ALABAMA DEPARTMENT OF
ENVIRONMENTAL MANAGEMENT

IN THE MATTER OF	)	
THE UTILTIES BOARD OF THE CITY OF CULLMAN DUCK RIVER DAM, T10S, R1W, S7, CULLMAN, CULLMAN COUNTY, ALABAMA NPDES PERMIT NO. ALR109092	)	CONSENT ORDER 14-XXX-CLD

PREAMBLE

This Special Order by Consent is made and entered into by the Alabama Department of Environmental Management (hereinafter "Department" or "ADEM") and The Utilities Board of the City of Cullman (hereinafter "Operator") pursuant to the provisions of the Alabama Environmental Management Act, Ala. Code §§ 22-22A-1 to 22-22A-16 (2006 Rplc. Vol.), the Alabama Water Pollution Control Act (hereinafter "AWPCA"), Ala. Code §§ 22-22-1 to 22-22-14 (2006 Rplc. Vol.) and the regulations promulgated pursuant thereto, and § 402 of the Federal Water Pollution Control Act, 33 U.S.C. § 1342 (2006).

STIPULATIONS

1. The Operator is a governmental agency which is constructing the Duck River Dam - (hereinafter "Facility") located in T10S, R1W, S7 near Cullman County Road 1640, near City of Cullman, Cullman County, Alabama. Sediment and other pollutants in stormwater runoff from the Facility have the potential to discharge and/or have discharged to Duck River, a water of the State.

2. The Department is a duly constituted department of the State of Alabama pursuant to Ala. Code §§ 22-22A-1 to 22-22A-16 (2006 Rplc. Vol.).

3. Pursuant to Ala. Code § 22-22A-4(n) (2006 Rplc. Vol.), the Department is the State Agency responsible for the promulgation and enforcement of water pollution control regulations in accordance with the Federal Water Pollution Control Act, 33 U.S.C. §§ 1251 to 1387 (2006). In addition, the Department is authorized to administer and enforce the provisions of the AWPCA.

4. The following references and acronyms are used in this Consent Order and, when used, shall have the meaning of the name or title referenced below.

BMPs	Best Management Practices
CBMPP	Construction Best Management Practices Plan
NTUs	Nephelometric Turbidity Units
NOI	Notice of Intent
NOV	Notice of Violation
NPDES	National Pollutant Discharge Elimination System
QCP	ADEM-recognized Qualified Credentialed Professional
SPCC	Spill Prevention Control & Countermeasures

5. Pursuant to ADEM Admin. Code rs. 335-6-12-.05(1) and 335-6-12-.11(1), the Operator is required to obtain NPDES coverage prior to commencing and/or continuing regulated disturbance activities.

6. On March 6, 2012, the Operator submitted to the Department NOI requesting NPDES coverage under NPDES General Permit ALR100000 (hereinafter "Permit").

7. The Department granted authorization ALR109092 to the Operator on March 27, 2012. General Permit ALR100000 is scheduled to expire March 31, 2016.

8. Pursuant to Part III. A. of the Permit, the Permittee shall design, install, and maintain effective erosion controls and sediment controls, appropriate for site conditions. Sediment control measures, erosion control measures, and other site management practices must be properly selected based on site-specific conditions, must meet or exceed the technical standards outlined in the Alabama Handbook For Erosion Control, Sediment Control, And Stormwater Management On Construction Sites And Urban Areas published by the Alabama Soil and Water Conservation Committee (hereinafter the "Alabama Handbook") and the site-specific CBMPP prepared in accordance with Part III. D of the Permit.

9. During the July 11, 2014, inspection, the Department observed and documented that the Operator had not properly implemented and maintained effective BMPs, a violation of Part III. A. of the Permit.

10. Pursuant to Part III. H. 3. of the Permit, the permittee shall promptly take all reasonable steps to remove, to the maximum extent practical, pollutants deposited offsite or in any waterbody or stormwater conveyance structure.

11. In addition, during the July 11, 2014, inspection the Department observed and documented discharges from the Facility were causing substantial visible contrast in instream turbidity downstream of the Facility, causing a violation of State Water Quality Standards for turbidity.

12. An NOV dated July 22, 2014 was sent to the Operator by the Department as a result of the July 11, 2014 inspection. The NOV notified the Operator of deficiencies documented at the Facility, and required the Operator to submit to the Department, within ten days of receipt of the NOV, a report prepared by a QCP showing steps that were taken at the Facility to correct the noted violations within ten days of receipt of the NOV. The Department received the required report in a timely manner.

13. During the November 17, 2014 inspection, the Department observed and documented that the Operator had not properly implemented and maintained effective BMPs, a violation of Part III. A. of the Permit.

14. Pursuant to Part III. H. 3. of the Permit, the permittee shall promptly take all reasonable steps to remove, to the maximum extent practical, pollutants deposited offsite or in any waterbody or stormwater conveyance structure.

15. During the November 17, 2014, inspection, The Department observed and documented accumulations of sediment resulting from discharges from the Facility in Henderson Branch and Duck River.

16. In addition, during the November 17, 2014, inspection the Department observed and documented discharges from the Facility were causing substantial visible contrast in instream turbidity downstream of the Facility, causing a violation of State Water Quality Standards for turbidity.

17. An NOV dated November 26, 2014 was sent to the Operator by the Department as a result of the November 17, 2014, inspection. The NOV notified the Operator of deficiencies

documented at the Facility, and required the Operator to submit to the Department, within ten days of receipt of the NOV, a report prepared by a QCP showing steps that were taken at the Facility to correct the noted violations within ten days of receipt of the NOV. The Department received the required report in a timely manner.

18. The Operator consents to abide by the terms of the following Consent Order and to pay the civil penalty assessed herein.

19. The Department has agreed to the terms of this Consent Order in an effort to resolve the violations cited herein without the unwarranted expenditure of State resources in further prosecuting the above alleged violations. The Department has determined that the terms contemplated in this Consent Order are in the best interests of the citizens of Alabama.

CONTENTIONS

Pursuant to Ala. Code § 22-22A-5(18)(c) (2006 Rplc. Vol.), in determining the amount of any penalty, the Department must give consideration to the seriousness of the violations, including any irreparable harm to the environment and any threat to the health or safety of the public; the standard of care manifested by such person; the economic benefit which delayed compliance may confer upon such person; the nature, extent and degree of success of such person's efforts to minimize or mitigate the effects of such violations upon the environment; such person's history of previous violations; and the ability of such person to pay such penalty. Any civil penalty assessed pursuant to this authority shall not exceed $25,000.00 for each violation, provided however, that the total penalty assessed in an order issued by the Department shall not exceed $250,000.00. Each day such violation continues shall constitute a separate violation. In arriving at this civil penalty, the Department has considered the following:

A. SERIOUSNESS OF THE VIOLATIONS: The Department considered the general nature of each violation, the magnitude and duration of each non-compliant discharge, their effects, if any, on impaired waters, and any available evidence of irreparable harm to the environment or threat to the public. The Department determined the base penalty to be $21,000.00.

B. THE STANDARD OF CARE: In considering the standard of care manifested by the Operator, the Department noted that violations continued to be observed at the Facility after issuing less formal enforcement. In consideration of this factor, the Department noted that the standard of care taken by the Operator was not commensurate with the applicable regulatory requirements. The Department also noted that failure to implement and maintain BMPs resulted in offsite sediment accumulation on adjacent property and in State waters which could have been avoided by continual implementation and maintenance of effective BMPs. Thus, the Department enhanced the penalty by an additional $31,500.00

C. ECONOMIC BENEFIT WHICH DELAYED COMPLIANCE MAY HAVE CONFERRED: The Operator avoided certain costs associated with the proper implementation and maintenance of BMPs. Based on the Department's estimates of these delayed costs and the timeframe of non-compliance, the Department believes that the Operator did derive a significant economic benefit from these violations. In consideration of the economic benefit to the owner/operator, the Department enhanced the penalty by an additional $15,000.00.

D. EFFORTS TO MINIMIZE OR MITIGATE THE EFFECTS OF THE VIOLATIONS UPON THE ENVIRONMENT: The Department is unaware of any efforts by the Operator to minimize or mitigate the effects of the violations upon the environment.

E. HISTORY OF PREVIOUS VIOLATIONS: The Department is unaware of historical violations previous to those addressed herein.

F. THE ABILITY TO PAY: The Department is unaware of any evidence regarding the Operator's inability to pay the civil penalty.

G. OTHER FACTORS: It should be noted that this Special Order by Consent is a negotiated settlement and, therefore, the Department has compromised the amount of the penalty the Department believes is warranted in this matter in the spirit of cooperation and the desire to resolve this matter amicably, without incurring the unwarranted expense of litigation.

H. The Civil Penalty is summarized in the penalty synopsis.

ORDER

Therefore, the Operator, along with the Department, desires to resolve and settle the compliance issues cited above. The Department has carefully considered the facts available to the Department and has considered the six penalty factors enumerated in Ala. Code § 22-22A-5(18)(c) (2006 Rplc. Vol.), as well as the need for timely and effective enforcement.

The Department believes that the following conditions are appropriate to address the violations alleged herein. Therefore, the Department and the Operator (hereinafter "Parties") agree to enter into this Consent Order with the following terms and conditions:

A. That the Operator shall pay to the Department a civil penalty in the amount of $57,500.00 in settlement of the violations alleged herein within forty-five days from the date of issuance of this Consent Order. Failure to pay the civil penalty within forty-five days from the date of issuance may result in the Department's filing a civil action in the Circuit Court of Montgomery County to recover the civil penalty.

B. That all penalties due pursuant to this Consent Order shall be made payable to the Alabama Department of Environmental Management by certified or cashier's check and shall be remitted to:

Office of General Counsel
Alabama Department of Environmental Management
PO Box 301463
Montgomery, Alabama 36130-1463

C. That the Operator shall take immediate action to prevent, to the maximum extent practicable, sediment and other pollutants in stormwater leaving the Facility and prevent noncompliant and/or unpermitted discharges of pollutants to waters of the State.

D. That the Operator shall, within five days from the date of issuance of this Consent Order, the Operator shall have a QCP perform a comprehensive inspection of the Facility, offsite conveyances, and affected State waters.

E. That the Operator shall, within thirty days from the date of issuance of this Consent Order, fully implement effective BMPs, designed by a QCP, that meet or exceed the technical standards outlined in the Alabama Handbook, the site CBMPP plan, and ADEM

Admin. Code chap. 335-6-12, and correct all deficiencies at the Facility and offsite conveyances, including sediment removal or remediation.

F. That the Operator shall, within seven days of the completion of the activities required in paragraph E above, submit to the Department a certification signed by the QCP that effective BMPs that meet or exceed the technical standards outlined in the Alabama Handbook, the site CBMPP plan, and ADEM Admin. Code chap. 335-6-12 have been implemented, all deficiencies have been corrected, and full compliance with the requirements of ADEM Admin Code chap. 335-6-12, has been achieved at the Facility, offsite conveyances, and affected State waters.

G. That this Consent Order shall apply to and be binding upon both parties, their directors, officers, and all persons or entities acting under or for them. Each signatory to this Consent Order certifies that he or she is fully authorized by the party he or she represents to enter into the terms and conditions of this Consent Order, to execute the Consent Order on behalf of the party represented, and to legally bind such party.

H. That, subject to the terms of these presents and subject to provisions otherwise provided by statute, this Consent Order is intended to operate as a full resolution of the violations which are cited in this Consent Order.

I. That the Operator is not relieved from any liability if the Operator fails to comply with any provision of this Consent Order.

J. That for purposes of this Consent Order only, the Department may properly bring an action to compel compliance with the terms and conditions contained herein in the Circuit Court of Montgomery County. In any action brought by the Department to compel compliance with the terms of this Agreement, the Operator shall be limited to the defenses of Force Majeure, compliance with this Agreement and physical impossibility. A Force Majeure is defined as any event arising from causes that are not foreseeable and are beyond the reasonable control of the Operator, including the Operator's contractors and consultants, which could not be overcome by due diligence (i.e., causes which could have been overcome or avoided by the exercise of due diligence will not be considered to have been beyond the

reasonable control of the Operator) and which delays or prevents performance by a date required by the Consent Order. Events such as unanticipated or increased costs of performance, changed economic circumstances, normal precipitation events, or failure to obtain federal, state, or local permits shall not constitute Force Majeure. Any request for a modification of a deadline must be accompanied by the reasons (including documentation) for each extension and the proposed extension time. This information shall be submitted to the Department a minimum of ten working days prior to the original anticipated completion date. If the Department, after review of the extension request, finds the work was delayed because of conditions beyond the control and without the fault of the Operator, the Department may extend the time as justified by the circumstances. The Department may also grant any other additional time extension as justified by the circumstances, but the Department is not obligated to do so.

K. That the sole purpose of this Consent Order is to resolve and dispose of all allegations and contentions stated herein concerning the factual circumstances referenced herein. Should additional facts and circumstances be discovered in the future concerning the Facility which would constitute possible violations not addressed in this Consent Order, then such future violations may be addressed in Orders as may be issued by the Director, litigation initiated by the Department, or such other enforcement action as may be appropriate, and the Operator shall not object to such future Orders, litigation or enforcement action based on the issuance of this Consent Order if future Orders, litigation or other enforcement action address new matters not raised in this Consent Order.

L. That this Consent Order shall be considered final, effective, and issued immediately upon signature of all parties. This Consent Order shall not be appealable, and the Operator does hereby waive any hearing on the terms and conditions of same.

M. That this Consent Order shall not affect the Operator's obligation to comply with any federal, State, or local laws or regulations.

N. That final approval and entry into this Consent Order are subject to the requirements that the Department give notice of proposed penalty Orders to the public, and that the public have at least thirty days within which to comment on the Consent Order.

O. That, should any provision of this Consent Order be declared by a court of competent jurisdiction or the Environmental Management Commission to be inconsistent with federal or State law and therefore unenforceable, the remaining provisions herein shall remain in full force and effect.

P. That any modifications of this Consent Order must be agreed to in writing and signed by both parties.

Q. That, except as otherwise set forth herein, this Consent Order is not and shall not be interpreted to be a permit or modification of an existing permit under federal, State or local law, and shall not be construed to waive or relieve the Operator of the Operator's obligations to comply in the future with any permit coverage.

Executed in duplicate with each part being an original.

THE UTILTIES BOARD OF THE
CITY OF CULLMAN

Wayne Fuller
(Signature of Authorized Representative)

WAYNE FULLER
(Print Name of Authorized Representative)

CHAIRMAN
Title

Date Signed: 4/24/15

ALABAMA DEPARTMENT OF
ENVIRONMENTAL MANAGEMENT

_____
Lance R. LeFleur
Director

Date Signed: _____

ATTACHMENT 1 - PENALTY SYNOPSIS

The Utilities Board of the City of Cullman – Duck River Reservoir Dam Cullman, Cullman County NPDES ALR109092

Violation	Number of Violations	Seriousness of Violation & Base Penalty*	Standard of Care*	History of Previous Violations*
Effective Best Management Practices (BMPs) not implemented and/or maintained	2	$6,000	$9,000	
Discharge/accumulation of sediment offsite	1	$5,000	$7,500	
Water Quality Standard Violation	2	$10,000	$15,000	
Totals:		**$21,000.00**	**$31,500**	

Economic Benefit*:	**$15,000.00**
Sub-Total:	**$67,500.00**
Mitigating Factors*:	
Ability to Pay*:	
Other Factors*:	
Amount of Initial Penalty:	**$67,500.00**
Total Adjustments:	**$10,000.00**
Final Penalty:	**$57,500.00**

*See the "Department's Contentions" portion of the Order for a detailed description of each violation and the penalty factors.