



UNITED STATES ENVIRONMENTAL PROTECTION AGENCY  
REGION 8

1595 Wynkoop Street  
DENVER, CO 80202-1129  
Phone 800-227-8917  
<http://www.epa.gov/region08>

APR 21 2010

Ref: 8ENF-W-NP

**CERTIFIED MAIL 70083230000307294417**  
**RETURN RECEIPT REQUESTED**

Brad Benson  
Royal Flush Septic Service Inc.  
P.O. Box 23  
Chester, SD 57016-0023

Re: Findings of Violation and Order for  
Compliance under Section 309 of the  
Clean Water Act  
Docket No. **CWA-08-2010-0011**

Dear Mr. Benson:

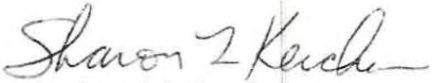
Enclosed is a Findings of Violation and Order for Compliance (Order) issued by the United States Environmental Protection Agency (EPA) pursuant to Section 309(a) of the Clean Water Act, as amended (Act), 33 U.S.C. § 1319(a). Based on our review of all available information, EPA has determined that Royal Flush Septic Service Inc. (Royal Flush) is in violation of the Act. The Act prohibits, among other things, the disposal of sewage sludge except as in compliance with regulations promulgated pursuant to Section 405 of the Act, 33 U.S.C. § 1345, and found at 40 C.F.R. Part 503.

The Order specifies the nature of the violations under the Act and describes the actions necessary for Royal Flush to achieve compliance. Specifically, the Order requires Royal Flush to comply with the recordkeeping and pathogen and vector attraction reduction regulations pertaining to the land disposal of domestic septage.

Section 309(a) of the Act provides a variety of possible enforcement actions, including the filing of a civil or criminal action (33 U.S.C. § 1319(a)). Section 508 allows for debarment from Federal contracts and/or loans for any noncompliance with the Act or with an order issued pursuant to the CWA (33 U.S.C. § 1368). Please be advised that issuance of this Order does not preclude civil or criminal U.S. District Court action or EPA administrative penalty proceedings for the violations cited in the Order. Please review the Order carefully. Failure to comply with the requirements of the Order shall constitute a violation of the Order.

If you have any questions regarding this letter, the enclosed Order, or any other matters pertinent to compliance with the Act, the most knowledgeable people on my staff regarding these matters are Natasha Davis, Technical Enforcement, at (303) 312-6225, and Amy Swanson, Enforcement Attorney, at (303) 312-6906.

Sincerely,

  
for Andrew M. Gaydosh  
Assistant Regional Administrator  
Office of Enforcement, Compliance  
and Environmental Justice

Enclosure

cc: Tina Artemis, Regional Hearing Clerk



UNITED STATES  
ENVIRONMENTAL PROTECTION AGENCY  
REGION 8

2010 APR 21 AM 9:15

IN THE MATTER OF: )  
)  
Royal Flush Septic Service Inc. )  
P.O. Box 23 )  
Chester, SD 57016-0023, )  
)  
Respondent. )

Docket No. CWA-08-2010-0011  
**FINDINGS OF VIOLATION  
AND ORDER FOR COMPLIANCE**  
Proceeding Under Section 309(a) of the  
Clean Water Act, 33 U.S.C. § 1319(a)

FILED  
EPA REGION VIII  
HEARING CLERK

**STATUTORY AUTHORITY**

The following findings are made and order issued pursuant to § 309(a) of the Clean Water Act (Act), 33 U.S.C. § 1319(a), which authorizes the Administrator of the U.S. Environmental Protection Agency (EPA) to issue an order requiring compliance by a person found to be in violation of, *inter alia*, §§ 301 or 405 of the Act, or in violation of any permit condition or limitation implementing such sections of the Act. This authority has been properly delegated to the undersigned Assistant Regional Administrator of the Office of Enforcement, Compliance and Environmental Justice, EPA Region 8.

**FINDINGS OF FACT**

**Respondent**

1. Royal Flush Septic Service Inc. (Respondent) owns and operates a domestic septage disposal business located in Chester, South Dakota.
2. The Respondent's business includes the pumping of sewage sludge (in the form of domestic septage) from residential and commercial septic tanks into a vacuum tank truck, and the land application of that sewage sludge from the vacuum tank truck.

3. The Respondent is a "person" for purposes of federal enforcement under §§ 309 and 502(5) of the Act, 33 U.S.C. §§ 1319 and 1362(5), and 40 C.F.R. § 503.9(q).
4. EPA sent the Respondent a Request for Information pursuant to § 308 of the Act, 33 U.S.C. § 1318, on November 4, 2009, to determine compliance with § 405 of the Act, 33 U.S.C. § 1345, and the implementing regulations at 40 C.F.R. Part 503.
5. The Respondent submitted a response to the Information Request dated December 21, 2009.

#### **General Prohibitions and Regulatory Authorization Regarding Sewage Sludge**

6. Section 405(d)(1) of the Act directs the Administrator to develop and publish "regulations providing guidelines for the disposal of sludge and the utilization of sludge for various purposes." 33 U.S.C. § 1345(d)(1). Those regulations are promulgated at 40 C.F.R. Part 503, and, pursuant to 40 C.F.R. § 503.1(b), apply to any person who prepares sewage sludge or applies sewage sludge to the land.
7. Subpart B of the Standards for the Use or Disposal of Sewage Sludge, 40 C.F.R. §§ 503.10, *et seq.*, sets forth the requirements for land applying sewage sludge.
8. 40 C.F.R. § 503.3(b) prohibits the use or disposal of sewage sludge through any practice for which requirements are established in Part 503 except in accordance with such requirements.

#### **Definitions**

9. "Sewage sludge" is defined at 40 C.F.R. § 503.9(w) as "solid, semi-solid, or liquid residue generated during the treatment of domestic sewage in treatment works. Sewage sludge includes, but is not limited to, domestic septage. . ."

10. "Domestic septage" is defined, in part, at 40 C.F.R. § 503.9(f) 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. Domestic septage does not include liquid or solid material removed from a septic tank, cesspool, or similar treatment works that receives either commercial wastewater or industrial wastewater and does not include grease removed from a grease trap at a restaurant.
11. "Agricultural land" is defined at 40 C.F.R. § 503.11(a) as "land on which a food crop, a feed crop, or a fiber crop is grown. This includes range land and land used as pasture."
12. "Land application" is defined at 40 C.F.R. § 503.11(h), in part, as "the spraying or spreading of swage sludge onto the land surface . . . or the incorporation of sewage sludge into the soil so that the sewage sludge can either condition the soil or fertilize crops or vegetation grown in the soil."

### FINDINGS OF VIOLATION

#### **Recordkeeping**

13. 40 C.F.R. § 503.17(b) provides that when domestic septage is applied to agricultural land, the person who applies the domestic septage shall develop the following information and retain the information for five years on each site on which domestic septage is applied:
  - (1) the location, by either street address or latitude and longitude;
  - (2) the number of acres;
  - (3) the application date;
  - (4) the nitrogen requirement for the crop or vegetation grown during a 365 day period;

- (5) the application rate in gallons per acre per 365 day period;
- (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 40 C.F.R. §§ 503.32(c)(1) or (c)(2) are met; and
- (8) a description of how the vector attraction reduction requirements in 40 C.F.R. §§ 503.33(b)(9), (10), or (12) are met.

14. Based on the Respondent's Information Request Response, the Respondent stated that he land applied domestic septage on agricultural lands located at T105N, R52W, Section 11 (160 acres); T105N, R52W, Section 1 (134 acres); at T105N, R51W, Section 2 (160 acres); T105N, R51W, Section 1 (144.57 acres); T105N, R51W, Section 6 (219.62 acres); T105N, R51W, Section 7 (79.47 acres); T105N, R52W, Section 11 (120 acres); and T105N, R52W, Section 1 (158.77 acres).
15. Respondent failed to develop and retain for a period of five (5) years the information required by 40 C.F.R. § 503.17(b)(3) through (8) for each land application of domestic septage on agricultural land referenced in Paragraph 14 above.
16. Respondent's failure to develop and retain for five (5) years the information specified in 40 C.F.R. § 503.17(b)(3) through (8) for each land application of domestic septage on

agricultural land constitutes a separate violation of § 405 of the Act, 33 U.S.C. § 1345, and 40 C.F.R. §§ 503.3(b) and 503.17(b).

### **Application Rate**

17. 40 C.F.R. § 503.12(c) provides no person shall apply domestic septage to agricultural land during a 365 day period if the annual application rate in 40 C.F.R. § 503.13(c) has been reached during that period.
18. 40 C.F.R. § 503.13(c) provides that the annual application rate for domestic septage applied to agricultural land shall not exceed the annual application rate calculated using the following equation.

$$AAR \text{ (gallons/ac/yr)} = \frac{N}{0.0026}$$

*Annual application rates (AAR) = shall not exceed the crops N agronomic rate (determined by the sampling the nitrogen concentration of the soil and of the septage).*

*N = the amount of nitrogen in lbs/acre/year required by the crop grown and 0.0026 is a conversion factor.*

19. Respondent's Information Request Response contained soil nitrogen sample analyses from some but not all of the agricultural land application sites identified in Paragraph 14.
20. Respondent's Information Request Response failed to contain a record of annual application rate in gallons per acre per 365 day period or a record of the nitrogen amount, in pounds, needed by the particular crop(s) applied with septage.
21. Respondent's failure to determine the annual application rate on each site prior to land applying domestic septage on agricultural land constitutes a separate violation of § 405 of the Act, 33 U.S.C. § 1345, and 40 C.F.R. § 503.13(c).

## **Pathogen and Vector Attraction Reduction**

22. 40 C.F.R. § 503.15 sets forth the operational standards for pathogen and vector attraction reduction when domestic septage is applied to agricultural land.
23. 40 C.F.R. § 503.31(f) defines “pathogenic organisms” as “disease-causing organisms, including, but not limited to, certain bacteria, protozoa, viruses, and viable helminth ova.”
24. 40 C.F.R. § 503.31(k) defines “vector attraction” as “the characteristic of sewage sludge that attracts rodents, flies, mosquitoes, or other organisms capable of transporting infectious agents.”
25. 40 C.F.R. § 503.15(b) states that the pathogen requirements in 40 C.F.R. §§ 503.32(c)(1) or (c)(2) shall be met when either:
  - (1) Domestic septage is applied to agricultural land and site restrictions set forth in 40 C.F.R. § 503.32(b)(5) are met, which states, in part, that public access to land with a high potential for public exposure shall be restricted for one year after application of domestic septage or public access to land with a low potential for public exposure shall be restricted for 30 days after application of domestic septage; and crop harvesting restrictions set forth in 40 C.F.R. § 503.32(b)(5) are met, which states, in part, that food crops with harvested parts that touch the sewage sludge/soil mixture and are totally above the land surface shall not be harvested for 14 months after application of sewage sludge. Food crops with harvested parts below the surface of the land shall not be harvested for 20 months after application of domestic septage when the domestic septage remains on the land surface for four months or longer prior to incorporation into the soil. Food



crops, feed crops, and fiber crops shall not be harvested for 30 days after application of sewage sludge; or

(2) Domestic septage is applied to agricultural land and pH adjustment set forth in 40 C.F.R. § 503.32(c)(2) are met, which provides that the pH of domestic septage applied to agricultural land be raised to 12 or higher by alkali addition and, without the addition of more alkali, that it shall remain at 12 or higher for 30 minutes; and crop harvesting restrictions set forth in 40 C.F.R. § 503.32(b)(5) are met.

26. 40 C.F.R. § 503.15(d) states that the vector attraction reduction requirements in 40 C.F.R. § 503.33(b)(9), (10) or (12) shall be met when domestic septage is applied to agricultural land and either:

(1) 40 C.F.R. § 503.33(b)(9) requires that domestic septage be injected below the surface of the land, that no significant amount of the sewage sludge be present on the land surface within one hour after the sewage sludge is injected, and that when the sewage sludge that is injected below the surface of the land is Class A with respect to pathogens, the sewage sludge must be injected below the land surface within eight hours after being discharged from the pathogen treatment process; or

(2) 40 C.F.R. § 503.33(b)(10)(i) requires that domestic septage applied to the land surface be incorporated into the soil within six hours after application to or placement on the land, unless otherwise specified by the permitting authority; or

(3) 40 C.F.R. § 503.33(b)(12) requires that the pH of domestic septage be raised to 12 or higher by alkali addition and, without the addition of more alkali, that it shall remain at 12 or higher for 30 minutes.

27. For at least the last five (5) years, the Respondent failed to either (1) inject the domestic septage below the surface of the land; (2) incorporate the domestic septage into the soil within six hours after application to or placement on the land; or (3) raise the pH of the domestic septage to 12 or higher by alkali addition and, without the addition of more alkali, maintain the pH at 12 or higher for 30 minutes when land applying domestic septage to the surface of agricultural land referenced in Paragraph 14 above.
28. Each failure by Respondent to comply with the pathogen and vector attraction reduction requirements set forth in 40 C.F.R. §§ 503.32(c)(1) and (c)(2), and 503.33(b)(9), (10), (12), constitutes a separate violation of the requirements and § 405 of the Act, 33 U.S.C. § 1345, 40 C.F.R. §§ 503.3(b) and 503.15.

#### **ORDER**

Based on the foregoing findings and pursuant to § 309 of the Act, 33 U.S.C. § 1319, it is hereby ORDERED that:

29. Within fifteen (15) days of receipt of this Order, Respondent shall submit to EPA written notice of its intent to comply with the requirements of this Order, § 405 of the Act, and 40 C.F.R. Part 503.
30. Respondent shall cease all application of domestic septage to land unless such application complies with the pathogen and vector attraction reduction requirements set forth in 40 C.F.R. § 503.32(c)(1) and (2) and 40 C.F.R. § 503.33(b)(9), (10) and (12).
31. Respondent shall cease all application of domestic septage to land unless and until the information specified in 40 C.F.R. § 503.17(b)(1) through (8) is developed and retained.

32. Respondent shall cease all application of domestic septage to land unless and until such application complies with the application rate requirements set forth in 40 C.F.R. § 503.13(c) calculated using the equation provided (set forth in Paragraph 18 above), including accounting for the nitrogen present in the soil on land application sites listed in Paragraph 14 above.
33. Within thirty (30) days of receipt of this Order, Respondent shall indicate which soil sample analyses provided in the Information Request Response correspond to which land application sites listed in Paragraph 14 above and conduct or have a qualified contractor conduct soil sampling at those land application sites where soil sampling has not been previously conducted.
34. Within ninety (90) days of receipt of this Order, Respondent shall provide the results of the soil samples to EPA at the address provided in Paragraph 37 below.
35. For four (4) consecutive calendar quarters following receipt of this Order, Respondent shall submit quarterly reports that contain the information required to be developed and maintained pursuant to 40 C.F.R. § 503.17(b)(1) through (8) for each load of domestic septage that is land applied. These reports are due on the twenty-eighth (28<sup>th</sup>) day of the month following the end of each quarter. The first quarterly report shall be due on the twenty-eighth (28<sup>th</sup>) day of the month following the end of the first complete calendar quarter. For the purpose of quarterly reporting, Respondent shall use the form attached as Exhibit 1.
36. Respondent shall describe in detail in the first quarterly report, where he chooses not to use pH adjustment to meet pathogen reduction and vector attraction reduction

requirements, any site access restrictions implemented at each of the sites where Respondent currently disposes of or land applies domestic septage or any other type of sewage. The site access description shall include, but not be limited to, whether the sites are partially or completely fenced; whether there are any signs at or near the site; and the nature and land uses of the surrounding property. If the location of Respondent's disposal site(s) change or if the site access restrictions changes on the land to which the domestic septage is applied, Respondent shall notify EPA in the subsequent quarterly report.

37. All written notices, correspondence, plans, schedules, and reports required by this Order shall be sent to the following address:

Natasha Davis (8ENF-W-NP)  
U.S. EPA Region 8  
1595 Wynkoop St.  
Denver, Colorado 80202-1129

38. All reports and information required by this Order shall include the certification statement set forth in Exhibit 2, signed and dated by an individual meeting the definition in 40 C.F.R. § 122.22(a)(3) of a principal executive officer or ranking elected official.

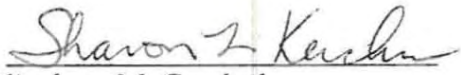
#### **GENERAL PROVISIONS**

39. Any failure to comply with the requirements of this Order shall constitute a violation of this Order and may subject Respondent to penalties as provided under the Act § 309, 33 U.S.C. § 1319.
40. This Order does not constitute a waiver or election by EPA to forego any civil or criminal action to seek penalties, fines, or other relief as it may deem appropriate under the Act.


47. Compliance with the terms and conditions of this Order shall not be construed to relieve Respondent of its obligation to comply with any applicable federal, state, or local law or regulation.
48. This Order shall be effective upon receipt by Respondent.

**UNITED STATES ENVIRONMENTAL  
PROTECTION AGENCY, REGION 8,  
Complainant.**

Date: April 20, 2010

  
Andrew M. Gaydosh  
Assistant Regional Administrator  
Office of Enforcement, Compliance,  
and Environmental Justice

Date: 4/21/2010

  
Amy Swanson, Enforcement Attorney  
U.S. EPA, Region 8  
1595 Wynkoop St. (8ENF-L)  
Denver, CO 80202-1129  
Telephone: 303/312-6906  
Facsimile: 303/312-6953

**CERTIFICATE OF SERVICE**

The undersigned hereby certifies that the original and one copy of the attached FINDINGS OF VIOLATION AND ORDER FOR COMPLIANCE was hand delivered to the Regional Hearing Clerk, EPA Region 8, 1595 Wynkoop St., Denver, Colorado, and that a true copy of the same was sent via Certified Mail to the following:

Brad Benson  
Royal Flush Septic Service Inc.  
P.O. Box 23  
Chester, SD 57016-0023

4/21/10  
DATE

Judith M. McTernan  
SIGNATURE OF SERVER

Exhibit 1

Royal Flush Septic Service

PO Box 23

Chester, SD 57016-0023

- 1. Source of Septage: \_\_\_\_\_
- 2. Gallons of Septage: \_\_\_\_\_
- 3. Location of Septage Disposal (Only One)  
Land Applied at \_\_\_\_\_
- 4. Number of Acres Septage Applied \_\_\_\_\_

5. Nitrogen Requirement (Check One)

<u>Crop</u>	<u>lb N/acre/year</u>	<u>gals Septage/acre/year</u>
<input type="checkbox"/> Corn	100	38,500
<input type="checkbox"/> Oats	60	23,000
<input type="checkbox"/> Irrigated Hay/Grass	100	38,500
<input type="checkbox"/> Dryland Hay/Grass	30	11,500
<input type="checkbox"/> Irrigated Wheat	75	28,900
<input type="checkbox"/> Dryland Wheat	50	19,300
<input type="checkbox"/> Other _____	_____	_____

6. Treatment for Pathogens (Check one)

- a. None (Must use either 7a or 7b below) [40 C.F.R. § 503.32(c)(1)]

Describe Site Access Restrictions: \_\_\_\_\_

- b. pH 12 for 30 minutes [40 C.F.R. § 503.32(c)(2)]

7. Treatment for Vector Attraction Reduction (Check One)

- a. Injected below the surface [40 C.F.R. § 503.33(b)(9)]
- b. Plowed into the soil within 6 hours [40 C.F.R. § 503.33(b)(10)]
- c. pH 12 for 30 minutes [40 C.F.R. § 503.33(b)(12)]

8. Monitoring Frequency Requirements

pH of container before application \_\_\_\_\_

I certify, under penalty of law, that the pathogen requirements and the vector attraction reduction requirements described above have been met. This determination has been made under my direction and supervision in accordance with the system designed to ensure that qualified personnel properly gather and evaluate the information used to determine that the pathogen requirements and vector attraction reduction requirements have been met. I am aware that there are significant penalties for false certification including the possibility of fine and imprisonment.

9. Signed: \_\_\_\_\_

10. Date: \_\_\_\_\_

**Exhibit 2**

**Statement of Certification  
Royal Flush Septic Service**

I certify under penalty of law that this document and all attachments were prepared under my direction or supervision in accordance with a system designed to assure that qualified personnel properly gather and evaluate the information submitted. Based on my inquiry of the person or persons who manage the system, or those persons directly responsible for gathering the information, I certify that the information submitted is, to the best of my knowledge and belief, true, accurate, and complete. I am aware that there are significant penalties for submitting false information, including the possibility of fine and imprisonment for knowing violations

\_\_\_\_\_  
Signature

\_\_\_\_\_  
Date

\_\_\_\_\_  
Printed Name

\_\_\_\_\_  
Official Title