

UNITED STATES ENVIRONMENTAL PROTECTION AGENCY  
REGION 5

IN THE MATTER OF: )  
)  
)  
HEILMAN EXCAVATING & )  
SEPTIC SERVICE, INC. )  
)  
Respondent. )  
\_\_\_\_\_ )

Docket No. CWA-05-2013-0010

Proceeding to Assess a Class II Civil Penalty  
under Section 309(g) of the Clean Water Act,  
33 U.S.C. § 1319(g).

RECEIVED  
APR 24 2013

REGIONAL HEARING CLERK  
U.S. ENVIRONMENTAL  
PROTECTION AGENCY

CONSENT AGREEMENT AND FINAL ORDER

1. Complainant, the Director of the Water Division, U.S. Environmental Protection Agency, Region 5, and Respondent, Heilman Excavating & Septic Service, Inc. (Respondent), have agreed to the settlement of this action before the filing of a complaint. Therefore, this action is simultaneously commenced and concluded under Sections 22.13(b) and 22.18(b) of the *Consolidated Rules of Practice Governing the Administrative Assessment of Civil Penalties, Issuance of Compliance or Corrective Action Orders, and the Revocation, Termination or Suspension of Permits* found at 40 C.F.R. §§ 22.13(b) and 22.18(b).
2. EPA institutes this civil administrative proceeding for the assessment of a civil penalty pursuant to the authority granted in Section 309(g) of the Federal Water Pollution Control Act, commonly known as the Clean Water Act (CWA), 33 U.S.C. § 1319(g).
3. Respondent consents to the entry of this Consent Agreement and Final Order (CAFO), all of the conditions of this CAFO, and the assessment of the civil penalty as outlined in this CAFO.
4. EPA and Respondent agree that the settlement of this matter pursuant to 40 C.F.R. § 22.13(b) is in the public interest and that the entry of this CAFO without engaging in litigation is the most efficient means of resolving this matter.

## STATUTORY AND REGULATORY BACKGROUND

5. Section 405(e) of the CWA, 33 U.S.C. § 1345(e), states that: “The determination of the manner of disposal or use of sludge is a local determination, except that it shall be unlawful for any person to dispose of sludge from a publicly owned treatment works or any other treatment works treating domestic sewage for any use for which regulations have been established pursuant to Section 405(d) of the CWA, 33 U.S.C. § 1345(d), except in accordance with such regulations.”
6. Pursuant to Section 405(d) of the CWA, 33 U.S.C. § 1345(d), the Administrator published the “Standards for the Use or Disposal of Sewage Sludge” on February 19, 1993, codified at 40 C.F.R. Part 503. By the terms of the regulation, the requirements of Part 503 became effective on February 19, 1994. 40 C.F.R. § 503.2(a).
7. 40 C.F.R. § 503.3(b) states that: “No person shall use or dispose of sewage sludge through any practice for which requirements are established in this part except in accordance with such requirements.”
8. 40 C.F.R. § 503.7 states that: “Any person who prepares sewage sludge shall ensure that the applicable requirements in this part are met when the sewage sludge is applied to the land, placed on a surface disposal site, or fired in a sewage sludge incinerator.”
9. Section 502(5) of the CWA, 33 U.S.C. § 1362(5), and 40 C.F.R. § 503.9(q) define the term “person” as including, among other things, an individual.
10. 40 C.F.R. § 503.9(w) defines the term “sewage sludge” as solid, semi-solid or liquid residue generated during the treatment of domestic sewage in a treatment works.

11. 40 C.F.R. § 503.9(f) defines the term “domestic septage” as either liquid or solid material removed from a septic tank, cesspool, portable toilet, Type III marine sanitation device or similar treatment works that receives only domestic sewage.

12. 40 C.F.R. § 503.11(a) defines the term “agricultural land” as land on which a food crop, a feed crop or a fiber crop is grown. This includes range land and land used as a pasture.

13. 40 C.F.R. § 503.17(b) requires that:

When domestic septage is applied to agricultural land, forest, or a reclamation site, the person who applies the domestic septage shall develop the following information and shall retain the information for five years:

- (1) The location, by either street address or latitude and longitude, of each site on which domestic septage is applied.
- (2) The number of acres in each site on which domestic septage is applied.
- (3) The date domestic septage is applied.
- (4) The nitrogen requirement for the crop or vegetation grown on each site during a 365 day period.
- (5) The rate, in gallons per acre per 365 day period, at which domestic septage is applied to each site.
- (6) The following certification statement:  
I certify, under penalty of law, that the information, that will be used to determine compliance with the pathogen requirements (insert either §503.32(c)(1) or § 503.32(c)(2)) and the vector attraction reduction requirement in [insert § 503.33(b)(9), 503.33(b)(10), or § 503.33(b)(12)] was prepared under my direction and supervision in accordance with the system designed to ensure that qualified personnel properly gather and evaluate this information. I am aware that there are significant penalties for false certification including the possibility of fine and imprisonment.
- (7) A description of how the pathogen requirements in either § 503.32(c)(1) or (c)(2) are met.
- (8) A description of how the vector reduction requirements in § 503.33(b)(9), (b)(10), or (b)(12) are met.

14. Section 309(g) of the CWA, 33 U.S.C. § 1319(g), authorizes the Administrator to assess a Class II civil penalty under Section 309(g)(2)(B) of the CWA, 33 U.S.C. § 1319(g)(2)(B), after consultation with the State, when the Administrator finds, on the basis of any information

available, that a person has violated Section 405 of the CWA, 33 U.S.C. § 1345.

### **GENERAL ALLEGATIONS**

15. Complainant alleges that Respondent is an individual doing business in the State of Illinois.
16. Complainant alleges that Respondent is a “person” as defined by Section 502(5) of the CWA, 33 U.S.C. § 1362(5), and 40 C.F.R. § 503.9(q).
17. Complainant alleges that, at all times relevant to this CAFO, Respondent owns and operates a business located at 1607 Nofsinger Road, Washington, Illinois 61571.
18. Complainant alleges that, at all times relevant to this CAFO, Respondent was receiving and treating domestic septage from domestic septage tanks and disposing of these wastes by applying them to local land on which food, feed, and/or fiber crops are grown.

### **ALLEGED VIOLATIONS**

19. Complainant incorporates paragraphs 1 through 18 of this CAFO as if set forth in this paragraph.
20. On August 2, 2011, EPA issued an Information Request to Respondent, pursuant to Section 308 of the CWA, 33 U.S.C. § 1318, ordering Respondent to submit information regarding Respondent’s compliance with federal regulations governing the land application of domestic septage.
21. Respondent partially replied to EPA’s information request on September 8, 2011.
22. EPA requested additional information from Respondent in response to the September 8, 2011 reply on October 14, 2011.
23. Respondent replied to EPA’s request on November 17, 2011.

24. Based on information submitted in response to the Information Request and follow-up communications with the Respondent, EPA determined that Respondent failed to develop and maintain records pertaining to the land application of domestic septage, as set forth at 40 C.F.R. Part 503.

25. Complainant alleges that on at least six hundred and eighty-seven (687) occasions between July of 2007 and July of 2011, Respondent emptied liquid or solid material from a septic tank or cesspool, and placed it onto open agricultural land, but failed to generate and maintain certain records required by 40 C.F.R. § 503.17(b).

26. Complainant alleges that on each of these occasions, Respondent failed to comply with the record keeping requirements of 40 C.F.R. § 503.17(b)(6) when it failed to develop and retain records that contain the required certification.

27. Complainant alleges that on each of the 687 occasions, Respondent failed to keep adequate records indicating, at a minimum: the number of acres in each site on which domestic septage is applied required by 40 C.F.R. § 503.17(b)(2); the nitrogen requirement of the crop grown on the site appropriate for conditions in Tazewell County, Illinois, as required by 40 C.F.R. § 503.17(b)(4); the rate, in gallons per acre per year, at which domestic septage is applied to each site, as required by 40 C.F.R. § 503.17(b)(5); the execution of the certification provided at 40 C.F.R. § 503.17(b)(6); an adequate description of how the pathogen requirements of 40 C.F.R. § 503.32(c)(1) or (c)(2) were met; or an adequate description of how the vector attraction requirements in 40 C.F.R. § 503.33(b)(9), (b)(10), or (b)(12) were met.

28. Complainant alleges that Respondent's applications of domestic septage to agricultural land without properly preparing and maintaining the records specified at 40 C.F.R. §§ 503.17(b) constitute violations of Section 405(e) of the CWA, 33 U.S.C. § 1345(e).

## CIVIL PENALTY

29. On April 25, 2012, EPA issued a Notice of Intent to File a Civil Administrative Complaint against Respondent for violations of the standards set forth at 40 C.F.R. Part 503. EPA offered Respondent an opportunity to advise EPA of any factors to be considered before the filing of a complaint.

30. Respondent subsequently claimed an inability to pay the proposed civil penalty and provided EPA with three (3) years of financial records (tax returns and financial statements) to support his claim.

31. Based on analysis of the factors specified in Section 309(g)(3) of the CWA, 33 U.S.C. § 1319(g)(3), and Respondent's inability to pay claim, Complainant has determined that an appropriate civil penalty to settle this action is \$3,838.

32. Respondent must pay the \$3,838 civil penalty by mailing a certified or cashier's check made payable to "Treasurer, United States of America" within 30 days after both parties have executed this CAFO and it becomes effective.

33. Respondent must send the check to the following address:

[for checks sent by regular U.S. Postal Service mail]

U.S. EPA  
Fines and Penalties  
Cincinnati Finance Center  
P.O. Box 979077  
St. Louis, MO 63197-9000

[for checks sent by express mail]

U.S. Bank  
Government Lockbox 979077  
U.S. EPA Fines and Penalties  
1005 Convention Plaza  
Mail Station SL-MO-C2GL  
St. Louis, MO 63101

34. This civil penalty is not deductible for federal tax purposes.
35. A transmittal letter, stating Respondent's name, complete address, and the case docket number must accompany the payment. Respondent shall simultaneously and separately send notice of such payment, including a copy of the check, to each of the following three persons at the address indicated:

Regional Hearing Clerk  
Planning and Management Division (R-13J)  
EPA, Region 5  
77 West Jackson Boulevard  
Chicago, Illinois 60604-3590

Jacqueline Clark  
Associate Regional Counsel  
Office of Regional Counsel (C-14J)  
EPA, Region 5  
77 West Jackson Boulevard  
Chicago, Illinois 60604-3590

Keith Middleton  
Water Division (WC-15J)  
EPA, Region 5  
77 West Jackson Boulevard  
Chicago, Illinois 60604-3590

36. Respondent's failure to pay the assessed civil penalty in accordance with the provisions of this CAFO will result in the referral of this matter to the United States Department of Justice for collection in accordance with Section 309(g)(9) of the CWA, 33 U.S.C. § 1319(g)(9). In

such an action, the validity, amount, and appropriateness of such penalty shall not be subject to review. In addition to any unpaid balance and interest on this penalty, Respondent shall also be required to pay attorney's fees and costs for collection proceedings and a quarterly nonpayment penalty. This nonpayment penalty shall be in an amount equal to 20% of the aggregate amount of Respondent's penalties and nonpayment penalties which are unpaid as of the beginning of each such quarter.

37. Notwithstanding any other provision of this CAFO, interest shall accrue on any amount overdue under the terms of this CAFO at an annual rate calculated in accordance with 40 C.F.R. § 13.11.

#### **GENERAL PROVISIONS**

38. This CAFO settles EPA's claims for civil penalties for the violations alleged above.

39. Respondent admits the jurisdictional allegations in this CAFO and neither admits nor denies the factual allegations and alleged violations in this CAFO.

40. For purposes only of the allegations and agreements made herein, upon execution of this CAFO, Respondent waives all rights to request a judicial or administrative hearing on any issue of law or fact set forth in this CAFO, including, but not limited to, its right to request a hearing under Section 309(g)(2)(B) of the CWA, 33 U.S.C. § 1319(g)(2)(B) and 40 C.F.R. § 22.15(c), and its right to appellate review of the CAFO under Section 309(g)(8)(B) of the CWA, 33 U.S.C. § 1319(g)(8)(B).

41. This CAFO does not affect the rights of EPA or the United States to pursue appropriate injunctive or other equitable relief or criminal sanctions for any violation of law.



42. This CAFO does not affect Respondent's responsibility to comply with the CWA and other applicable federal, state and local laws and regulations.
43. This CAFO resolves the allegations asserted herein through the effective date of this CAFO.
44. Respondent certifies that it is complying fully with Section 405 of the CWA, 33 U.S.C. § 1345, and the regulations at 40 C.F.R. Part 503.
45. The terms of this CAFO bind Respondent and its successors and assigns.
46. The representative of each party signing this CAFO certifies that he or she has authority to enter into the terms of this CAFO and bind that party to it.
47. Each party signing this CAFO agrees to bear its own costs and attorney's fees in this action.
48. The information required to be maintained or submitted pursuant to this CAFO is not subject to the Paperwork Reduction Act of 1980, 44 U.S.C. § 3501 *et seq.*
49. Pursuant to 40 C.F.R. § 22.38, the State was notified of this proceeding and the other terms of this settlement.
50. The effective date of this CAFO is the date that the CAFO is filed in the office of the Regional Hearing Clerk, after having been signed by the Regional Administrator or his designated representative and subjected to the requirements of Section 309(g)(4)(C) of the CWA, 33 U.S.C. § 1319(g)(4)(C).
51. Complainant has provided public notice of and reasonable opportunity to comment on the proposed issuance of this CAFO in accordance with Section 309(g)(4) of the CWA, 33 U.S.C. § 1319(g)(4) and 40 C.F.R. § 22.45(b).

52. This CAFO constitutes the entire agreement between the parties.

**CONSENT AGREEMENT AND FINAL ORDER**

**In the Matter of: Heilman Excavating & Septic Service, Inc.  
Docket No.**

For Respondent:

Milton Heilman  
Milton Heilman  
Heilman Excavating & Septic Service, Inc.

3-25-2013  
Date

For Complainant:

Tinka G. Hyde  
Tinka G. Hyde  
Director, Water Division  
U.S. Environmental Protection Agency  
Region 5

4-16-13  
Date

**CONSENT AGREEMENT AND FINAL ORDER**  
**In the Matter of: Heilman Excavating & Septic Service, Inc.**  
**Docket No. CWA-05-2013-0010**

**FINAL ORDER**

This CAFO is hereby approved. The Respondent is hereby ORDERED to comply with all of the terms of the CAFO effective immediately upon filing of this CAFO with the Regional Hearing Clerk. This Final Order concludes this proceeding pursuant to 40 C.F.R. §§ 22.18 and 22.31. IT IS SO ORDERED.

By: \_\_\_\_\_  
Susan Hedman  
Regional Administrator  
United States Environmental Protection Agency  
Region 5

Dated: \_\_\_\_\_