

ILLINOIS POLLUTION CONTROL BOARD
December 1, 2011

COMMONWEALTH EDISON CO.,)
)
Complainant,)
)
v.) PCB 12-50
) (Citizens Enforcement - Land)
FREDERICK K. SLAYTON, ANN VOLE)
SLAYTON, and CIONI EXCAVATING,)
INC.,)
)
Respondents.)

ORDER OF THE BOARD (by T.E. Johnson):

On September 15, 2011, Commonwealth Edison Co. (ComEd) filed a complaint against Frederick Slayton, Ann Vole Slayton, and Cioni Excavating, Inc. (Cioni) (collectively, respondents). The complaint concerns the alleged dumping of waste on ComEd's "right of way," located west of and adjacent to 3030 W. 10th Street in Waukegan, Lake County. For the reasons below, the Board accepts the complaint for hearing.

Under the Environmental Protection Act (Act) (415 ILCS 5 (2010)), any person may bring an action before the Board to enforce Illinois' environmental requirements. *See* 415 ILCS 5/3.315, 31(d)(1) (2010); 35 Ill. Adm. Code 103. In this case, ComEd filed a complaint that contains three counts. In count I of the complaint, ComEd alleges that by personally directing or participating in the disposal of waste on ComEd's right of way, Mr. Slayton caused or allowed the open dumping of waste in violation of Section 21(a) of the Act (415 ILCS 5/21(a) (2010)) and disposed of waste at a site that does not meet the requirements of the Act in violation of Section 21(e) of the Act (415 ILCS 5/21(e) (2010)). In count II, ComEd alleges that by personally directing or participating in the disposal of waste on ComEd's right of way, Mrs. Slayton caused or allowed the open dumping of waste in violation of Section 21(a) of the Act (415 ILCS 5/21(a) (2010)) and disposed of waste at a site that does not meet the requirements of the Act in violation of Section 21(e) of the Act (415 ILCS 5/21(e) (2010)). In count III of the complaint, ComEd alleges that by disposing of and participating in the disposal of waste on ComEd's right of way, Cioni caused or allowed the open dumping of waste in violation of Section 21(a) of the Act (415 ILCS 5/21(a) (2010)) and disposed of waste at a site that does not meet the requirements of the Act in violation of Section 21(e) of the Act (415 ILCS 5/21(e) (2010)). ComEd asks that the Board order the respondents to cease and desist from future violations of the Act and clean up ComEd's right of way. The Board finds that the complaint meets the content requirements of the Board's procedural rules. *See* 35 Ill. Adm. Code 103.204(c), (f).

Section 31(d)(1) of the Act provides that "[u]nless the Board determines that [the] complaint is duplicative or frivolous, it shall schedule a hearing." 415 ILCS 5/31(d)(1) (2010);

see also 35 Ill. Adm. Code 103.212(a). A complaint is “duplicative” if it is “identical or substantially similar to one brought before the Board or another forum.” 35 Ill. Adm. Code 101.202. A complaint is “frivolous” if it requests “relief that the Board does not have the authority to grant” or “fails to state a cause of action upon which the Board can grant relief.” *Id.* Within 30 days after being served with a complaint, a respondent may file a motion alleging that the complaint is duplicative or frivolous. *See* 35 Ill. Adm. Code 103.212(b). None of the respondents has filed a motion. No evidence before the Board indicates that ComEd’s complaint is duplicative or frivolous.

The Board accepts the complaint for hearing. *See* 415 ILCS 5/31(d)(1) (2010); 35 Ill. Adm. Code 103.212(a). A respondent’s failure to file an answer to a complaint within 60 days after receiving the complaint may have severe consequences. Generally, if a respondent fails within that timeframe to file an answer specifically denying, or asserting insufficient knowledge to form a belief of, a material allegation in the complaint, the Board will consider the respondent to have admitted the allegation. *See* 35 Ill. Adm. Code 103.204(d). On October 31, 2011, ComEd filed proof of service of the complaint upon the respondents. According to the proof of service, Mr. Slayton and Ms. Slayton were served with the complaint on September 23, 2011, while Cioni was served on September 16, 2011. On November 15, 2011, Cioni timely filed an answer to the complaint.

The Board directs the hearing officer to proceed expeditiously to hearing. Among the hearing officer’s responsibilities is the “duty . . . to ensure development of a clear, complete, and concise record for timely transmission to the Board.” 35 Ill. Adm. Code 101.610. A complete record in an enforcement case thoroughly addresses, among other things, the appropriate remedy, if any, for the alleged violations, including any civil penalty.

If a complainant proves an alleged violation, the Board considers the factors set forth in Sections 33(c) and 42(h) of the Act to fashion an appropriate remedy for the violation. *See* 415 ILCS 5/33(c), 42(h) (2010). Specifically, the Board considers the Section 33(c) factors in determining, first, what to order the respondent to do to correct an on-going violation, if any, and, second, whether to order the respondent to pay a civil penalty. The factors provided in Section 33(c) bear on the reasonableness of the circumstances surrounding the violation, such as the character and degree of any resulting interference with protecting public health, the technical practicability and economic reasonableness of compliance, and whether the respondent has subsequently eliminated the violation.

If, after considering the Section 33(c) factors, the Board decides to impose a civil penalty on the respondent, only then does the Board consider the Act’s Section 42(h) factors in determining the appropriate amount of the civil penalty. Section 42(h) sets forth factors that may mitigate or aggravate the civil penalty amount, such as the duration and gravity of the violation, whether the respondent showed due diligence in attempting to comply, any economic benefit that the respondent accrued from delaying compliance, and the need to deter further violations by the respondent and others similarly situated.

With Public Act 93-575, effective January 1, 2004, the General Assembly changed the Act’s civil penalty provisions, amending Section 42(h) and adding a new subsection (i) to

Section 42. Section 42(h)(3) now states that any economic benefit to the respondent from delayed compliance is to be determined by the “lowest cost alternative for achieving compliance.” The amended Section 42(h) also requires the Board to ensure that the penalty is “at least as great as the economic benefits, if any, accrued by the respondent as a result of the violation, unless the Board finds that imposition of such penalty would result in an arbitrary of unreasonable financial hardship.”

Under these amendments, the Board may also order a penalty lower than the respondent’s economic benefit from delayed compliance if the respondent agrees to perform a “supplemental environmental project” (SEP). A SEP is defined in Section 42(h)(7) as an “environmentally beneficial project” that the respondent “agrees to undertake in settlement of an enforcement action . . . but which the respondent is not otherwise legally required to perform.” SEPs are also added as a new Section 42(h) factor (Section 42(h)(7)), as is whether the respondent has “voluntary self-disclosed . . . the non-compliance to the [Illinois Environmental Protection] Agency” (Section 42(h)(6)). A new Section 42(i) lists nine criteria for establishing voluntary self-disclosure of non-compliance. A respondent establishing these criteria is entitled to a “reduction in the portion of the penalty that is not based on the economic benefit of non-compliance.”

Accordingly, the Board further directs the hearing officer to advise the parties that in summary judgment motions and responses, at hearing, and in briefs, each party should consider: (1) proposing a remedy for a violation, if any (including whether to impose a civil penalty), and supporting its position with facts and arguments that address any or all of the Section 33(c) factors; and (2) proposing a civil penalty, if any (including a specific total dollar amount and the portion of that amount attributable to the respondent’s economic benefit, if any, from delayed compliance), and supporting its position with facts and arguments that address any or all of the Section 42(h) factors. The Board also directs the hearing officer to advise the parties to address these issues in any stipulation and proposed settlement that may be filed with the Board.

IT IS SO ORDERED.

Board Member C.K. Zalewski abstained.

I, John Therriault, Assistant Clerk of the Illinois Pollution Control Board, certify that the Board adopted the above order on December 1, 2011, by a vote of 4-0.



John Therriault, Assistant Clerk
Illinois Pollution Control Board