
TABLE OF CONTENTS

PREFACE.....	V
COPYRIGHT PERMISSIONS	IX
GLOSSARY OF ACRONYMS.....	XIII
TABLE OF CASES.....	XXXI

Chapter 1. The Analytical Basics	1
A. Risk Assessment	3
1. Introduction to Chemical Toxicity	3
Joseph V. Rodricks, Calculated Risks: The Toxicity and Human Health Risks of Chemicals in Our Environment.....	5
Notes and Questions	6
2. The Risk Assessment Process	10
National Research Council, Risk Assessment in the Federal Government: Managing the Process	10
a. Hazard Identification.....	12
b. Dose-Response Assessment	15
Notes and Questions	16
c. Exposure Assessment.....	18
Notes and Questions	22
d. Risk Characterization	23
The Presidential/Congressional Commission on Risk Assessment and Risk Management, Risk Assessment and Risk Management in Regulatory Decision-Making.....	23
Notes and Questions	24
3. The Risk Assessment Data Gap.....	25
Sanne H. Knudsen, Regulating Cumulative Risk.....	26
Wendy Wagner, Racing to the Top: How Regulation Can Be Used to Create Incentives for Industry to Improve Environmental Quality	28
Notes and Questions	30
B. Risk Management.....	31
The Presidential/Congressional Commission on Risk Assessment and Risk Management, Risk Assessment and Risk Management in Regulatory Decision-Making.....	32
1. Risk Perception and Risk Management	34
Paul Slovic & Elke U. Weber, Perception of Risk Posed by Extreme Events.....	35
Notes and Questions	38
2. The Risk Management Toolbox.....	39
3. The Precautionary Principle	41
Christopher H. Schroeder, Perspective: The Precautionary Principle.....	42
Jonathan Adler, The Problems with Precaution: A Principle without Principle.....	44
Notes and Questions	48

C.	Cost-Benefit Analysis	49
	Office of Management and Budget Circular A-4.....	51
	Cass R. Sunstein, Cost-Benefit Analysis and Arbitrariness Review....	57
	Frank Ackerman and Lisa Heinzerling, Priceless: On Knowing the Price of Everything and the Value of Nothing	59
	Notes and Questions.....	60
Chapter 2. Toxic Torts		63
A.	Special Characteristics of a Toxic Tort Case.....	64
1.	Proof of Causation.....	65
2.	Evidence and Expert Testimony	68
	Notes and Questions	73
	Cano v. Everest Minerals Corp.	74
	Problem.....	82
3.	Nature of the Harm and Remedies	82
	Notes and Questions	89
4.	Latent Illness	94
a.	Indeterminate Defendants	95
b.	Special Defendants.....	97
5.	“Mass” Tort Litigation: Who Is a Proper Plaintiff?.....	98
	Ebert v. General Mills, Inc.	102
	Problem.....	107
6.	Insurance	108
	Douglas v. Renola Equity Fund, II, LLC	108
	A Note on Insurance	110
B.	The Plaintiff’s Case: Legal Theories of Recovery.....	112
1.	Trespass.....	112
2.	Nuisance	112
	In re Methyl Tertiary Butyl Ether (“MTBE”) Prods. Liab. Litig.	117
	Notes and Questions	120
3.	Negligence	121
4.	Strict Liability	122
5.	Products Liability.....	124
6.	Warranty	125
7.	Fraud and Misrepresentation	126
8.	Statutory Causes of Action.....	126
9.	Employer Liability	128
10.	Other Tort Claims.....	129
11.	Tort Reform	130
C.	The Defendant’s Response	131
1.	Failure to State a Cause of Action in Tort Law	131
	Fischer Estate v. Allied Chem. Co.	132
	Notes and Questions	136
2.	Common Law Affirmative Defenses	136
3.	Statutory Defenses.....	138
a.	Statute of Limitations.....	138
b.	Statutes of Repose	139
c.	Contributory and Comparative Negligence.....	140

d. Government Immunity	141
4. Products Liability Defenses.....	142
Stevens v. Arch Wood Protection, Inc.	142
Chapter 3. Approaches to Setting Regulatory Standards.....	149
A. Hazard	150
1. The Delaney Clause	150
Public Citizen v. Young.....	153
Notes and Questions	158
The Food Quality Protection Act of 1996.....	161
Notes and Questions	164
2. Reserve Mining Co. v. EPA	165
Reserve Mining Co. v. EPA	165
Notes and Questions	172
B. Feasibility.....	174
The Occupational Safety and Health Act.....	174
Industrial Union Dep't, AFL-CIO v. American Petroleum Inst. (The <i>Benzene</i> Case)	175
Notes and Questions	188
American Textile Mnfrs. Inst. v. Donovan (The <i>Cotton Dust</i> Case) ...	190
Notes and Questions	194
C. Best Available Technology	199
1. The Clean Air Act Before 1990.....	199
Natural Resources Defense Council v. EPA (The <i>Vinyl Chloride</i> <i>Case</i>)	201
Notes and Questions	206
2. The 1990 Clean Air Act Amendments	207
Sierra Club v. EPA.....	209
Notes and Questions	215
United States Sugar Corp. v. EPA.....	216
Notes and Questions	222
Natural Resources Defense Council v. EPA.....	222
Notes and Questions	225
D. Information Disclosure	226
1. EPCRA and the Toxics Release Inventory	227
Notes and Questions	231
2. California Proposition 65.....	235
Safe Drinking Water and Toxic Enforcement Act of 1986	235
Notes and Questions	237
David Roe, Toxic Chemical Control Policy: Three Unabsorbed Facts.....	238
Notes and Questions	243
E. The Cost of Regulating	245
1. The Safe Drinking Water Act.....	246
City of Waukesha v. EPA.....	247
Notes and Questions	253
2. The Supreme Court and Cost.....	255
Whitman v. American Trucking Associations, Inc.....	256
Notes and Questions	261

Entergy Corp. v. Riverkeeper, Inc.	262
Notes and Questions	269
Michigan v. EPA	270
Notes and Questions	273
F. Toward “Unreasonable Risk”	274
Chapter 4. Pesticide and Chemical Regulation.....	279
A. Pesticide Regulation	280
1. The Pesticides Dilemma	280
Jerry Cooper and Hans Dobson, The Benefits of Pesticides to Mankind and the Environment.....	281
Rachel Carson, Silent Spring	284
Notes and Questions	287
2. Overview of FIFRA	288
Problem: The Prescription Drug Analogy	293
Environmental Defense Fund v. EPA (The <i>Heptachlor/</i> <i>Chlordane</i> Case)	294
National Coalition against the Misuse of Pesticides v. EPA.....	303
Notes and Questions	311
3. Five Problems for Pesticide Regulation.....	313
a. The Delaney Paradox and the Food Quality Protection Act of 1996	313
b. Endocrine Disruption.....	315
c. Farmworkers	317
d. Preemption of State and Local Law	319
e. Pesticide Exports.....	322
B. Chemical Regulation.....	324
1. Old TSCA: An Overview	325
Council on Environmental Quality Toxic Substances	325
a. Old TSCA—The “Unreasonable Risk” Standard	328
b. Old TSCA—Information Gathering Provisions.....	329
i. Pre-Manufacture Notification	329
ii. Reporting and Recordkeeping	330
iii. Test Rules	330
Notes and Questions	332
c. Old TSCA—Chemical Regulatory Provisions.....	334
Corrosion Proof Fittings v. EPA.....	336
Notes and Questions	343
2. Toward TSCA Reform.....	346
3. The 2016 Lautenberg Chemical Safety Act and New TSCA.....	350
a. Information Gathering Provisions	350
b. Chemical Regulatory Provisions	352
c. Preemption of State Law	355
Notes and Questions	356
Chapter 5. Resource Conservation and Recovery Act.....	363
A. Introduction.....	365
1. The Background of RCRA.....	365
2. The Structure of RCRA.....	367

- a. Subtitle C 367
- b. Subtitle D 368
- c. Imminent and Substantial Endangerment Provisions 368
- d. Recycled Used Oil 369
- e. Underground Storage Tanks 369
- 3. RCRA and State Hazardous Waste Programs 369
- 4. Researching RCRA 370
- B. Definition of Hazardous Waste 371
 - 1. The Dual Definitions: The Relationship Between the Statutory and Regulatory Definitions 372
 - Connecticut Coastal Fishermen’s Assn. v. Remington Arms Co., Inc. 372
 - Notes and Questions 376
 - 2. The Subtitle C Regulatory Definition of Solid Waste 377
 - a. “Discarded” Materials 378
 - American Mining Congress v. EPA 379
 - Notes and Questions 384
 - Problems 385
 - b. Recycled Materials 386
 - i. The Matrix 386
 - Problems 389
 - ii. EPA’s Authority to Regulate Recycled Materials Under Subtitle C 390
 - Safe Food and Fertilizer v. EPA 391
 - Notes and Questions 393
 - iii. Legitimate vs. Sham Recycling 394
 - American Petroleum Institute v. EPA 395
 - Notes and Questions 402
 - 3. The Subtitle C Regulatory Definition of Hazardous Waste 403
 - a. Listed Wastes 403
 - b. Characteristic Wastes 404
 - Notes and Questions 407
 - c. Mixture and Derived-from Rules and the Contained-in Interpretation 408
 - Notes and Questions 409
 - Problems 411
 - 4. Exclusions from Classification as a Solid and Hazardous Waste 411
 - a. Household Hazardous Waste 411
 - b. Domestic Sewage Exclusion 412
 - c. NPDES Point Source 413
 - d. Special Wastes: Oil and Gas, Mining and Cement Kiln Wastes 414
 - 5. Contingent Management 415
 - Jeffrey M. Gaba, Regulation by Bootstrap: Contingent Management of Hazardous Wastes under the Resource Conservation and Recovery Act 416
 - Problem 417

C.	Regulation of Hazardous Wastes Under Subtitle C	417
1.	Generators	417
a.	Large and Small Quantity Generators	418
i.	Identification	418
ii.	Reporting and Recordkeeping	418
iii.	On-Site Accumulation and Treatment	418
iv.	Off-Site Shipment	419
v.	Waste Minimization and Pollution Prevention	420
b.	Very Small Quantity Generators	421
	Notes and Questions	422
2.	Transporters	423
3.	TSDFs	423
a.	Permit Requirements	424
i.	Technology Standards	424
ii.	Closure and Post-Closure Requirements	424
iii.	Financial Assurance	425
iv.	Groundwater Monitoring and Corrective Action for Releases	425
v.	Corrective Action for SWMUs	425
b.	Permit Process	425
	Notes and Questions	426
4.	Land Disposal Restrictions	429
	Chemical Waste Management v. EPA	430
	Notes and Questions	434
5.	Regulatory Requirements for Recycled Hazardous Materials ...	436
a.	General Provisions Regulating Recycling Activity	437
	United States v. Rineco Chemical Industries	438
	Notes and Questions	442
b.	Conditional Exclusion of Reclamation	443
c.	Tailored Regulation of Recycling Activities: Part 266	444
i.	BIF Rules	444
ii.	Use Constituting Disposal	445
	United States v. Marine Shale Processors	445
	Notes and Questions	448
D.	Government Enforcement	449
1.	Administrative Orders	449
2.	Civil Actions	451
3.	Criminal Enforcement	451
	United States v. Dean	452
	Notes and Questions	458
4.	Federal/State Enforcement Issues	462
	United States v. Power Engineering Co.	463
	Notes and Questions	468
E.	Citizen Suits	469
1.	§ 7002(a)(1)(A): Violation of RCRA Requirements	470
a.	Violation of Subtitle C of RCRA	470
	Notes and Questions	471
b.	Open Dumping	472
	South Road Assoc. v. IBM Corp.	473

Notes and Questions	476
2. Imminent and Substantial Endangerment	478
Interfaith Community Organization v. Honeywell International, Inc.	479
Notes and Questions	486
Problem	490
F. International Trade in Hazardous Waste	490
1. Sources of Authority to Regulate the Export and Import of Hazardous Wastes.....	493
a. RCRA.....	493
b. Bilateral International Agreements.....	493
c. Organization for Economic Cooperation and Development ("OECD") Waste Decision	494
2. RCRA Regulatory Requirements for the Export and Import of Hazardous Waste	494
a. Regulation of the Export of Hazardous Waste	494
b. Regulation of the Import of Hazardous Waste	495
3. Regulation of the Import and Export of Hazardous Waste Under the Basel Convention	496
Notes and Questions	496
G. Environmental Justice	499
1. The Issue of Environmental Justice	499
Carlton Waterhouse, Abandon All Hope Ye that Enter? Equal Protection, Title VI, and the Divine Comedy of Environmental Justice	499
Notes and Questions	502
2. Judicial Response	505
South Camden Citizens in Action v. New Jersey Dept. of Environmental Protection	507
Notes and Questions	515
3. Administrative Response	516
a. Environmental Justice Through RCRA	516
b. EPA Title VI Regulations	520
Notes and Questions	523
Chapter 6. Clean-up: The Comprehensive Environmental Response, Compensation, and Liability Act.....	525
A. Overview.....	527
1. What Is CERCLA?	528
2. What Is the Superfund?.....	533
a. Abandoned Mines	534
Bruce Finley, Troubled Waters	535
b. The Under-Funded Superfund	537
3. How to Clean up a Contaminated Site	539
B. CERCLA in Context.....	541
1. Love Canal and the Statute's History.....	542
Aldo Svaldi, Northeast Denver Neighborhood Is Nation's Most Polluted.....	546

	Electa Draper, Former Rocky Flats Site Stirs Concerns for Some Neighbors.....	547
2.	CERCLA and RCRA	548
3.	CERCLA and State Law	550
4.	CERCLA's Extraterritorial Application	551
C.	The Clean-up Cornerstones.....	551
1.	The National Contingency Plan (NCP)	552
a.	Evolution of the NCP	552
b.	NCP Procedures	554
c.	NCP Substantive Standards	556
2.	The National Priorities List	556
	CTS Corp. v. E.P.A.....	557
a.	Consequences of an NPL Listing	561
b.	Post-Designation Concerns.....	562
c.	Delistings and Deletions.....	562
3.	Removal Actions.....	563
4.	Remedial Actions	566
	Problem.....	566
a.	Protectiveness.....	568
b.	ARARs.....	568
	Problem: The Safe Drinking Water Act.....	570
	Bruce Finley, Drinking Water in Three Colorado Cities Contaminated with Toxic Chemicals above EPA Limits	571
c.	Case Study: ARARs and PCBs	573
d.	Permanence	576
e.	Cost	577
	Notes and Questions	577
5.	Judicial Review	578
	Notes and Questions	582
D.	Liability	582
	Problem: Interpreting Section 107.....	583
1.	The Standard of Liability	583
a.	Strict Liability	584
b.	Joint and Several Liability.....	585
	Burlington Northern and Santa Fe Railway Co. v. United States.....	588
	Notes and Questions	593
c.	Retroactive Liability	594
2.	Potentially Responsible Parties	595
a.	Current Owner/Operator	596
i.	Owners	597
ii.	Operators	599
	Notes and Questions	603
b.	Past Owners/Operators "At the Time of Disposal"	603
	Notes and Questions	606
c.	Generators of Waste-Persons Who "Arranged for Disposal or Treatment"	606

Burlington Northern and Santa Fe Railway Co. v. United States.....	610
Notes and Questions	613
Notes and Questions	616
d. Transporters Involved in Site Selection	617
e. Corporations	618
i. Officers, Directors, and Employees	618
ii. Parent-Subsidiary	620
United States v. Bestfoods	620
Notes and Questions	624
iii. Successor Corporations	625
iv. Dissolved Corporations	627
f. Lenders	629
g. Fiduciaries, Estates, and Beneficiaries	630
h. Federal, State, and Local Governments	631
3. Triggers for Liability.....	632
a. Hazardous Substances	632
Problem	633
b. Release or Threatened Release	635
The Problem of Asbestos I	637
c. Facility	637
The Problem of Asbestos II	638
The Problem of Asbestos III	640
d. Causes the Incurrence of Response Costs.....	640
4. Recoverable Costs.....	643
a. “All Costs”	643
b. “Not Inconsistent with the National Contingency Plan”	645
c. Natural Resource Damages	646
i. “Natural Resources”	647
ii. Injuries Caused by a Release	647
Problem	648
iii. Who May Bring Suit.....	648
iv. “Damages”	649
5. Defenses.....	650
a. Section 107(b) Defenses	651
i. Acts of God and Acts of War	651
ii. Third Party Defense	652
iii. The Innocent Purchaser.....	654
A Note on the BFPP Windfall Lien	658
Notes and Questions	661
b. Other Defenses	661
i. Statute of Limitations	661
ii. Equitable Defenses.....	662
iii. Indemnity and Hold Harmless Agreements	663
Notes and Questions	664
E. Cost-Recovery Actions and Apportionment of Liability	665
1. Government Cost-Recovery and Enforcement Actions.....	665
a. Judicial Relief.....	666
b. Administrative Orders.....	668

	Problem	669
2.	Settlements and Consent Decrees	669
	Kirk Mitchell, Feds Seek to Recoup Clean-up Costs	670
a.	Major Party Settlements and Consent Decrees	672
b.	<i>De Minimis</i> Settlements	674
	Arizona v. City of Tucson.....	675
	Note on Brownfields.....	681
3.	Private Cost-Recovery Actions	681
a.	“Any Other Person”	682
b.	Causation.....	682
c.	“Necessary Costs of Response”	683
d.	“Consistent with the National Contingency Plan”	684
4.	Cost-Recovery vs. Contribution Actions	685
	United States v. Atlantic Research Corp.....	687
	Notes and Questions	692
	Jeffrey M. Gaba, <i>United States v. Atlantic Research: The</i> Supreme Court Almost Gets It Right	693
5.	Apportionment of Liability	696
	The Problem of Orphan Shares.....	697
	INDEX	699