



UNITED STATES ENVIRONMENTAL PROTECTION AGENCY

REGION 4  
ATLANTA FEDERAL CENTER  
61 FORSYTH STREET  
ATLANTA, GEORGIA 30303-8960

NOV 18 2008

**CERTIFIED MAIL** 7007 2680 0001 3596 5201  
**RETURN RECEIPT REQUESTED**

The Honorable Sam Johnson  
Chairman, Polk County Board  
of County Commissioners  
Attn: Mr. Michael S. Craig, Esq.  
330 West Church Street  
Bartow, Florida 33830

Re: Consent Agreement and Final Order  
Docket No. CWA-04-2008-4534(b)

Dear Mr. Johnson:

Enclosed please find a fully executed copy of the Consent Agreement and Final Order that has been finalized by the Environmental Protection Agency and the Regional Judicial Officer. Please make note of the provisions under Section IV. Payment. The payment of twelve thousand one hundred and fifty dollars (\$12,150) shall be due within thirty (30) days of the effective date of the Consent Agreement and Final Order.

If you have any concerns or questions, please contact Mr. Michael Hom at (404) 562-9748. Legal inquiries should be directed to Mr. William T. Jones, Associate Regional Counsel, at (404) 562-9582.

Sincerely,

A handwritten signature in black ink, appearing to read "Douglas F. Mundrick".

*for* Douglas F. Mundrick, P.E., Chief  
Water Programs Enforcement Branch  
Water Management Division

Enclosure

cc: Florida Department of Environmental  
Protection

Internet Address (URL) • <http://www.epa.gov>

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UNITED STATES ENVIRONMENTAL PROTECTION AGENCY  
REGION 4

IN THE MATTER OF:

Polk County Utilities  
Polk County, Florida

Respondent.

)  
) **CONSENT AGREEMENT AND**  
) **FINAL ORDER**

)  
) **Docket No. CWA-04-2008-4534(b)**

**CONSENT AGREEMENT**

**I. Statutory Authority**

1. This is a civil penalty proceeding pursuant to Section 309(g)(2)(A) of the Clean Water Act ("CWA"), 33 U.S.C. § 1319(g)(2)(A), and 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*, including Subpart I, published at 64 Fed. Reg. 40176 (July 23, 1999), and codified at 40 Code of Federal Regulations ("C.F.R.") Part 22.

2. The authority to take action under Section 309(g)(2)(A) of the CWA, 33 U.S.C. § 1319(g)(2)(A), is vested in the Administrator of the United States Environmental Protection Agency ("EPA"). The Administrator has delegated this authority to the Regional Administrator Region 4, who in turn has redelegated this authority to the Director of the Water Management Division, who in turn has delegated this authority to the Chief of the Water Programs Enforcement Branch of EPA Region 4 ("Complainant").

**II. Allegations**

3. At all times relevant to this action, Polk County Utilities, Polk County, Florida ("Respondent"), was a municipality duly organized and existing under the laws of the State of Florida and, therefore, a "person" within the meaning of Section 502(5) of the CWA, 33 U.S.C. § 1362(5), and 40 C.F.R. §§ 503.9(o) and (q).

4. At all times relevant to this action, Respondent owned and/or operated four wastewater treatment plants: Central Regional, located at 35 Vaughn Road, Winter Haven, Florida; Northeast Regional, located at 200 Westview Drive, Davenport, Florida; Northwest Regional, located at 8950 North Campbell Road, Lakeland, Florida; and Southwest Regional, located at 2000 4th Street, Mulberry, Florida, each a publicly owned treatment works ("POTW") with a design flow rate equal to or greater than one million gallons per day, or that serves 10,000 people or more, or is a "Class I sludge management facility" as defined in 40 C.F.R. § 503.9(c).

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HEARING CLERK  
EPA REGION IV

5. Respondent is a “person who prepares sewage sludge” as defined in 40 C.F.R. § 503.9(r), as either the person who generates sewage sludge during the treatment of domestic sewage in a treatment works or the person who derives a material from sewage sludge, and is thus subject to the requirements of the CWA and 40 C.F.R. Part 503.

6. Section 405(e) of the CWA, 33 U.S.C. § 1345(e), makes it unlawful for any person to dispose of sludge from a treatment works treating domestic sewage except in accordance with regulations promulgated pursuant to Section 405(d) of the CWA, 33 U.S.C. § 1345(d), which are found at 40 C.F.R. Part 503.

7. 40 C.F.R. Part 503 establishes standards for the use and disposal of sludge, and consists of general requirements, pollutant limits, management practices, operational standards, frequency of monitoring, recordkeeping, and reporting, for the final use or disposal of sewage sludge generated during the treatment of domestic sewage in a treatment works.

8. 40 C.F.R. § 503.18(a) requires that Class I sludge management facilities, POTWs with a design flow rate equal to or greater than one million gallons per day, and POTWs that serve 10,000 people or more submit certain information to the permitting authority (EPA) on February 19th of each year. This information is hereinafter referred to as the “annual sludge report.”

9. Based on information obtained and reviewed which outlines the Respondent’s sewage sludge disposal practices, for calendar years 2003 through 2006, the Respondent disposed sewage sludge generated from the Central Regional, Northeast Regional, Northwest Regional, and the Southwest Regional POTW via land application subject to 40 C.F.R. Part 503, and is subject to the reporting requirements of 40 C.F.R. § 503.18(a).

10. The Respondent failed to timely submit to EPA its annual sludge report, for calendar years 2003 through 2006 by no later than February 19<sup>th</sup> of the following year respectively.

11. On August 10, 2007, EPA issued Administrative Order No. CWA-04-2007-4791 to require the Respondent to submit information required under 40 C.F.R. § 503.18(a). On September 17, 2007, Respondent submitted the information.

12. 40 CFR § 503.16 requires that the frequency of monitoring for the pollutants listed in Table 1, Table 2, Table 3 and Table 4 of § 503.13; the pathogen density requirements in § 503.32(a) and § 503.32(b)(2); and the vector attraction reduction requirements in § 503.33(b)(1) through (b)(4) and § 503.33(b)(7) through (b)(8) shall be the frequency in Table 1 of § 503.16.

13. The Respondent failed to monitor the sewage sludge subject to 40 CFR § 503.16 at Central Regional for 2<sup>nd</sup> quarter 2006, based on the information submitted by the Respondent.

14. 40 CFR § 503.13(a)(1) states: “[b]ulk sewage sludge ...shall not be applied to the land if the concentration of any pollutant in the sewage sludge exceeds the ceiling concentration for the pollutant in Table 1 of §503.13.”

15. The Respondent land applied sewage sludge from the Northwest Regional Wastewater Treatment Plant which the Molybdenum (Mo) exceeded the ceiling limitation outline in Table 1 of § 503.13 in 2004, based on the information submitted by the Respondent.

16. Therefore, Respondent violated Section 405(e) of the CWA, 33 U.S.C. § 1345(e), by: failing to timely submit the annual sludge reports pursuant to 40 C.F.R. § 503.18(a); failing to monitor at Central Regional pursuant to 40 CFR § 503.16; and land applying Northwest Regional sewage sludge in which the Mo exceeded the ceiling limitation outline in Table 1 of § 503.13.

### **III. Stipulations and Findings**

17. Complainant and Respondent have conferred for the purpose of settlement pursuant to 40 C.F.R. § 22.18 and desire to resolve this matter and settle the allegations described herein without a formal hearing. Therefore, without the taking of any evidence or testimony, the making of any argument, or the adjudication of any issue in this matter, and in accordance with 40 C.F.R. § 22.13(b), this Consent Agreement and Final Order (“CA/FO”) will simultaneously commence and conclude this matter.

18. For the purposes of this CA/FO, Respondent admits the jurisdictional allegations set out above and neither admits nor denies the factual allegations set out above.

19. Respondent hereby waives its right to contest the allegations set out above and its right to appeal the Final Order accompanying this Consent Agreement.

20. Respondent consents to the assessment of and agrees to pay the civil penalty as set forth in this CA/FO.

21. By signing this CA/FO, Respondent certifies that the information it has supplied concerning this matter was at the time of submission, and is, truthful, accurate, and complete for each such submission, response and statement. Respondent realizes that there are significant penalties for submitting false or misleading information, including the possibility of fines and/or imprisonment for knowing submission of such information.

22. EPA reserves the right to assess and collect any and all civil penalties for any violation described herein to the extent that any information or certification provided by Respondent was materially false or inaccurate at the time such information or certification was provided to EPA.

23. Complainant and Respondent agree to settle this matter by their execution of this CA/FO. The parties agree that the settlement of this matter is in the public interest and that this CA/FO is consistent with the applicable requirements of the CWA.

#### **IV. Payment**

24. Pursuant to Section 309(g)(2)(A) of the CWA, 33 U.S.C. § 1319(g)(2)(A), and considering the nature of the violations and other relevant factors, EPA has determined that Twelve Thousand One Hundred and Fifty Dollars (\$12,150) is an appropriate civil penalty to settle this action.

25. Respondent shall submit payment of the penalty specified in the preceding paragraph via a cashier's or certified check, payable to the order of "Treasurer, United States of America." The check shall reference on its face the name of Respondent and the Docket Number of this CA/FO. Such payment shall be tendered to:

U.S. Environmental Protection Agency  
Fines and Penalties  
Cincinnati Finance Center  
P.O. Box 979077  
St. Louis, Missouri 63197-9000.

26. At the time of payment, Respondent shall send a separate copy of the check, and a written statement that payment has been made in accordance with this CA/FO, to the following persons at the following addresses:

Regional Hearing Clerk  
U.S. Environmental Protection Agency, Region 4  
61 Forsyth Street, S.W.  
Atlanta, Georgia 30303-8960

and

Ms. Mary Mattox  
U.S. Environmental Protection Agency, Region 4  
Water Management Division  
Water Programs Enforcement Branch  
Gulf Enforcement Section  
61 Forsyth Street, S.W.  
Atlanta, Georgia 30303-8960.

27. The penalty amount specified in Paragraph 24 above shall represent civil penalties assessed by EPA and shall not be deductible for purposes of federal taxes.

28. Pursuant to 40 C.F.R. Parts 13 and 31 U.S.C. § 3717 et seq., if EPA does not receive payment of the penalty assessed by this CA/FO in full by its due date, interest shall accrue on the unpaid balance from the due date through the date of payment at an annual rate equal to the rate of the current value of funds to the United States Treasury as prescribed and published by the Secretary of the Treasury. If all or part of the payment is overdue, EPA will assess a late-payment handling charge of \$15.00, with an additional delinquent notice charge of \$15.00 for

each subsequent thirty (30) day period. EPA will also assess on a monthly basis an up to six per cent (6%) per annum penalty on any principal amount not paid within ninety (90) days of the due date.

29. Pursuant to Section 309(g)(9) of the CWA, 33 U.S.C. § 1319(g)(9), failure by the Respondent to pay the penalty assessed by the CA/FO in full by its due date may subject the Respondent to a civil action to collect the assessed penalty plus interest (at currently prevailing rates from the effective date of this CA/FO), attorneys fees, costs for collection proceedings and a quarterly nonpayment penalty for each quarter during which such failure to pay persists. Such nonpayment penalty shall be in an amount equal to twenty per cent (20%) of the aggregate amount of such penalty and nonpayment penalty which are unpaid as of the beginning of such quarter. In any such collection action, the validity, amount and appropriateness of the penalty and of this CA/FO shall not be subject to review.

## **V. General Provisions**

30. This CA/FO shall not relieve Respondent of its obligation to comply with all applicable provisions of federal, state, or local law, nor shall it be construed to be a ruling on, or determination of, any issue related to any federal, state, or local permit. Other than as expressed herein, compliance with this CA/FO shall not be a defense to any actions subsequently commenced pursuant to federal laws and regulations administered by the EPA.

31. Nothing in this CA/FO shall be construed as prohibiting, altering, or in any way limiting the ability of the United States to seek any other remedies or sanctions available by virtue of Respondent's violation of this CA/FO or of the statutes and regulations upon which this agreement is based, or for Respondent's violation of any federal or state statute, regulation or permit.

32. Except as otherwise set forth herein, this CA/FO constitutes a settlement by Complainant and Respondent of all claims for civil penalties pursuant to the CWA with respect to only those violations alleged in this CA/FO. Nothing in this CA/FO is intended to nor shall be construed to operate in any way to resolve any criminal liability of the Respondent, or other liability resulting from violations that were not alleged in this CA/FO. Other than as expressed herein, Complainant does not waive any right to bring an enforcement action against Respondent for violation of any federal or state statute, regulation or permit, to initiate an action for imminent and substantial endangerment, or to pursue criminal enforcement.

33. Each undersigned representative of the parties to this CA/FO certifies that he or she is fully authorized to enter into the terms and conditions of this CA/FO and to execute and legally bind that party to it.

34. This CA/FO applies to and is binding upon Respondent and its officers, directors, employees, agents, successors and assigns.

35. Any change in the legal status of Respondent including, but not limited to, any transfer of assets of real or personal property, shall not alter Respondent's responsibilities under this CA/FO.

36. Each party shall bear its own costs and attorneys fees in connection with the action resolved by this CA/FO.

37. In accordance with 40 C.F.R. § 22.5, the individuals below are authorized to receive service relating to this proceeding.

For Complainant:

William T. Jones  
Assistant Regional Counsel  
U.S. Environmental Protection Agency, Region 4  
61 Forsyth Street, S.W.  
Atlanta, Georgia 30303-8960  
(404) 562-9582

For Respondent:

The Honorable Sam Johnson, Chairman  
Polk County Board of County Commissioners  
330 West Church Street  
Bartow, Florida 33830  
(863) 534-6000

38. The parties acknowledge and agree that this CA/FO is subject to the requirements of 40 C.F.R. § 22.45(c)(4), which provides a right to petition to set aside a consent agreement and proposed final order based on comments received during the public comment period.

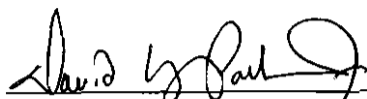
39. Pursuant to Section 309(g) of the CWA, 33 U.S.C. § 1319(g), and 40 C.F.R. § 22.38(b), Complainant represents that the State of Florida was provided a prior opportunity to consult with Complainant regarding this matter.

**VI. Effective Date**

40. The effective date of this CA/FO shall be the date on which the CA/FO is filed with the Regional Hearing Clerk.


**AGREED AND CONSENTED TO:**

For COMPLAINANT, U.S. ENVIRONMENTAL PROTECTION AGENCY:

*for*   
Douglas F. Mundrick, P.E., Chief  
Water Programs Enforcement Branch  
Water Management Division  
U.S. EPA Region 4

Date: 9/26/08

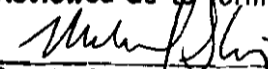
For RESPONDENT, POLK COUNTY UTILITIES, POLK COUNTY, FLORIDA:

  
The Honorable Sam Johnson, Chairman  
Polk County Board of County Commissioners  
330 West Church Street  
Bartow, Florida 33830

Date: 9-10-08 N. 90



Reviewed as to form and legal sufficiency

 9/9/08  
County Attorney's Office Date



UNITED STATES ENVIRONMENTAL PROTECTION AGENCY  
REGION 4

IN THE MATTER OF:

Polk County Utilities  
Polk County, Florida

Respondent.

)  
) **CONSENT AGREEMENT AND**  
) **FINAL ORDER**

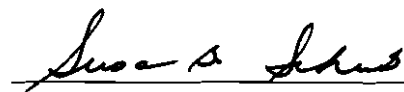
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)  
) **Docket No. CWA-04-2008-4534(b)**

**FINAL ORDER**

In accordance with 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*, including Subpart I, 40 C.F.R. Part 22, and authorities delegated to me, the foregoing Consent Agreement is hereby approved and incorporated by reference into this Final Order. Pursuant to Section 309(g)(2)(A) of the CWA, 33 U.S.C. § 1319(g)(2)(A), Respondent is hereby ordered to comply with the terms of the foregoing Consent Agreement.

U.S. ENVIRONMENTAL PROTECTION AGENCY

Date: Nov. 13, 2008



Susan B. Schub  
Regional Judicial Officer

**CERTIFICATE OF SERVICE**

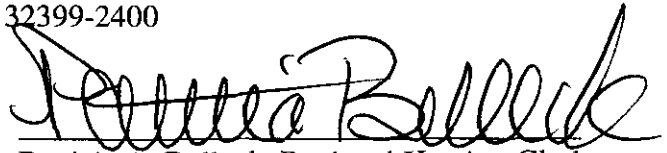
The undersigned certifies that a true and correct copy of the attached **CONSENT AGREEMENT AND FINAL ORDER** in the matter of the Polk County Utilities, Polk County, Florida, Docket No. CWA-04-2008-4534(b) (filed with the Regional Hearing Clerk on NOV 18 2008, 2008) was served on NOV 18 2008, 2008, in the manner specified to each of the persons listed below.

**By hand-delivery:** William T. Jones  
Associate Regional Counsel  
U.S. EPA, Region 4  
61 Forsyth Street, S.W.  
Atlanta, Georgia 30303

**By certified mail,  
return receipt requested:** The Honorable Sam Johnson, Chairman  
Polk County Board of County Commissioners  
330 West Church Street  
Bartow, Florida 33830

Michael S. Craig  
Polk County Attorney  
Drawer AT01  
P.O. Box 9005  
Bartow, Florida 33831-9005

Janet G. Llewellyn, Director  
Division of Water Resource Management  
Florida Department of Environmental Protection  
2600 Blair Stone Road  
Tallahassee, Florida 32399-2400



Patricia A. Bullock, Regional Hearing Clerk  
United States Environmental  
Protection Agency, Region 4  
Sam Nunn Atlanta Federal Center  
61 Forsyth Street, S.W.  
Atlanta, Georgia 30303  
(404) 562-9511

**EPA ACCOUNTS RECEIVABLE CONTROL NUMBER FORM**

**TO BE COMPLETED BY THE ORIGINATING OFFICE:**

(Attach a copy of the final order and transmittal letter to Defendant/Respondent)

This form was originated by: Mary Mattox on 9/22/08  
(Name) (Date)

in the WMD/WPEB/GES at (404) 562- 9733  
(Office) (Telephone Number)

- |  |   |
|--|---|
| <input type="checkbox"/> Non-SF Judicial Order/Consent Decree<br>USAO COLLECTS | <input type="checkbox"/> Administrative Order/Consent Agreement<br>FMO COLLECTS PAYMENT |
| <input type="checkbox"/> SF Judicial Order/Consent Decree<br>DOJ COLLECTS      | <input type="checkbox"/> Oversight Billing - Cost Package required:<br>Sent with bill   |
| <input type="checkbox"/> Other Receivable                                      | <input type="checkbox"/> Not sent with bill   |
| <input type="checkbox"/> This is an original debt                              | <input type="checkbox"/> Oversight Billing - Cost Package not required                  |
|  | <input type="checkbox"/> This is a modification   |

PAYEE: Polk County Utilities, Bartow, FL  
(Name of person and/or Company/Municipality making the payment)

The Total Dollar Amount of the Receivable: \$ 12,151  
(If installments, attach schedule of amounts and respective due dates. See Other side of this form.)

The Case Docket Number: CWA-04-2008-4534(b)

The Site Specific Superfund Account Number: WMD

The Designated Regional/Headquarters Program Office: \_\_\_\_\_

**TO BE COMPLETED BY LOCAL FINANCIAL MANAGEMENT OFFICE:**

The IFMS Accounts Receivable Control Number is: \_\_\_\_\_ Date: \_\_\_\_\_

**DISTRIBUTION:**

A. **JUDICIAL ORDERS:** Copies of this form with an attached copy of the front page of the **FINAL JUDICIAL ORDER** should be mailed to:

- |  |   |
|--|---|
| 1. Debt Tracking Officer<br>Environmental Enforcement Section<br>Department of Justice RM 1647<br>P.O. Box 7611, Benjamin Franklin Station<br>Washington, D.C. 20044 | 2. Originating Office (EAD)<br>3. Designated Program Office |
|--|---|

B. **ADMINISTRATIVE ORDERS:** Copies of this form with an attached copy of the front page of the Administrative Order should be to:

- |  |   |
|--|---|
| 1. Originating Office<br>2. Regional Hearing Clerk | 3. Designated Program Office<br>4. Regional Counsel (EAD) |
|--|---|