's longstanding incentives to voluntarily discover, promptly disclose, and expeditiously correct environmental violations.

#### Audit Policy Refresh:



Through the Audit Policy Refresh, EPA:

- Clarified several features of its self-disclosure policies in response to some common misconceptions in the regulated community. See <u>Refresh statement</u>;
- Plans to supplement its existing interpretive guidance to address a number of additional issues that the regulated community has raised to EPA.

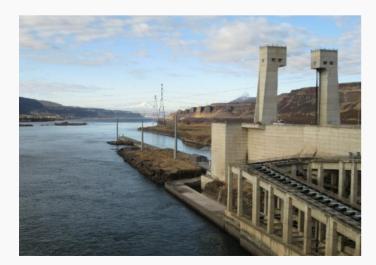
## Common Complaints/Misconceptions:



- The 21-day time frame to disclose is not long enough to run the disclosure through the bureaucracy and get the necessary approvals.
- Similarly, the 60-day time frame to return to compliance isn't long enough to actually attain compliance.
- By submitting disclosures, facilities become targets for inspection & possible follow-up enforcement.
- By disclosing, facilities are acknowledging that there was a violation.
- Disclosures are publicly available.

#### Feedback from Federal Users:

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- Ken Duncan, U.S. Army Corps of Engineers, Portland District
- March 4, 2019 Discovered RCRA violations during an internal audit.
- Worked w/ Management, Counsel, and Oregon DEQ Technical Assistance to complete a traditional disclosure on 25 March.
- DEQ completed a technical assistance visit in May.
- Corrections completed w/in 90 days.
- Challenges meeting the time constraints.







#### Feedback from Federal Users:



Ariane Glover, Eielson Air Force Base

- Overall user experience positive...
  - Helps establish trust informs regulators of challenges and corrective actions.
  - Helps program management fits within Air Force's EMS framework for self-identification and continuous improvements and elevates issue awareness when tracked at regulatory agency level.

#### eDisclosure process

- Needed EPA helpdesk to assist with account set-up.
- EPA staff was available to answer policy questions.

-- 21 days is sufficient – disclosure approval delegate to level where only ½ dozen people have to approve (Squadron Cmdr and Staff Judge Advocate). Worked with each new Commander to explain eDisclosure and get buy-in.



#### Feedback from Federal Users:



Ariane Glover, Eielson Air Force Base continued

- Other observations:
  - Wondered where does disclosure go? Region indicated aware of disclosures
  - Only regulated by EPA (no Authorized state RCRA program)



- Facility has not been inspected since launch of eDisclosure.
- Compliance with environmental requirements prevents distraction from primary mission to fly, fight, and win.

- Positive experiences with Region 10, additional compliance assistance contact outside compliance monitoring inspections, regional POCs have been consistent over time.

#### Demonstration of eDisclosure Process



• Link to test site: <u>https://test.epacdx.net/</u>

#### Questions?





#### For More Information:

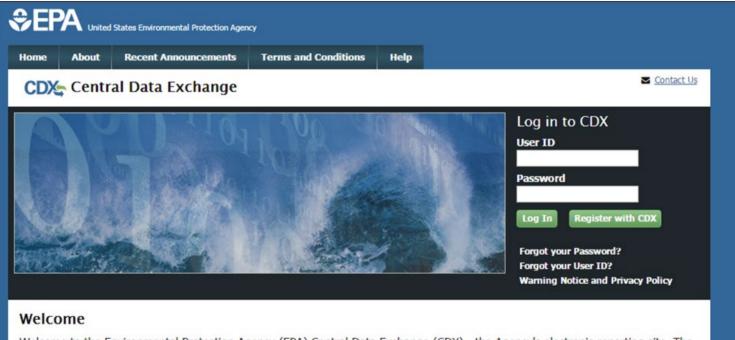


- Audit Policy Information:
  - <u>https://www.epa.gov/compliance/epas-audit-policy</u>
  - FedCenter.gov
- <u>eDisclosure Information:</u>
  - <u>https://www.epa.gov/compliance/epas-edisclosure</u>
  - FedCenter.gov
- Questions about the Audit Policy, contact Phil Milton, National Audit Policy Coordinator at (202) 564-5029, or <u>milton.philip@epa.gov</u>, or Dominique Freyre at (202)-564-0433 or freyre.dominique@epa.gov

#### **CDX Home Page**



CDX is accessible at <a href="https://cdx.epa.gov">https://cdx.epa.gov</a>. This will take you to the Central Data Exchange home page. Click on the "Register with CDX" button to start creating a new account as shown in Figure 1-1. You can also use the following URL: <a href="https://cdx.epa.gov/RegistrationRequest?Dataflow=eDisclosure">https://cdx.epa.gov/RegistrationRequest?Dataflow=eDisclosure</a>. This will route you directly to the Terms and Conditions page. Figure 1-1 CDX Home Page



Welcome to the Environmental Protection Agency (EPA) Central Data Exchange (CDX) - the Agency's electronic reporting site. The Central Data Exchange concept has been defined as a central point which supplements EPA reporting systems by performing new and existing functions for receiving legally acceptable data in various formats, including consolidated and integrated data.

Warning Notice and Privacy Policy

Warning Notice

#### **Terms and Conditions**



Click on the "I Accept" radio button and the "Proceed" button when ready (Figure 1-2). You will not be able to proceed with registration until the Terms and Conditions have been accepted. Figure 1-2 CDX Terms and Conditions Page

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LEAD	: Lead-Ba	ased Paint Program			
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PSP:	Pesticide	Submission Portal			

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Select a role from the drop down list and provide any required additional information, if applicable.

By clicking Request Role Access, you understand that you intend to disclose to the United States Environmental Protection Agency (EPA) potential violations of Federal Environmental Laws, regulations, and/or requirements. EPA will assess your disclosure and provide a notice of determination or acknowledgement letter in accordance with Audit Policy/ Small Business Compliance Policy.

Select Role

Discloser/Certifier 🔻



#### **User Information**



On the following screen, you will need to provide your user and organization information. For the "Part 1: User Information" section you will need to enter a User ID, personal information, a password, and security questions. Make note of this information, as it will be used to access eDisclosure. On-screen messages will be displayed if you do not meet the User ID and password requirements.

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#### **Organization Information**

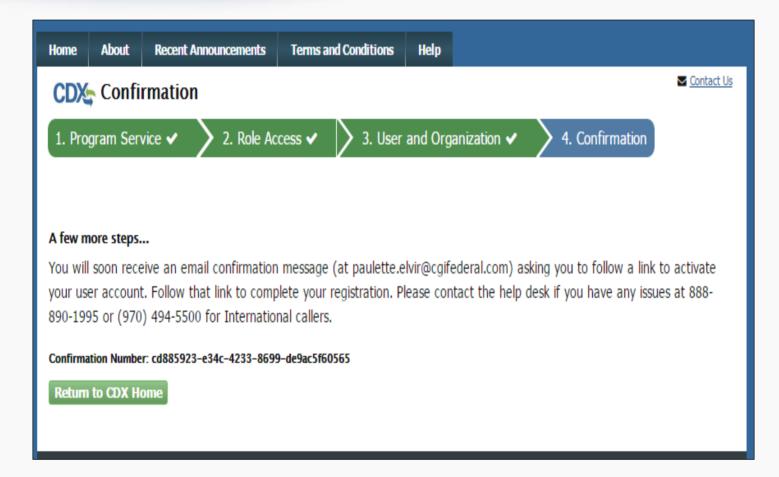


In "Part 2: Organization Info", you will need to select an organization. Note that you should select the organization on whose behalf you are disclosing. The organization may or may not be the same organization you are employed by (Figure 1-6). Enter the organization name and click on the "Search" button. A list of organization names will display for you to select from. If you can't find the organization you are searching for, you will be given the option to submit a request to add a new organization.

Part 2: Organization Info	
Search for your organization using the text box below. You may search by entering the Organization Name or the Organization ID.	
Select the organization you are disclosing a violation on behalf of. The organization may or may not be the same organization you are employed by (i.e. if you are legal representation).	
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#### **CDX** Confirmation





You will be sent an email with a link and are requested to log-in.

# CDX Registration – Additional Verification



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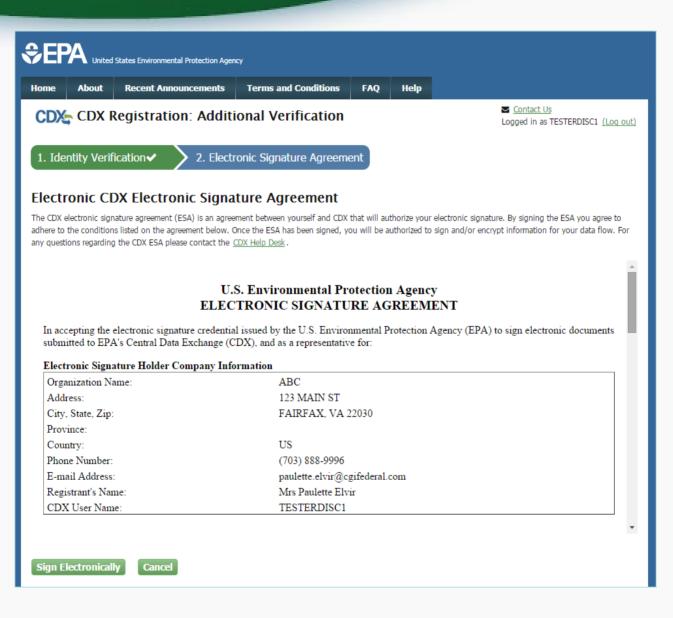
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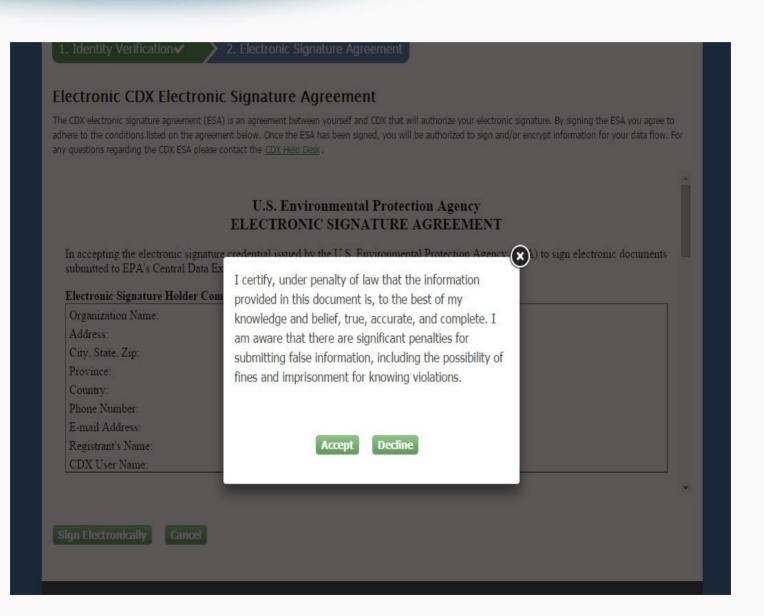
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At this point, your registration is complete. You will be taken to your MyCDX page where you will see the eDisclosure Program Service and role. You may now access your Disclose/Certify role by clicking on the hyperlink on your MyCDX page

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#### *eDisclosure* Landing Page – Warnings



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You are here: MyCDX >> Warning Notice and User Agreement

#### WARNING NOTICE AND USER AGREEMENT

In proceeding and accessing this U.S. Government eDisclosure system, you acknowledge that you fully understand and consent to all of the following:

- 1. This system allows regulated entities to disclose potential civil (but not criminal) violations of federal environmental laws, regulations, and requirements, and may result in the issuance of an electronic Notice of Determination (eNOD) or Acknowledgement Letter (AL) pursuant to EPA's Audit Policy or Small Business Compliance Policy.
- 2. Any information entered onto this electronic system is voluntarily submitted and automatically becomes part of an enforcement investigation case file.
- 3. All information submitted must be truthful under penalty of law, and all such information will be retained by EPA and potentially could be publicly disclosed in response to requests under the Freedom of Information Act (FOIA) or for other lawful government purposes.
- 4. You are not submitting any confidential business information (CBI). EPA will consider any CBI claims to be waived if such information is uploaded onto this system.
- 5. You are not submitting other private information the disclosure of which would constitute an unwarranted invasion of any person's privacy (e.g., social security numbers, birth dates, medical records, personal financial information, or other private information).
- 6. If your disclosure requires the submission of such private or confidential business information, you must contact the eDisclosure Help Desk to arrange for secure transmittal of any necessary and appropriate information.

If you would like to view a short video describing how the eDisclosure system works, please click here.

By checking on this box, I acknowledge that I am disclosing for the following organization: US EPA. If you do not want to disclose on behalf of US EPA, click here.



# *eDisclosure* Landing Page – Violation Disclosure



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