

Chapter 5

The Management of Home Sewage and Semi-Public Sewage Disposal Systems

The Clean Water 2000 Plan anticipates that large areas of northeast Ohio will remain unsewered and will continue to be served by individual home sewage disposal systems (HSDS) over the next twenty years. A number of studies have shown that on-site systems have a high rate of failure and adversely impact water quality in Northeast Ohio. The reasons for this are complex and are tied to deficiencies in the home sewage management system. If areas of Northeast Ohio are to remain unsewered it is the responsibility of the local health departments to improve this management system.

This chapter presents a series of recommendations for improving the management of home sewage disposal systems by local health departments. It is the work of a committee of seven county health departments, Ohio EPA, the Ohio Department of Health, NOACA and NEFCO who labored for over a year.

The recommendations in this chapter have been organized in a “cradle to grave” fashion that begins with improvements to site evaluation procedures, includes improved procedures for system installation and site inspections, homeowner maintenance requirements and regular inspections by local health departments, regular pumping requirements and homeowner education and training. This chapter makes parallel recommendations with respect to the management of semi-public sewage disposal systems. These are non-residential disposal systems for domestic waste treating less than 25,000 gallons per day.¹

Local health department implementation of the recommendations in this chapter is a critical element for maintaining acceptable water quality in unsewered areas of this region. Communities wishing to avoid the costs and developmental impacts of centralized sewers should actively support and encourage full implementation of these recommendations.

The Clean Water 2000 Plan also makes a strong recommendation that legislation be enacted in Ohio that would set standards for the management of home sewage disposal systems by local health departments, and provide a mechanism for local accountability to state standards. It is clear from the deliberations of the committee charged with addressing the issue of home sewage disposal management that the absence of a state statutory authority in this area is a severe impediment to adequate regulation of this pollution source.

One important recommendation contained in this chapter is that local health departments

¹Ohio Revised Code Section 3709.085 defines semi-public sewage systems as “a discharge disposal system which treats the sanitary sewage discharged from publicly and privately owned buildings or places of assemblage, entertainment, recreation, education, correction, hospitalization, housing, or employment, but does not include a disposal system which treats sewage in amounts of more than twenty-five thousand (25,000) gallons per day; a disposal system for the treatment of sewage from single-family, two-family, or three-family dwellings; or a disposal system for the treatment of industrial waste.”

discourage the installation of any system that produces an off-lot discharge for any new development. The recommendation goes further to say that off-lot discharging systems should only be allowed in repair or replacement cases where no other alternative is technically or economically available.

New federal regulations promulgated to control illicit discharges to municipal storm-water systems will constrain the approval of new off-lot discharging systems by requiring state enforcement of standards defined as “best available demonstrated control technology.”² These standards will also apply to existing systems that may effectively eliminate the option to repair or replace many off lot discharging systems with similar systems in the future. Ohio EPA and ODH are currently negotiating with USEPA over the terms and conditions of permitting authority that complies with the new federal regulations.

The Clean Water 2000 Plan includes the recommendation that local health departments continue to serve as the permitting authority for these systems under rules promulgated pursuant to Phase II storm water regulations.

I. Background

Owners/operators of Publicly Owned Wastewater Treatment Works (POTWs) are designated by the 208 Plan to have the authority for sewer-related planning in clearly demarcated Facility Planning Area (FPA) boundaries. Local health departments are responsible for wastewater treatment in areas that are not serviced by sewers. These areas include designated areas within FPA boundaries and areas that are not part of any existing FPA. In most cases, these areas are located in unincorporated (township) areas. In some cases there are incorporated areas that will not be serviced by central sanitary sewers and will remain unsewered.

Wastewater treatment for unsewered areas is generally regulated and managed by county health districts in unincorporated areas, while city health districts (or their designated health agents) serve unsewered areas that are within corporation limits.

Several problems exist that limit better management of these systems. First, there are a variety of agencies involved in the regulation and management of these sewage disposal systems including, the Ohio EPA, the Ohio Department of Health, local health departments, township officials, local planning and zoning officials, and county planning commissions. The policies and actions of these agencies are often poorly coordinated. In addition, there is a lack of state enabling legislation and corresponding sewage rules and regulations that clearly mandate effective management forms by local health departments. These programs are often inadequately funded and must often rely on health levies to support staff. Thus, those homeowners subject to vigorous enforcement and regulation are the same individuals who are asked to vote for levies to provide needed funding for vigorous programs. The result in Northeast Ohio is that each county approaches the design of proper management systems

² USEPA Stormwater Phase II Final Rule (December 1999)). Ohio’s Best Available Demonstrated Control Technology are outlined in Ohio Administrative Code (OAC) 3745-1-05: Antidegradation Rule.

without uniform standards of performance. This lack of uniform regulations includes site and system evaluations, permitting requirements, fee assessments, system operation and maintenance requirements, mandatory pumping programs, records management, and education programs for system owner/operators, installers and inspectors.

While local health departments have the primary regulation and management role they must cooperate with two state regulatory agencies, i.e., the Ohio EPA and the Ohio Department of Health, which have some overlapping responsibilities. The Ohio EPA has the power to approve or disapprove sewers for an area, but that decision does not consider the fact that if sewers are not approved, the local health departments will often be compelled to approve individual sewage systems that contribute to poorer water quality than would be produced by a sewer option. These agencies must also cooperate with local officials and county planning commissions who have a less visible, although critical role, through land use planning responsibilities and comprehensive wastewater management planning roles.

II. Roles of Agencies within the Management System

LOCAL COUNTY BOARDS OF HEALTH

The Ohio Revised Code (ORC) Section 3701.56 authorizes Boards of Health of General Health Districts to enforce the sanitary rules and regulations adopted by the Ohio Public Health Council (the governing board of the Ohio Department of Health). ORC Section 3709.21 authorizes Boards of Health to make such orders and regulations as necessary for the public health, the prevention and restriction of disease, and the prevention, abatement, or suppression of nuisances. Section 3707.01 also authorizes Boards of Health of General Health Districts to regulate, within its jurisdiction, the location, construction, and repair of water closets, privies, cesspools, sinks, plumbing and drains.

The authority of local boards of health over sewage disposal systems is further elaborated in the Ohio Administrative Code. Chapter 3701-29 of the Ohio Administrative Code (OAC) contains the State of Ohio Household Sewage Regulations. The regulations, and any amendments or revisions of these regulations, are further supported through local health district policies. OAC Section 3701-29-03(B) provides that no person shall install a household sewage disposal system in a new subdivision unless a central sewage system is considered to be impractical or inadvisable (as reviewed and determined by the Ohio EPA).

OAC Section 3701-29-02(B) provides that any dwelling, which is not connected to a sanitary sewage system shall be provided with an approved household sewage disposal system prior to being occupied. OAC Section 3701-29-03(A) also provides that any person proposing to create a subdivision shall submit plans to the Board of Health, for approval, which clearly show that the provisions set forth in Ohio Administrative Code Section 3701-29-01 to 3701-29-21 can be adequately met before any lots in the subdivision are sold or offered for sale.

Also consistent with OAC section 3701-29-02 (L) and 3701-29-02(M), it shall be the responsibility of the Health Department to ensure that a household sewage disposal system shall be abandoned and the home sewer directly connected to a sanitary sewerage system whenever such a sewerage system becomes accessible to the property. The role of local boards of health in managing and regulating sewage disposal systems is interdependent with two state regulating agencies, the Ohio Environmental Protection Agency (Ohio EPA) and the Ohio Department of Health (ODH).

Local health departments currently license septage haulers. Each septage hauler must be licensed by each county to service a residential septic tank. In several counties, there is a mandatory pumping program for individual sewage systems. Each septage hauler must file a manifest for each load pumped. Currently, there is no license or mandatory pumping/manifest program for semi-public sewage disposal systems (SPSDS) pumpers.

OHIO DEPARTMENT OF HEALTH (ODH)

The Ohio Revised Code (ORC) Section 3701.02 prescribes that the Ohio Department of Health shall consist of a director of health and a Public Health Council. ORC Section 3701.33 requires that Council shall consist of seven members: three physicians, one registered nurse, one registered pharmacist, one registered sanitarian, and one member of the general public at least 60 years of age who is not associated with or financially interested in the practice of medicine, nursing, pharmacy, or environmental health. The governor appoints members to seven-year terms, with one term expiring at the end of each June.

ODH is made up of three main divisions: the Division of Prevention, the Division of Family and Community Health Services and the Division of Quality Assurance. The divisions are further broken down into service bureaus. The Bureau of Local Services and the Division of Quality Assurance are responsible for providing help to local health districts to provide for public health services. The bureau works with local health departments to assess the needs of their communities, develop appropriate programs, and evaluate their effectiveness.

Five teams carry out the functions of the bureau: survey and investigation; standards and certification; technical assistance, consultation and training; environmental engineering; and private water and household sewage program improvement. As part of its mission to assist local health departments, the bureau currently surveys LHDs to determine whether the programs meet minimum standards established by law, but absent legislative authority, the bureau is unable to enforce these standards.

PUBLIC HEALTH COUNCIL

The Public Health Council is the primary rule-making body for the Ohio Department of Health and its powers and duties are set forth in law. It adopts, amends, and rescinds rules pertaining to public health. It prescribes, by rule, the number and functions of divisions and bureaus and the qualifications of the chiefs of the division and bureaus with the Department, and it advises the director of health on matters affecting public health. Council has no executive or administrative duties (ORC 3701.34).

RULE ADOPTION PROCEDURE

As a matter of policy, while drafting rules to be proposed by the Council, the Department solicits input from affected parties in an effort to reach a compromise on issues of controversy. Draft rules are prepared by departmental staff and approved by the director of health prior to presentation to Council for consideration.

Most rules promulgated by Council are subject to ORC 119. Proposed rules are filed with the Secretary of State Legislative Services Commission Joint Committee on Agency Rule Review (JCARR), and the Office of Small Business. A notice of public hearing is published in five newspapers of general circulation, and a copy of the notice of public hearing and a copy of the proposed rules are sent to anyone who wishes to be on the Council mailing list (OAC 3701-1-01).

After Council conducts a public hearing on the rules, the rules are heard by JCARR. No final action is taken on proposed rules until they have been before JCARR. All final rules are sent to those on the Council mailing list and to all local health departments (ORC 3701.35).

OHIO ENVIRONMENTAL PROTECTION AGENCY (OHIO EPA)

As accorded by the Ohio Revised Code, Sections 6111.44 and 6111.45, Ohio EPA has first review responsibility regarding sewage treatment options for all development other than one, two or three family residences. The Ohio EPA reviews sewerage options for proposed new buildings, or the expansion of existing structures, and also for proposed changes in prior use.

Sewerage options under review may include the extension of sewers to an existing POTW, construction of central sewers to a new private or publicly owned treatment plant or the establishment of an individual sewage disposal system (with or without a discharge) for each lot. (See Ohio EPA Review Process in Appendix 13-3c "Prior to Permit-to-Install (PTI)" Work Group Report).

SEMI-PUBLIC INSPECTION PROGRAM/HOUSE BILL 110 PROGRAM

House Bill 110 became effective on May 31, 1984, and it amended Sections 3709.085 and 6111.01 of the Ohio Revised Code. House Bill 110 gives local health districts authority to perform, on behalf of the Ohio EPA through contractual agreements, preventative operation and maintenance education and inspections and informal enforcement activities at semi-public (on-site and discharging) systems generating less than 25,000 gallons per day, and home sewage disposal systems in special sanitary districts.

Local health districts are authorized under HB 110 to collect inspection fees. Such fee amounts vary from one district to another and are determined by their boards. Currently, six out of seven county health districts in the Northeast Ohio Lake Erie Tributaries 208 Planning Area have established programs, while one district recently received a grant for start up funds and has since contracted with Ohio EPA to establish a HB 110 program. Start-up costs remain a barrier for other counties to initiate this pollution prevention program. Presently,

Ohio EPA is inspecting less than five percent of these semi-public facilities in counties without HB 110 Programs. Ohio EPA is promoting the targeting of Supplemental Environmental Projects (SEP) monies to help finance start-up costs for new HB 110 Programs. Once fees are established, over time sufficient funds are received to permanently put in place an Education Operation and Maintenance Inspection Program to ensure proper maintenance of the thousands of small commercial sanitary systems potentially impacting State Waters in Ohio.

The HB 110 Programs allow Ohio EPA to concentrate its efforts on the industrial and larger POTWs dischargers by delegating the inspection oversight of the SPSDS to local county health officials by contract. This also allows the counties to identify chronic poorly maintained facilities and refer them to Ohio EPA for increased enforcement. This is one of Ohio EPA's initiatives to promote local watershed partnerships to better control nonpoint pollution sources and improve proper operation and maintenance of existing small discharging point sources. Under HB 110, Health Districts may not initiate civil enforcement actions through local prosecutors. County prosecutors can prosecute water pollution violations criminally upon complaint of a local health board. This authority arises from Section 6111.99 of the Revised Code, which makes water pollution violations criminal violations. However, that authority existed prior to HB 110 and was not changed by its enactment. Although criminal prosecution may be appropriate in some instances, the Agency typically has chosen the civil action route in order to obtain injunctive remedies to bring the violators into compliance. In addition, HB 110 does not give local health boards authority to refer directly to the Office of the Ohio Attorney General (O.A.G.) on enforcement matters. All enforcement actions recommended by local health boards must therefore be processed through the Ohio EPA Division of Surface Water enforcement coordinator in the same way that other enforcement matters are handled. Both local and OAC (State) rule authorities may be utilized to force sanitary connections for 1, 2, and 3 family dwellings, while Ohio EPA governs connection tie-ins of semi-public sewage disposal systems.

SUBDIVISION REVIEW

For residential development, the Ohio EPA is required to review sewerage options for any proposed subdivisions.³ In the event that Ohio EPA determines that either the extension of sanitary sewers to an existing Publicly Owned Treatment Works (POTW) or the installation of a new centralized sewage collection and treatment plant is not feasible, the proposed subdivision is then referred to the local health department (LHD) for review regarding each lot's ability to support an individual home sewage disposal system (HSDS). The LHD must have a denial from Ohio EPA for both central sewer options before on-site review can begin as accorded by ORC Section 3701-29-03 (B). For residential development of one, two and three family residences, LHDs have first review responsibility for individual home sewage disposal systems.

³Ohio EPA Subdivision Review Authority, ORC 711.

TOWNSHIP AND COUNTY PLANNING OFFICIALS

Township officials determine their community's future through local comprehensive land use planning initiatives that involve public participation in the development and maintenance of current land use plans that are supported by updating zoning ordinances and maps. County Planning Commissions assist townships in their planning and zoning efforts through the review of proposed development to ensure that local zoning and subdivision regulations are met. County Planning Commissions also provide limited staff support to townships throughout local comprehensive planning processes. Also, in developing the wastewater management plans presented in Chapter 4, township officials have been afforded an opportunity to offer input and comment on sewer planning decisions that affect their community.

III. Recommended Management Practices for Home Sewage and Semi-Public Sewage Disposal Systems

The following series of recommendations were developed by a committee of health department officials from each of the seven counties in the 208 planning area with support from NOACA, NEFCO, Ohio EPA and ODH, who were charged with the task of identifying a series of implementable strategies to ensure better management of home sewage disposal and semi-public systems. The recommendations that follow have been organized in a "cradle-to-grave" fashion that begins with system owner/operator education and site evaluation and continues through system installation and inspection, on-going inspections and maintenance, pumping, septage disposal and assessment of water quality. These recommendations address issues of sewage management approval for subdivisions and commercial/industrial lots where responsibility lies with the Ohio EPA.

Recommendation 5-1: Site and System Evaluations

Throughout the Northeast Ohio 208 Planning Area, it is recommended that every site evaluation (whether for individual lots or subdivision plats) be authorized via a uniform site evaluation application form.

5-1a: Contents of Site Evaluation Form

To allow for thorough site evaluations, the site evaluation application form should incorporate all of the specific information pertinent to the property and its potential to support a household sewage disposal system. This information should include the owner's name and signature, permanent parcel number, general location or address, lot dimensions, proposed system design and location, lot topography, etc.

More detailed information on the suggested contents of the site evaluation form can be found in Appendix 5-1.

5-1b: Site Evaluation Fees

Local Boards of Health should establish site evaluation application fees at a rate that is reflective of the actual cost of the evaluation and identifies any subsidized portions of the fee by levy funding.

5-1c: Site Evaluation

During a typical site evaluation, local health district representatives should document their findings during the evaluation. This information should include the date of the evaluation, weather conditions, land features, man-made structures identified on the site, watercourses and drainage features, soils analysis, etc.

More detailed information on the suggested contents of the site evaluation can also be found in Appendix 5-1.

5-1d: Provision of Site Evaluation Documentation to Property Owner

Documentation regarding the results of the site evaluation should be provided to the property owner from the local health department official who performed the evaluation. The documentation should include the evaluator's findings and recommendations including: the limitations of the site; possible means of overcoming the limitations; indication of the design criteria to be considered; and the associated operation and maintenance procedures for the system design.

Recommendation 5-2: Pre-installation Procedures

5-2a: Installation Permit

An installation permit application should include the site evaluation information as described in 5-1c above.

5-2b: Installation Fees

Installation permit application and inspection fees should be set at a rate that enables the local health district to recover all costs associated with inspection of the system during installation.

5-2c: Comprehensive Site Plan

A comprehensive site and installation plan, which includes the proposed system design, location, and proposed location of the system replacement area, should be submitted along with the installation permit application.

5-2d: System Approvals

5-2d-1: Approval of Appropriate Systems

Sewage disposal systems, which utilize soil for the treatment or disposal of wastewater should not be approved for use in soils that are not capable of providing adequate treatment and dissipation of sewage system effluent.

5-2d-2: System Denial of Off-Lot Discharging Systems

Local health departments should discourage the installation of any system which produces an off-lot discharge for any new development. This type of system should only be allowed in repair or replacement cases where no other alternative is technically or economically available.

Ohio EPA is currently negotiating with ODH to develop an effective and efficient NPDES permitting process that will apply to off-lot discharging systems. All local health departments must conform their own permitting policies to Ohio EPA requirements and should adhere to all instructions forwarded to them by Ohio EPA.

5-2d-2a: Illicit Discharges from Household Sewage Disposal Systems

Ohio EPA and ODH are strongly encouraged to designate local health departments as the local permitting authority under the permitting structure developed pursuant to Phase II storm water regulations concerning illicit discharges from Home Sewage Disposal Systems.

5-2d-3: Improve Effluent Quality and Minimize Effluent Quantity

Alternative practices should be encouraged to improve the quality of effluent when utilizing off-lot discharging systems. It is also recommended that local health department officials exhaust all possible means to minimize the quantity of effluent from discharging systems.

5-2d-4: Utilization of Alternative Systems

Ohio EPA and ODH are encouraged to consider alternative systems, which are proven to operate efficiently in soils and weather conditions similar to Northeast Ohio, in order to protect water quality.

5-2e: Permit Disclaimer

LHDs are encouraged to include as a means of educating the system owner/operator a disclaimer on the installation permit to the effect that while the system meets the local health and state codes, meeting these codes does not guarantee that the system will never fail.

Recommendation 5-3: System Installation Procedures

5-3a: Registration of Installers

LHDs are encouraged to enforce regulations that permit the revocation of installer registration based on unsatisfactory work and/or deviation from county and state regulations.

5-3b: Installation Inspection Program

LHDs should utilize existing installation programs as means of documenting deviations from the system installation design as approved by the installation permit. LHDs are encouraged to include an “as-built” sketch of the system design and location on the site as part of each system record.

Recommendation 5-4: Operation and Maintenance Programs

It is recommended that Operational and Maintenance Programs (O&M) be adopted, funded, staffed and enforced in each county in conjunction with local “Septage Management and Disposal Plans” that identify and provide acceptable septage disposal facilities. The O&M Programs should encompass owner education, operational permitting process, regular system inspection, adequate staffing and fees, system records management and mandatory pumping programs. These programs should be designed to comprehensively address existing and new systems.

5-4a: Educate Sewage System Owners

Education of the system owner should be undertaken from the point of permit approval, during installation/operational inspections, required pumping notifications, and maintenance, nuisance and point of sale inspections, and through the distribution of educational materials, for example, “Dollars Down the Drain”.⁴

5-4b: Inspection of Systems

Systems should be inspected regularly to ensure maximum effectiveness in treating wastewater. The O&M Program should be staffed at a level that ensures that each system is inspected at least every five years.

⁴“Dollars Down the Drain-Caring for Your Septic Tank” is a homeowner’s video guide to operation and maintenance of on-site sewage treatment systems. This video was produced by the Friends of the Crooked River in partnership with Cuyahoga River Remedial Action Plan (RAP), Cuyahoga County Board of Health, Geauga County Health District, Lorain County General Health District, Portage County General Health District, Summit County General Health District, the Ohio Department of Health, the City of Akron, Kent State University and University of Akron (1997).

5-4c: Inspection of Systems

Systems records should be comprehensive and computerized to assist in system management and evaluation. Up-to-date records should be maintained, and an effort initiated to computerize existing data for all systems. A records file should be kept for each system including Site Evaluation application and corresponding documentation, as well as the approved Permit application and comprehensive site plan. LHDs are encouraged to utilize computerized records to remind system owners/operators to have their tank pumped and to enforce mandatory pumping programs. Up-to-date records will assist in the notification of pumping program schedule requirements.

Recommendation 5-5: Establish and Enforce Mandatory Pumping Programs

A mandatory Septage Pumping Program should be implemented that educates, tests, registers, and regulates pumpers/haulers, maintains pumping records, and determines pumping schedules for each system, in conjunction with local septage management and disposal plans that provide for septage disposal (Recommendation 5-8).

Recommendation 5-6: Transfer of Semi-Public Management Responsibility

Local health departments should continue to contract with Ohio EPA to manage semi-public systems through House Bill 110 programs, while also pursuing and securing additional management responsibilities for these systems.

Recommendation 5-7: Utilization of Recommendations 5-1 through 5-5 for Management of Semi-Public Sewage Systems

Legislative changes should be encouraged to allow local health departments to employ management practices parallel to those recommended for home sewage disposal systems when managing of Semi-Public Domestic Sewage Disposal systems. These would include adopting local regulations to require licensed installers, installation inspection, HB 110 contracts for operational inspections, licensed septage/sludge haulers, and mandatory pumping/manifest programs.

Recommendation 5-8: County Septage Management and Disposal Plans

It is recommended that “Septage Management and Disposal Plans” be developed with leadership by the Board of County Commissioners in each county to address the issue of septage disposal. Each plan will be unique unto the county it is designed to assist, but in general, “septage disposal plans” should include a series of activities, programs, and procedures that will help to address the treatment of septage over at least a twenty-year period.

Recommendation 5-9: State Enabling Legislation

It is recommended that the Ohio General Assembly give priority to enactment of enabling legislation that requires state certification of local health departments, and local inspection and certification of home sewage disposal systems to ensure that they comply with state standards and federal Clean Water Act requirements.

IV. Designation of Management Agencies for Home Sewage and Semi-Public Domestic Sewage Disposal Systems

The County Boards of Health listed below in Policy 5-1 are requested to review and consider the recommendations presented in the preceding section for adoption. This 208 Water Quality Management Plan provides for the designation of local health districts as management agencies to undertake the implementation of these recommendations.

Policy 5-1: The following county health districts are recommended as designated management agencies for implementation of the recommendations for management of home sewage system and semi-public system management in the NOACA area.

Cuyahoga County Health Department
Geauga County Health District
Lake County Health District
Lorain County General Health District
Medina County Health Department

Policy 5-2: Management agencies designated under this chapter agree to undertake the following:

- A. The agency adopts the Recommendations 5-1 to 5-6 as program management goals, and agrees to pursue the implementation of these goals in a five year time frame.
- B. The agency agrees to pursue the implementation of these recommendations as a priority in areas identified in Chapter 7 of this plan as tributary to critical regional water resources.
- C. The agency agrees to cooperate with the facility planning process outlined in Chapter 4 of this plan.
- D. The agency agrees to participate in major watershed planning groups recognized in Chapter 9 of this plan.

- E. The agency agrees to report progress on implementation of these recommendations to the areawide planning agency through a standing committee of the management agencies designated pursuant to Policy 5-1 (see Chapter 10, Continuing Planning Process).

V. **Strategies for Implementing Recommendations in this Chapter**

This section outlines the roles of other agencies and a series of recommended strategies that will directly support LHDs in the implementation of the recommendations of Chapter 5.

TOWNSHIP OFFICIALS

Township officials are encouraged to consider their community's sewer future as part of local land use planning and zoning update initiatives. In the event that a community deems that its future does not include or limits the existence of central sanitary sewers, local township officials and county planning commissions can ensure that wastewater is treated effectively by supporting local health departments in the adoption and implementation of the recommendations presented in this chapter on management practices for sewage disposal systems.

COUNTY PLANNING COMMISSIONS

County Planning Commissions can assist townships in their planning and zoning efforts through alterations to subdivision review regulations that acknowledges 208 Plan consistency review by Ohio EPA and NOACA to ensure that wastewater from new development will be adequately treated. County Planning Commissions can also assist the local health department by informing and educating township officials as to the performance status of existing sewage disposal systems and the environmental and water quality problems associated with failing and malfunctioning systems.

County Planning Commissions can also play a role in facilitating planning and zoning discussions based upon soil characteristics and water quality.

COUNTY COMMISSIONERS

County Commissioners should provide support to the LHDs in their adoption of recommendations, provide leadership in establishing county-wide septage disposal plans, and actively participate in the 208 continuing planning process as a means of supporting local and county planning efforts concerning wastewater management issues.

AREAWIDE AGENCIES

NOACA should continue to support regionally-oriented technical studies that address the impact of home sewage and semi-public sewage systems on the region's water quality. They

should assist in identifying possible funding sources for start-up monies or for O&M requirements for systems replacement. The areawide agencies should continue to support state enabling legislation concerning local authority for home sewage management. The agencies should continue to provide a regional forum in which local health districts consider of water quality management strategies.

NOACA is coordinating a seven-county study of factors contributing to HSDS performance failures in cooperating with local health departments. The recommendations included in this chapter should be re-visited and evaluated based upon the results and completion of this study.

OHIO DEPARTMENT OF HEALTH

The Ohio Department of Health (ODH) should work with Ohio EPA and LHDs to establish clear subdivision review authority concerning wastewater management issues.

ODH should support state enabling legislation to reinforce the implementation of these recommendations especially to enhance local health department authority to enforce and finance O&M Programs and implement funding mechanisms to implement the recommendations outlined in this chapter.

ODH should support the efforts of local health departments in establishing better long-term operation and maintenance of systems including the utilization of alternative technology treatment systems, e.g., constructed wetlands, etc.

OHIO ENVIRONMENTAL PROTECTION AGENCY

Ohio EPA should work with the Ohio Department of Health and LHDs to establish a clear division of subdivision review authority concerning wastewater management issues.

Ohio EPA should compare the likely impact of HSDS performance in proposed subdivisions versus the impact of package plant in currently unsewered areas given the likelihood that HSDS are in many cases permanent installations. Further, the Ohio EPA should mandate the consideration of alternative semi-public or public sewage systems when performing subdivision review.

Ohio EPA should strive to give LHDs complete management authority for semi-public sewage disposal systems, including enforcement and fine recovery.

Ohio EPA should work with county and local management agencies to develop a county-wide septage disposal plan in each of the seven counties within the 208 planning area. Ohio EPA is encouraged to help local septage receiving facilities deal with “hot loads” and to work with local leadership in establishing a tracking system of loads through the documentation of work performed by pumpers. Ohio EPA is also encouraged to provide leadership for septage receiving facilities in addressing mercury limits.

OHIO LEGISLATURE

The Ohio General Assembly should give priority to enactment of enabling legislation that requires state certification of local health departments, and local inspection and certification of home sewage disposal systems to ensure that they comply with state standards and federal Clean Water Act requirements.

Appendix 5-1

Recommended Management Practices for Home Sewage

(“Recommended Best Regional Management Practices for Individual Sewage Disposal Systems” as Submitted by the Home Sewage Management Strategies Work Group)

The Home Sewage Management Strategies Work Group was charged by the 208 Water Quality Management Task Force to identify a series of implementable strategies that could be incorporated into the 208 Plan. The Work Group was asked to identify barriers to those strategies; to research existing alternative strategies which overcome the barriers; and then to develop transferable models that can be implemented throughout each county in the 208 planning area. As a means to accomplish their charge, the Work Group identified five management issues around which they would explore existing and possible barriers, research alternative strategies, and then to develop regional models. These issues included discussions around the following:

- 1) Site & System Evaluations;
- 2) Regulations & Policies Resulting in Off-lot Discharge Approval;
- 3) Maintenance of Home Sewage Systems;
- 4) Sewage Disposal and System Design Approval in Unsewered Areas with Severe Soil Limitations;
and
- 5) Septage Handling & Disposal.

The Work Group included representation from each of the county health departments within the 208 planning area, including representation from Cuyahoga, Geauga, Lake, Lorain, Medina, Portage, and Summit County Health Departments. The Work Group met on a monthly basis to discuss and debate management practices and programs throughout the Northeast Ohio. The Work Group, through their discussion of barriers, alternative practices and the development of transferable models, arrived at a series of best or better regional management practices (BRMPs). The following BRMPs are supported by the seven county health departments and are recommended for consideration and incorporation throughout the development of the 208 Plan Update.

The BRMPs are recommended by the Work Group for application in the approval, installation, management, and evaluation of home sewage disposal systems (HSDS) which are the responsibilities of the local health departments. With input from Ohio EPA, these BRMPs were drafted to also be applicable and effective in the approval, installation, management, and evaluation of semi-public sewage disposal systems (SPSDS) which are regulated by the Ohio EPA through the House Bill 110 program. The HB 110 program allows Ohio EPA to contract with the local health department to manage and evaluate the semi-public systems once they have been improved and installed.

The recommended BRMPs are offered from a “cradle-to-grave” fashion that begins with system owner/operator education and site evaluation and continues through system installation & inspection, on-going inspections & maintenance, pumping, septage disposal and assessment of water quality.

In addition, as part of a series of recommended BRMPs, this document is supplemented by a report entitled “Prior to PTI” that outlines the steps prior to Permit-to-Install (PTI) approval or disapproval and provides additional recommendations for BRMPs regarding the subdivision systems approval process.

Site & System Evaluations:

As indicated in the "Prior to PTI" document, any newly proposed residential development for 1, 2, or 3 family dwelling units of ten or more lots (or a smaller number as defined) are to be first reviewed and subsequently disapproved by the Ohio EPA before local health department officials may review the proposed subdivision for on-site systems. It is recommended that administrative procedures be established that will encourage all land developers to first contact their local health department officials for information regarding the development process and where (what agency) to begin their application and approval process. These policies will provide local health department officials with information regarding possible development, residential and commercial, for which they will ultimately be responsible. Disapproval of the extension of sanitary sewers or the installation of a package plant for residential subdivisions by the Ohio EPA allows the local health department officials to review, approve, and continue to regulate and have responsibility for on-site residential systems. In addition, approval of on-site systems for commercial development in counties with House Bill 110 programs increases inspection responsibilities for local health department officials.

The following recommended BRMPs can be utilized and applied for minor subdivision lots, within a major subdivision, and commercial/industrial lots where responsibility lies with the Ohio EPA.

Throughout the 208 Planning Area, it is recommended that every site evaluation (whether for individual lots or subdivision plats) be authorized via a site evaluation application form that requires the property owner's signature.

Site evaluation application forms should incorporate the following standard contents:

- owner's name and signature
- permanent parcel number
- general location
- street address (if available)
- dimensions of lot (proposed acreage)
- proposed location and type of sewage system to be used (if available)
- topography
- water courses
- drainage description
- north orientation arrow
- proposed use, i.e., 1, 2 or 3 family dwelling, number of bedrooms, commercial
- square footage of proposed dwelling
- any easements, including those for utilities
- existing structures or old foundations
- any former land/building uses
- location of existing structures (features that would interfere with system placement)
- set of instructions to facilitate field checks (staked corners, street address etc.)

- drawing of house location and house plans
- rough sketch of property
- excavator's name and address (if known)
- who prepared application
- disclaimer
- proposed water supply
- date of last transfer
- soils information (if available)

The Work Group recommends that local health officials have the ability to establish site evaluation application fees at a rate that covers all costs associated with the evaluation.

Prior to site evaluation, a site plan drawing should be submitted (preferably scaled).

For each site evaluation performed, local health districts throughout the 208 planning area are encouraged to document as much of the following standard evaluation information as possible:

- date of inspections
- all associated weather conditions before and during site evaluations
- vegetation, e.g., wooded, open, wetland indication
- land features, e.g., fill, roadways,
- existing structures or easements that might interfere with system placement
- oil & gas pipelines
- disturbed soils
- structures
- ponds
- identification of soils to the satisfaction of the local health official, i.e., test hole or professional soils
- study submission
- soil identification
- curtain drain outlet

Documentation regarding the results of the site evaluation should be provided to the property owner from the local health department official who performed the evaluation. The documentation should include the evaluator's findings and recommendations including: the limitations of the site; possible means of overcoming the limitations; indication of the required system design to be installed; and the recommended operation and maintenance procedures for the system.

An installation permit application should state similar information that has previously been recommended to be included on the site evaluation application.

It is recommended that the installation permit application fee be set at a rate that enables the local health district to recover all costs associated with inspection of the system during installation and subsequent operation.

Require a comprehensive site and installation plan (that includes a replacement area).

Deny system designs based on their performances in certain soils.

The installation permit should contain a disclaimer that indicates the system meets the code, and meeting the code does not guarantee the system will never fail.

Require installers to be registered locally; implement policies and practices that support the revocation of registration based on unsatisfactory work and/or deviation from local health department regulations.

Implement and enforce an installation inspection program to ensure the system is installed as designed and indicated in the comprehensive site plan.

An operational permit should be utilized in conjunction with a system O & M Program with appropriate fee that will allow the local health districts to recover all costs associated with the adoption of an operational permit.

Recommended Practices or Programs for Sewage Disposal and System Design Approvals in Unsewered Areas with Severe Soil Limitations

It is recommended that local health department officials and regulations should discourage the installation of off-lot discharging systems for any new development; and only allow off-lot discharging systems in system repair or replacement cases when necessary, and only when there is an approvable discharge point.

Require alternative practices to improve the quality of effluent when utilizing off-lot discharging systems.

It is also recommended that local health department officials exhaust all possible means to minimize the quantity of effluent from discharging systems.

In the event an entire Operational Maintenance inspection program cannot be adopted, funded, staffed, or enforced for all systems, resources should be utilized to establish a program specifically for off-lot discharging systems.

Encourage Ohio EPA to consider alternative systems, proven to operate efficiently in soils and weather conditions similar to northeast Ohio, in order to protect critical resources.

Maintenance of Sewage Systems

It is recommended regionally that Operational & Maintenance Programs be adopted, funded, staffed and enforced in conjunction with local "Septage Management & Disposal Plans" that identify and provide acceptable septage disposal facilities. The O & M Programs should:

Educate the sewage disposal system owner/operator;

Utilize every opportunity to educate sewage system owners as to the proper operation and maintenance of their specific system;

Distribute educational materials when site evaluation application is made, i.e., “Dollars Down the Drain” video, pamphlets, brochures, etc.; and

Continue to educate the system owner from the point of permit approval, during installation/operational inspections, required pumping notifications, and maintenance, nuisance and point of sale inspections;

Inspect systems regularly to ensure maximum effectiveness in treating wastewater;

The O & M program should be staffed to ensure that each system is inspected at least every five years; Inspections should continue for nuisance complaints and when requested by mortgage lenders (point of sale inspections);

Operational Permit and pumping fees should be established and set at a rate that enables the local health department to recover all costs associated with the hiring of staff to perform five-year inspections and maintain all associated record-keeping;

Maintain up-to-date records (computerized if possible) for all systems; a records’ file should be kept for each system including Site evaluation application and corresponding documentation, and the approved Permit application and comprehensive site plan. (Up-to-date records will assist in the notification of septage pumping schedule requirements);

Utilize a Septage Pumping Program, in conjunction with local “septage management & disposal plans,” that educates, tests, registers, and regulates pumpers/haulers; and maintains pumping records; determines pumping schedules for each system. This idea is addressed in a supplemental document entitled “Septage Management & Disposal Strategies”, which cites:

Pumper registration to allow:

- enforcement
- education
- revocation/suspension of license

Meetings for pumper education to show:

- how to fill out pump receipts
- incentives
- proper cleaning procedures
- how to determine if contents of septic tank is non-toxic

The Pumping record (standard form) should contain:

- address of sewage disposal system
- owner's name and mailing address
- pumper's name and address
- total gallons of septage pumped
- where the septage was dumped/land applied
- date pumping record was returned to the local health department that has jurisdiction over the pumped system

The pumping schedule should also:

- explain the pumping requirements
- indicate the required frequency (determined by measuring sludge and scum levels per gallon of tank capacity or more realistically, as accorded by number of occupants) that the system must be pumped
- provide notification as to the systems pumping needs status

Address pumping programs and schedules, record-keeping requirements, repair/replacement needs with:

Stiff, enforced fines for haulers who falsify pumping records, including removal of hauler from POTW acceptance list;

A disposal plan that includes: 1) points for receiving new volumes of septage: a) land application sites b) plants that will accept septage 2) ideas as to how to deal with new volumes of septage;

Establish revolving or low interest rate loan program to financially assist owners in repairing, replacing, or to tie into sanitary sewers to mitigate water quality impacts from poorly performing/failing systems; and

Work with local officials, i.e., county commissioners, sanitary engineers, etc. to resolve the issues of treating septage, such as computerized record keeping and enforcement of pumping schedules, the travel economics for haulers when disposing of septage, and the liability issues for those wastewater treatment plants that accept septage, via a "Septage Management & Disposal Plans".