

**First Regular Session
Sixty-seventh General Assembly
STATE OF COLORADO**

INTRODUCED

LLS NO. 09-0340.01 Christy Chase

HOUSE BILL 09-1056

HOUSE SPONSORSHIP

McCann,

SENATE SPONSORSHIP

Kopp,

House Committees

Health and Human Services

Senate Committees

A BILL FOR AN ACT

101 **CONCERNING INCREASED PENALTY AUTHORITY FOR THE DEPARTMENT**
102 **OF PUBLIC HEALTH AND ENVIRONMENT FOR VIOLATIONS OF**
103 **SOLID WASTE DISPOSAL LAWS.**

Bill Summary

(Note: This summary applies to this bill as introduced and does not necessarily reflect any amendments that may be subsequently adopted.)

Authorizes the department of public health and environment (department) to assess an administrative penalty against a solid waste disposal site, facility, or person for violations of solid waste disposal requirements. Allows the department to issue an order assessing an administrative penalty, as well as requiring compliance with solid waste disposal requirements, without first conducting a hearing but allows the

Shading denotes HOUSE amendment. Double underlining denotes SENATE amendment.
Capital letters indicate new material to be added to existing statute.
Dashes through the words indicate deletions from existing statute.

person subject to the penalty to request a hearing.

Outlines the procedures for hearings on such orders and on motions to stay the enforcement of such orders pending the outcome of the hearing. Increases the amount of administrative, civil, and criminal penalties for violations of the solid waste disposal laws from \$2,000 to \$10,000.

Adds criteria that the department, an administrative law judge, or a court is to consider when determining the amount of an administrative or civil penalty.

1 *Be it enacted by the General Assembly of the State of Colorado:*

2 **SECTION 1.** 30-20-113 (2), (4), and (5) (a), Colorado Revised
3 Statutes, are amended, and the said 30-20-113 is further amended BY
4 THE ADDITION OF THE FOLLOWING NEW SUBSECTIONS, to
5 read:

6 **30-20-113. Inspection - enforcement - nuisances - violations -**
7 **civil penalty.** (2) (a) Whenever the department finds that any solid
8 wastes disposal site and facility or any person is in violation of subsection
9 (1) of this section, the department may issue an order requiring that ~~such~~
10 THE site and facility or person comply with any such requirement, rule,
11 ~~regulation,~~ or certificate of designation and may request the attorney
12 general to bring suit for injunctive relief or for penalties pursuant to this
13 section. THE DEPARTMENT SHALL NOT BE REQUIRED TO CONDUCT A
14 HEARING IN ACCORDANCE WITH SECTION 24-4-105, C.R.S., BEFORE
15 ISSUING AN ORDER PURSUANT TO THIS SUBSECTION (2).

16 (b) (I) AN ORDER ISSUED PURSUANT TO THIS SUBSECTION (2) MAY
17 INCLUDE AN ADMINISTRATIVE PENALTY ASSESSMENT AS PROVIDED IN
18 SUBSECTION (4) OR (5) OF THIS SECTION. IN LIEU OF IMPOSING AN
19 ADMINISTRATIVE PENALTY ASSESSMENT FOR A VIOLATION OF SUBSECTION
20 (1) OF THIS SECTION, THE DEPARTMENT MAY SEEK TO HAVE A CIVIL

1 PENALTY IMPOSED, AS PROVIDED IN SUBSECTION (4) OR (5) OF THIS
2 SECTION, FOR SUCH VIOLATION. THE DEPARTMENT SHALL BRING AN
3 ACTION FOR A CIVIL PENALTY IN THE DISTRICT COURT FOR THE JUDICIAL
4 DISTRICT IN WHICH THE VIOLATION OCCURRED.

5 (II) IF THE DEPARTMENT ISSUES AN ORDER THAT DOES NOT
6 CONTAIN AN ADMINISTRATIVE PENALTY ASSESSMENT, THE DEPARTMENT
7 SHALL NOT BE PRECLUDED FROM SUBSEQUENTLY IMPOSING AN
8 ADMINISTRATIVE PENALTY ASSESSMENT OR SEEKING A CIVIL PENALTY FOR
9 THE VIOLATIONS DETAILED IN THE ORDER.

10 (c) THE DEPARTMENT SHALL SERVE AN ORDER ISSUED PURSUANT
11 TO THIS SUBSECTION (2) ON THE PERSON WHO IS THE SUBJECT OF THE
12 ORDER BY PERSONAL SERVICE OR BY CERTIFIED MAIL. IN ADDITION TO
13 IMPOSING AN ADMINISTRATIVE PENALTY, THE ORDER MAY PROHIBIT THE
14 PERSON FROM ENGAGING IN SPECIFIED ACTIVITY IN VIOLATION OF
15 SUBSECTION (1) OF THIS SECTION OR MAY REQUIRE THE PERSON TO
16 COMPLY WITH THE REQUIREMENTS OF PART 1 OR 10 OF THIS ARTICLE. THE
17 ORDER SHALL TAKE EFFECT UPON ISSUANCE UNLESS OTHERWISE SPECIFIED
18 IN THE ORDER.

19 (2.5) (a) A PERSON AGAINST WHOM AN ORDER HAS BEEN ISSUED,
20 REFERRED TO IN THIS SECTION AS THE "REQUESTING PARTY", MAY SUBMIT
21 A WRITTEN REQUEST TO THE OFFICE OF ADMINISTRATIVE COURTS IN THE
22 DEPARTMENT OF PERSONNEL FOR A HEARING ON THE ORDER AND SHALL
23 PROVIDE A COPY OF THE REQUEST TO THE EXECUTIVE DIRECTOR OF THE
24 DEPARTMENT OR THE EXECUTIVE DIRECTOR'S DESIGNEE. THE REQUESTING
25 PARTY SHALL FILE THE REQUEST FOR HEARING BY PERSONAL SERVICE OR
26 BY CERTIFIED MAIL WITHIN THIRTY CALENDAR DAYS AFTER THE EFFECTIVE
27 DATE OF THE ORDER. AN ADMINISTRATIVE LAW JUDGE FROM THE OFFICE

1 OF ADMINISTRATIVE COURTS SHALL CONDUCT THE HEARING IN
2 ACCORDANCE WITH SECTION 24-4-105, C.R.S., EXCEPT AS OTHERWISE
3 SPECIFIED IN THIS SECTION.

4 (b) IF A REQUEST FOR A HEARING IS FILED, PAYMENT OF ANY
5 MONETARY PENALTY IS STAYED PENDING A FINAL DECISION BY THE
6 ADMINISTRATIVE LAW JUDGE AFTER THE HEARING ON THE MERITS.
7 ABSENT A MOTION TO STAY THE ORDER PURSUANT TO PARAGRAPH (c) OF
8 THIS SUBSECTION (2.5), THE REQUESTING PARTY SHALL COMPLY WITH ANY
9 OTHER REQUIREMENTS OF THE ORDER. IF THE ADMINISTRATIVE LAW
10 JUDGE GRANTS A MOTION TO STAY THE ORDER, THE DEPARTMENT SHALL
11 NOT BE PRECLUDED FROM IMPOSING A PENALTY AGAINST THE REQUESTING
12 PARTY FOR SUBSEQUENT VIOLATIONS OF SUBSECTION (1) OF THIS SECTION.

13 (c) (I) THE REQUESTING PARTY MAY SUBMIT A MOTION TO THE
14 ADMINISTRATIVE LAW JUDGE TO STAY THE ENFORCEMENT OF THE ORDER
15 PENDING THE OUTCOME OF THE HEARING. THE ADMINISTRATIVE LAW
16 JUDGE MAY GRANT THE MOTION TO STAY ANY PORTION OF THE ORDER IF
17 HE OR SHE DETERMINES THAT THE BALANCE OF EQUITIES FAVORS THE
18 REQUESTING PARTY. IN MAKING HIS OR HER DETERMINATION, THE
19 ADMINISTRATIVE LAW JUDGE SHALL CONSIDER THE FOLLOWING FACTORS:

20 (A) THE PROBABILITY OF SERIOUS HARM TO THE REQUESTING
21 PARTY IF THE MOTION FOR A STAY IS DENIED;

22 (B) THE PROBABILITY THAT NO SERIOUS HARM TO THE PUBLIC
23 HEALTH OR THE ENVIRONMENT WILL OCCUR IF THE MOTION FOR A STAY IS
24 GRANTED;

25 (C) THE MERITS OF THE REQUESTING PARTY'S CASE; AND

26 (D) THE PUBLIC INTEREST.

27 (II) IF THE ADMINISTRATIVE LAW JUDGE GRANTS A STAY OF ALL OR

1 A PORTION OF THE ORDER, THE REQUESTING PARTY SHALL NOT BE
2 EXCUSED FROM ITS OBLIGATIONS UNDER APPLICABLE LAWS, RULES,
3 PERMITS, AND VALID, EXISTING ORDERS.

4 (III) THE ADMINISTRATIVE LAW JUDGE SHALL EXPEDITE HEARINGS
5 AND DETERMINATIONS ON A MOTION TO STAY AN ORDER. THE
6 REQUESTING PARTY BEARS THE BURDEN OF PROOF IN A MOTION TO STAY
7 AN ORDER.

8 (d) EXCEPT AS PROVIDED IN SUBPARAGRAPH (III) OF PARAGRAPH
9 (c) OF THIS SUBSECTION (2.5), THE DEPARTMENT BEARS THE BURDEN OF
10 PROOF BY A PREPONDERANCE OF THE EVIDENCE IN A HEARING PURSUANT
11 TO THIS SUBSECTION (2.5).

12 (e) UPON THE MOTION OF A PARTY TO THE HEARING, AND IN THE
13 DISCRETION OF THE ADMINISTRATIVE LAW JUDGE, AN ADMINISTRATIVE
14 LAW JUDGE MAY REQUEST AN INTERPRETIVE RULE FROM THE SOLID AND
15 HAZARDOUS WASTE COMMISSION PERTAINING TO ANY RULE THAT IS AT
16 ISSUE IN THE HEARING, BUT ONLY IF THERE IS NO GENUINE ISSUE OF
17 MATERIAL FACT OR THE PARTIES HAVE STIPULATED TO THE MATERIAL
18 FACTS FOR THE PURPOSES OF THE INTERPRETIVE RULE. THE
19 ADMINISTRATIVE LAW JUDGE MAY ADJUST THE SCHEDULE OF THE HEARING
20 TO ACCOMMODATE THE RECEIPT OF AN INTERPRETIVE RULE.
21 NOTWITHSTANDING SECTION 24-4-103 (1), C.R.S., IF THE ADMINISTRATIVE
22 LAW JUDGE REQUESTS, AND THE SOLID AND HAZARDOUS WASTE
23 COMMISSION AGREES TO ISSUE, AN INTERPRETIVE RULE, THE COMMISSION
24 SHALL GIVE NOTICE TO THE PUBLIC OF THE INTERPRETIVE RULE-MAKING
25 PROCEEDING IN ACCORDANCE WITH SECTION 24-4-103, C.R.S. THE
26 COMMISSION SHALL PROVIDE THE NOTICE WITHIN FORTY-FIVE DAYS AFTER
27 RECEIPT OF THE REQUEST. THE COMMISSION SHALL ACCEPT WRITTEN

1 MATERIAL, NOT TO EXCEED FIFTEEN PAGES IN LENGTH, FROM ANY
2 INTERESTED PERSON IF IT IS PROVIDED WITHIN FIFTEEN DAYS AFTER THE
3 DATE THAT NOTIFICATION IS GIVEN. THE COMMISSION SHALL ISSUE THE
4 WRITTEN INTERPRETIVE RULE NO LATER THAN THIRTY DAYS AFTER THE
5 DEADLINE FOR THE SUBMISSION OF WRITTEN MATERIAL. THE LEGAL
6 EFFECT OF ANY SUCH INTERPRETIVE RULE SHALL BE DETERMINED IN
7 ACCORDANCE WITH APPLICABLE LAW AND IS NOT PRESUMED TO BE
8 BINDING ON ANY PARTY TO THE HEARING.

9 (f) NOTWITHSTANDING SECTION 24-4-105 (15), C.R.S., ANY
10 APPEAL OF A DETERMINATION OF THE ADMINISTRATIVE LAW JUDGE
11 PURSUANT TO THIS SUBSECTION (2.5) SHALL BE FILED IN THE APPROPRIATE
12 DISTRICT COURT IN ACCORDANCE WITH SECTION 24-4-106, C.R.S.

13 (2.7) THE DEPARTMENT SHALL BRING AN ACTION FOR A VIOLATION
14 OF SUBSECTION (1) OF THIS SECTION WITHIN TWO YEARS AFTER THE DATE
15 THE DEPARTMENT DISCOVERS AN ALLEGED VIOLATION OR WITHIN FIVE
16 YEARS AFTER THE DATE THE ALLEGED VIOLATION OCCURRED, WHICHEVER
17 DATE OCCURS EARLIER; EXCEPT THAT THE LIMITATION PERIOD IS TOLLED
18 DURING ANY PERIOD THAT A PERSON INTENTIONALLY CONCEALS THE
19 ALLEGED VIOLATION. FOR THE PURPOSES OF THIS SECTION,
20 "INTENTIONALLY" SHALL HAVE THE MEANING PROVIDED FOR SUCH TERM
21 IN SECTION 18-1-501 (5), C.R.S.

22 (4) Any person who violates paragraphs (b) and (c) of subsection
23 (1) of this section shall be subject to a clean-up and cease-and-desist
24 order issued by the department or by the board of county commissioners
25 if the violation occurred in the unincorporated area of the county or by the
26 governing body of a municipality if the violation occurred within the
27 municipality. Any person who fails to comply with such orders shall be

1 subject to a AN ADMINISTRATIVE OR civil penalty of not more than ~~two~~
2 TEN thousand dollars for each day of such violation. ~~Such~~ THE violation
3 and civil penalty shall be determined and enforced by a court of
4 competent jurisdiction upon action instituted by the board or governing
5 body that issued the orders. THE VIOLATION AND ADMINISTRATIVE
6 PENALTY SHALL BE DETERMINED AND ENFORCED IN ACCORDANCE WITH
7 SUBSECTIONS (2), (2.5), AND (5.5) OF THIS SECTION. Any penalty collected
8 shall be distributed to the county or municipality that instituted the action.

9 (5) (a) Any person who is found pursuant to subsection (2) of this
10 section to be in violation of subsection (1) of this section or who fails to
11 comply with an order issued by the department shall be subject to a AN
12 ADMINISTRATIVE OR civil penalty of not more than ~~two~~ TEN thousand
13 dollars for each day of such violation.

14 (5.5) (a) IN DETERMINING THE AMOUNT OF AN ADMINISTRATIVE OR
15 CIVIL PENALTY IMPOSED PURSUANT TO SUBSECTION (4) OR (5) OF THIS
16 SECTION FOR A VIOLATION OF SUBSECTION (1) OF THIS SECTION, THE
17 DEPARTMENT, THE ADMINISTRATIVE LAW JUDGE, OR THE COURT SHALL
18 CONSIDER THE FOLLOWING FACTORS:

- 19 (I) THE SERIOUSNESS OF THE VIOLATION;
- 20 (II) WHETHER THE VIOLATION WAS INTENTIONAL, RECKLESS, OR
21 NEGLIGENT;
- 22 (III) THE IMPACT UPON OR THE THREAT TO PUBLIC HEALTH OR THE
23 ENVIRONMENT AS A RESULT OF THE VIOLATION;
- 24 (IV) THE DEGREE, IF ANY, OF RECALCITRANCE OR RECIDIVISM
25 UPON THE PART OF THE VIOLATOR;
- 26 (V) THE ECONOMIC BENEFIT REALIZED BY THE VIOLATOR AS A
27 RESULT OF THE VIOLATION;

1 (VI) THE VOLUNTARY AND COMPLETE DISCLOSURE BY THE
2 VIOLATOR OF THE VIOLATION IN A TIMELY MANNER AFTER DISCOVERY OF,
3 AND PRIOR TO THE DEPARTMENT'S KNOWLEDGE OF, THE VIOLATION, AS
4 LONG AS ALL REPORTS REQUIRED TO BE SUBMITTED UNDER STATE
5 ENVIRONMENTAL LAWS HAVE BEEN SUBMITTED AS AND WHEN REQUIRED;

6 (VII) THE FULL AND PROMPT COOPERATION BY THE VIOLATOR
7 FOLLOWING DISCLOSURE OF THE VIOLATION, INCLUDING, WHEN
8 APPROPRIATE, ENTERING INTO AND IMPLEMENTING A GOOD FAITH AND
9 LEGALLY ENFORCEABLE AGREEMENT TO UNDERTAKE COMPLIANCE AND
10 REMEDIAL EFFORTS;

11 (VIII) THE EXISTENCE OF A REGULARIZED AND COMPREHENSIVE
12 ENVIRONMENTAL COMPLIANCE PROGRAM OR AN ENVIRONMENTAL AUDIT
13 PROGRAM THAT WAS ADOPTED IN A TIMELY AND GOOD FAITH MANNER AND
14 THAT INCLUDES SUFFICIENT MEASURES TO IDENTIFY AND PREVENT FUTURE
15 NONCOMPLIANCE; AND

16 (IX) OTHER AGGRAVATING OR MITIGATING CIRCUMSTANCES OR
17 FACTORS.

18 (b) THE FACTORS CONTAINED IN SUBPARAGRAPHS (VI), (VII), AND
19 (VIII) OF PARAGRAPH (a) OF THIS SUBSECTION (5.5) SHALL BE MITIGATING
20 FACTORS AND MAY BE APPLIED, TOGETHER WITH OTHER FACTORS, TO
21 REDUCE THE AMOUNT OF THE PENALTY.

22 **SECTION 2.** 30-20-114, Colorado Revised Statutes, is amended
23 to read:

24 **30-20-114. Violation - penalty.** Any person who violates any
25 provision of this part 1 is guilty of a misdemeanor and, upon conviction
26 thereof, shall be punished by a fine of not more than ~~two~~ TEN thousand
27 dollars, or by imprisonment in the county jail for not more than thirty

1 days, or by both such fine and imprisonment. Nothing in this part 1 shall
2 preclude or preempt a municipality from enforcement of its local
3 ordinances. Each day of violation shall be deemed a separate offense
4 under this section.

5 **SECTION 3. Safety clause.** The general assembly hereby finds,
6 determines, and declares that this act is necessary for the immediate
7 preservation of the public peace, health, and safety.