Charles M. Tebbutt, WSBA #47255 1 Daniel C. Snyder, pro hac vice B. Parker Jones, pro hac vice 2 Law Offices of Charles M. Tebbutt, P.C. 941 Lawrence St. 3 Eugene, OR 97405 Charlie@tebbuttlaw.com 4 Tel: (541) 344-3505 5 Additional Counsel Identified on Signature Page 6 IN THE UNITED STATES DISTRICT COURT 7 FOR THE EASTERN DISTRICT OF WASHINGTON 8 Case No. 1:19-CV-03110-TOR COMMUNITY ASSOCIATION FOR 9 RESTORATION OF THE ENVIRONMENT, INC., a Washington non-profit corporation; FRIENDS OF 10 TOPPENISH CREEK, a Washington nonprofit corporation; and CENTER FOR FIRST AMENDED COMPLAINT 11 FOOD SAFETY, a Washington, D.C. nonprofit corporation, 12 Plaintiffs,  $\nu$ . 13 14 AUSTIN JACK DECOSTER, an individual, DECOSTER ENTTERPRISES, LLC, a Delaware limited liability company, 15 AGRICULTURAL INVESTMENT-FUND III, LLC, a Delaware limited liability 16 company, IDAHO AGRI INVESTMENTS, LLC, an Idaho limited liability company, 17 IDAHO DAIRY HOLDINGS, LLC, an Idaho limited liability company, DRY 18 CREEK DAIRIES, LLC, an Idaho limited liability company, WASHINGTON AGRI 19 INVESTMENTS, LLC a Washington

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limited liability company, WASHINGTON

	DAIRY HOLDINGS, LLC, a Washington
	limited liability company, DBD
	WASHINGTON, LLC, a Washington
	limited liability company; and SMD, LLC,
	Washington limited liability company,
	Defendants.
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# COMPLAINT FOR DECLARATORY AND INJUNCTIVE RELIEF INTRODUCTION

1. This is a civil action for declaratory and injunctive relief against Austin "Jack" DeCoster, DeCoster Enterprises, LLC, Agricultural Investment-Fund II, LLC, Dry Creek Dairies, LLC, Idaho Agri Investments, LLC, Idaho Dairy Holdings, LLC, Washington Agri Investments, LLC, DBD Washington, LCC d/b/a DeRuyter Brothers Dairy, and SMD, LLC (collectively hereinafter "the Dairies" or "Defendants") for violations of the Solid Waste Disposal Act, also known as the Resource Conservation and Recovery Act, 42 U.S.C. § 6901 *et seq.* ("RCRA"), at their dairy facilities located at or near 5111

- Van Belle Road, Outlook, WA 98938 ("DBD"), 211 Nichols Road, Outlook, WA 98938 ("SMD"), and 1420 and 1270 Outlook Road, Outlook, WA 98938 (the "Heifer Ranch").
  - 2. This action is brought pursuant to the citizen suit provision of RCRA, 42 U.S.C. § 6972(a)(1)(A) and (B).
  - 3. As detailed below, Plaintiffs allege that Defendants have violated and continue to violate Section 7002(a) of RCRA by causing and contributing to the past and present handling, storage, treatment, transportation, and/or disposal of solid waste in such a manner that may, and indeed does, present an imminent and substantial endangerment to health and the environment. 42 U.S.C. § 6972(a).
  - 4. Plaintiffs further allege that Defendants employ improper manure management practices that constitute the "open dumping" of solid waste in violation of Section 4005(a) of RCRA. 42 U.S.C. § 6945(a).
  - 5. Plaintiffs seek declaratory relief establishing that Defendants have violated RCRA. Plaintiffs also seek injunctive relief directing Defendants to modify their handling, storage, treatment, transportation, and disposal of solid waste such that these practices no longer present an imminent and substantial endangerment to health and the environment. Additionally, Plaintiffs seek injunctive relief obligating Defendants to remediate the environmental contamination they have caused and/or contributed to, including widespread soil and groundwater

contamination. Finally, Plaintiffs request the Court award Plaintiffs' reasonable 1 2 attorneys' and expert witnesses' fees, and costs, incurred in bringing this action. 3 **JURISDICTION 6.** This Court has subject matter jurisdiction over this citizen suit pursuant to 4 5 Section 7002 of RCRA, 42 U.S.C. § 6972(a). The Court also has federal question jurisdiction pursuant to 28 U.S.C. § 6 7. 1331 because this action arises under RCRA and the Declaratory Judgment Act, 28 7 U.S.C. § 2201, et seq. 8 On February 11, 2019, Plaintiffs gave notice of the violations and of their 9 8. intent to file suit to Washington Dairy Holdings, LLC, DBD Washington, LLC, 10 11 their registered agents, the United States Attorney General, United States 12 Environmental Protection Agency ("EPA"), EPA Region X, Washington State Office of Governor, Washington State Office of the Attorney General, and 13 Washington State Department of Ecology as required by Section 7002(a) of 14 RCRA, 42 U.S.C. § 6972(b). A copy of the notice letter is attached hereto as 15 16 Exhibit 1 and is incorporated by reference. 9. On February 11, 2019, Plaintiffs gave notice of the violations and of their 17 intent to file suit to SMD, LLC, its registered agent, the United States Attorney 18 General, EPA, EPA Region X, Washington State Office of Governor, Washington 19 State Office of the Attorney General, and Washington State Department of 20

Ecology as required by Section 7002(a) of RCRA, 42 U.S.C. § 6972(b). A copy of 1 the notice letter is attached hereto as Exhibit 2 and is incorporated by reference. 2 On April 17, 2019, 2019, Plaintiffs gave supplemental notice of the 3 **10.** violations and of their intent to file suit to Washington Agri Investments, LLC, 4 5 Washington Agri Investments, LLC's registered agent, the United States Attorney General, EPA, EPA Region X, Washington State Office of Governor, Washington 6 State Office of the Attorney General, and Washington State Department of 7 Ecology as required by Section 7002(a) of RCRA, 42 U.S.C. § 6972(b). A copy of 8 the notice letter is attached hereto as Exhibit 3 and is incorporated by reference. 9 On April 3, 2020, Plaintiffs gave the second supplemental notice of the 11. 10 11 violations and of their intent to file suit to Washington Agri Investments, LLC, 12 Washington Dairy Holdings, LLC, their registered agents, the United States Attorney General, EPA, EPA Region X, Washington State Office of Governor, 13 Washington State Office of the Attorney General, and Washington State 14 Department of Ecology as required by Section 7002(a) of RCRA, 42 U.S.C. § 15 16 6972(b). A copy of the notice letter is attached hereto as Exhibit 4 and is

12. On December 23, 2020, Plaintiffs gave the third supplemental notice of the violations and of their intent to file suit to DeCoster Enterprises, LLC, Agricultural Investment Fund II, LLC, Idaho Agri Investments, LLC, Idaho Dairy Holdings,

incorporated by reference.

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LLC, Dry Creek Dairies, LLC, and Austin "Jack" DeCoster, and their registered agents, the United States Attorney General, EPA, EPA Region X, Washington State Office of Governor, Washington State Office of the Attorney General, and Washington State Department of Ecology as required by Section 7002(a) of RCRA, 42 U.S.C. § 6972(b). A copy of notice letter is attached hereto as Exhibit 5 and is incorporated by reference.

13. More than ninety days have passed since the notices were served, and the violations complained of in the notices are continuing at this time, or Defendants are reasonably likely to continue to remain in violation of RCRA. Neither the EPA nor the State of Washington has commenced or is diligently prosecuting a civil or criminal action to redress the violations.

#### **VENUE**

**14.** Because the alleged violations of the aforementioned statute occurred and continue to occur within the Eastern District of Washington, Venue properly vests in this Court pursuant to Section 7002(a) of RCRA, 42 U.S.C. § 6972(a),

## **PARTIES**

15. Upon information and belief, Austin "Jack" DeCoster is the owner, founder, and principal member of DeCoster Enterprises, LLC, a Delaware limited liability company. Mr. DeCoster is the primary decision-maker at DeCoster Enterprises,

- LLC. Mr. DeCoster is the ultimate owner and operator of DeCoster Enterprises,
  LLC and the DBD-SMD dairy facilities.
- 3 | **16.** Upon Information and belief, DeCoster Enterprises, LLC owns and controls
- 4 | 1) Agricultural Investment-Fund II, LLC, 2) Idaho Dairy Holdings, LLC, 3) Idaho
- 5 | Agri Investments, LLC, 4) Dry Creek Dairies, LLC, 5) Washington Dairy
- 6 | Holdings, LLC, 6) Washington Agri Investments, LLC, 7) SMD, LLC, and 8)
- 7 | DBD Washington, LLC. Collectively, these corporate Defendants and Mr.
- 8 DeCoster operate dairy facilities in Idaho and Washington while Mr. DeCoster
- 9 | retains ultimate authority over each and every one.
- 10 | 17. Upon information and belief, DBD Washington, LLC, SMD, LLC,
- 11 | Washington Dairy Holdings, LLC, and Washington Agri Investments, LLC
- 12 (collectively referred to herein as "DBD-SMD") are Washington limited liability
- 13 || companies that own and operate the dairies previously known as DeRuyter
- 14 | Brothers Dairy and Snipes Mountain Dairy. The DBD-SMD dairy facilities are
- 15 | located at or near 5111 Van Belle Road, Outlook, WA 98938, 211 Nichols Road,
- 16 Outlook, WA 98938, and 1420 and 1270 Outlook Road, Outlook, WA 98938.
- 17 | **18.** Each of the named Defendants are a "person" within the meaning of Section
- 18 | 1004(15) of RCRA. 42 U.S.C. § 6903(15).

- 19. Plaintiffs are non-profit organizations comprised of members who live, work, and recreate in the State of Washington. Plaintiffs share similar interests in improving, protecting, and preserving regional water bodies and groundwater.
  - **20.** Plaintiff CARE is a non-profit corporation organized under the laws of the State of Washington. CARE's principal office is located in Outlook, Washington.
  - 21. CARE is a grassroots organization composed of concerned community members. Its mission is to inform Washington residents about activities that endanger the health, welfare, and quality of life for current and future Washingtonians through education and citizen empowerment. CARE also acts as an advocate to protect and restore the economic, social, and environmental resources of the region. In carrying out its mission, CARE has appeared in numerous local, state, and federal proceedings.
  - 22. CARE's organizational purposes are adversely affected by DBD's and SMD's violations of RCRA. These violations have caused significant environmental contamination of the soil and groundwater. Furthermore, but for DBD's and SMD's unlawful actions, CARE would not have to spend as much of its resources on the environmental problems created by illegal contamination from individual, large-scale industrial farming operations and could direct these resources to other priorities.

- 23. CARE has individual members who reside in Yakima County and in close proximity to DBD and SMD. The environmental, health, aesthetic, economic, and recreational interests of CARE's members have been and will continue to be adversely affected by DBD's and SMD's violations of RCRA. For instance:
  - a. Members of CARE and their neighbors and friends obtain their drinking water from aquifers that have been contaminated with nitrates, phosphorus, and other pollutants, including hormones and antibiotics, by DBD's and SMD's improper handling, storage, treatment, transportation, and disposal of solid waste. As a result, drinking water that CARE's members rely upon has been rendered unsafe for human consumption. Consequently, CARE's members have been forced to obtain, or should be obtaining but may not be able to afford, alternative sources of drinking water. CARE's members are concerned that consuming this water is harming or could harm them and their families' health.
  - b. Members of CARE and their neighbors and friends also make domestic and agricultural use of groundwater that has been contaminated with nitrates, phosphorus, and other pollutants as a result of DBD's and SMD's improper handling, storage, treatment, transportation, and disposal of solid and hazardous waste. As a result,

water that CARE's members rely upon has been rendered unsafe for domestic and agricultural use. Consequently, CARE's members have been forced to obtain, or should be obtaining but may not be able to afford, alternative sources of water for these uses. CARE's members are concerned that the water used in their homes is harming them and their families' health. CARE's members are concerned that the food they produce and rely upon for sustenance using this water may not be safe to consume.

- c. Members of CARE and their neighbors and friends also live, work, and recreate in the environment that has been negatively impacted by DBD's and SMD's improper handling, storage, treatment, transportation, and disposal of solid waste. This has lessened CARE's members' enjoyment of their environment. CARE's members are concerned that their environment has been irreparably injured by DBD's and SMD's improper practices.
- **24.** Plaintiff Friends of Toppenish Creek is a non-profit corporation organized under the laws of the State of Washington.
- **25.** Friends of Toppenish Creek is an organization composed of concerned community members and is dedicated to protecting the rights of rural communities and improving oversight of industrial agriculture. Friends of Toppenish Creek

- works through public education, citizen investigations, research, legislation, special events, and direct action. Friends of Toppenish Creek devotes itself to enhancing, preserving, protecting, and monitoring the groundwater in the Yakima area.
- **26.** Friends of Toppenish Creek's organizational goals are adversely affected by DBD's and SMD's RCRA violations. Friends of Toppenish Creek works tirelessly to protect the rights of communities against groundwater contamination caused by industrial agriculture.
- **27.** Friends of Toppenish Creek's members live in Yakima County and in close proximity to DBD and SMD. Friends of Toppenish Creek's members and their neighbors and friends have been and continue to be injured, and their interests adversely affected, by DBD's and SMD's RCRA violations. For instance:
  - a. Friends of Toppenish Creek's members' and their neighbors and friends aesthetic interests have been, and will continue to be, adversely affected by DBD's and SMD's improper manure storage and disposal. Friends of Toppenish Creek's members have aesthetic interests in not seeing cow manure where it shouldn't be. DBD's and SMD's compost piles, over-topping lagoons, and other manure mismanagement harm Friends of Toppenish Creek's members' aesthetic and environmental interests.

- b. Friends of Toppenish Creek's members and their neighbors and friends have suffered actual and threatened injuries to their health and safety caused by DBD's and SMD's violations of RCRA, including provisions prohibiting manure stored in lagoons from contaminating the underlying aquifer. Manure-contaminated water has impacted and threatens to impact the safety of members' drinking water wells and may cause detrimental health effects if consumed.
- 28. Plaintiff Center for Food Safety ("CFS") is a public interest non-profit membership organization that works to protect human health and the environment by curbing the proliferation of harmful food production technologies and by promoting organic and other forms of sustainable agriculture. CFS's organizational purposes are adversely affected by DBD's and SMD's violations of RCRA. These violations have caused significant environmental contamination of the soil and groundwater. Furthermore, but for DBD's and SMD's unlawful actions, CFS would not have to spend as much of its resources on the problems created by unlawful and dangerous contamination from individual, large-scale industrial farming operations and could direct these resources to other priorities.
- **29.** CFS represents nearly 245,000 members throughout the country that support safe, sustainable, and organic agriculture and regularly purchase organic products. CFS has approximately 10,000 members in the state of Washington. CFS members

live, work, recreate, and grow food in, and consume food and water from, the Yakima Valley. The environmental, health, aesthetic, economic, and recreational interests of CFS's members have been and will continue to be adversely affected by DBD's and SMD's violations of RCRA. CFS's members support the public's right to choose food and crops not sourced from or by industrial farming practices, such as CAFOs. CFS's members and their neighbors and friends are impacted by CAFOs through destructive leakage and leaching of CAFO pollution into groundwater, which affects the suitability of drinking water for consumption.

**30.** At all relevant times, Plaintiffs were and are "persons" within the meaning of Section 1004(15) of RCRA, 42 U.S.C. § 6903(15).

#### STATUTORY AND REGULATORY FRAMEWORK

- 31. Section 7002(a)(1)(B) of RCRA provides that citizens may commence a citizen suit against "any person," "including any past or present generator, past or present transporter, or past or present owner or operator of a treatment, storage, or disposal facility who has contributed or who is contributing to the past or present handling, storage, treatment, or transportation, or disposal of any solid or hazardous waste which may present and imminent and substantial endangerment to health or the environment." 42 U.S.C. § 6972(a)(1)(B).
- **32.** Section 1002(b) of RCRA states that "disposal of solid waste...in or on the land without careful planning and management can present a danger to human

- health and the environment;" and that "open dumping is particularly harmful to health, contaminates drinking water from underground and surface supplies, and pollutes the air and the land..." 42 U.S.C. § 6901(b).
- As required by statute, EPA has promulgated criteria under RCRA §
  6907(a)(3) defining solid waste management practices that constitute open
  dumping. *See* 42 U.S.C. § 6944(a); 40 C.F.R. Parts 257 and 258. These regulations
  outline certain solid waste disposal practices which, if violated, pose a reasonable
  probability of adverse effects on health or the environment. 40 C.F.R. § 257.3.
  - 34. The purpose of RCRA is "to promote the protection of health and the environment." RCRA seeks to accomplish this by "prohibiting future open dumping on the land and requiring the conversion of existing open dumps to facilities which do not pose a danger to the environment or to health...." 42 U.S.C. § 6902(a).
  - 35. Section 4005(a) of RCRA prohibits "any solid waste management practice or disposal of solid waste... which constitutes the open dumping of solid waste...."
    42 U.S.C. § 6945(a).
  - **36.** Under Section 1004(3), "The term 'disposal' means the discharge, deposit, injection, dumping, spilling, leaking, or placing of any solid waste...into or on any land or water so that such solid waste or hazardous waste or any constituent thereof

- 1 may enter the environment or be emitted into the air or discharged into any waters, 2 including ground-waters." 42 U.S.C. § 6903(3).
  - 37. RCRA defines "solid waste" as "any garbage, refuse, sludge from a waste treatment plant... and other discarded material, including solid, liquid, semisolid, or contained gaseous material resulting from... agricultural operations..." 42

    U.S.C. § 6903(27) (emphasis added).
    - **38.** EPA criteria for solid waste disposal practices prohibit the contamination of any underground drinking water source beyond the solid waste boundary of a disposal site. 40 C.F.R. § 257.3-4(a).
    - **39.** An "underground drinking water source" includes (1) an aquifer supplying drinking water for human consumption or (2) any aquifer in which the groundwater contains less than 10,000 milligrams per liter of total dissolved solids. 40 C.F.R. § 257.3-4(c)(4).
    - **40.** "Contaminate" an underground drinking water source means to cause the groundwater concentration of a listed substance to exceed its corresponding maximum contaminant level specified in Appendix I to 40 C.F.R. Part 257, or cause an increase in the concentration of that substance where the existing concentration already exceeds the maximum contaminant level in Appendix I.

### **FACTS**

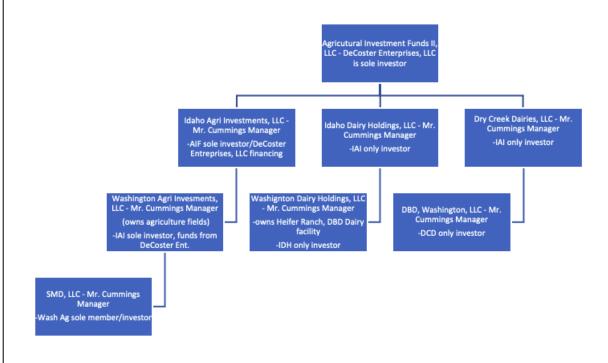
**41.** All preceding paragraphs are incorporated herein.

from funds transferred by DeCoster Enterprises, LLC. Upon information and belief, the following chart depicts the present ownership and control structure of DeCoster Enterprises, LLC:

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DeCoster.

## **DeCoster Enterprises, LLC's Dairy Network**



**45.** SMD, LLC formed and commenced operations on March 1, 2018. Washington Agri-Investments, LLC is the Governor and sole member of SMD, LLC. Washington Agri Investments, LLC used funds from DeCoster Enterprises, LLC to finance the purchase of and capitalize SMD, LLC, at the direction of Mr.

**46.** Wayne Cummings is an employee of DeCoster Enterprises, LLC. Wayne Cummings has been an employee of DeCoster Enterprises, LLC for at least the

- 1 past two decades. Wayne Cummings is identified as the manager of 1) Idaho Agri
- 2 | Investments, LLC, 2) Idaho Dairy Holdings, LLC, 3) Dry Creek Dairies, LLC, 4)
- 3 | Washington Agri Investments, LLC, 5) Washington Dairy Holdings, LLC, 6) DBD
- 4 | Washington, LLC, 7) SMD, LLC, and 8) Agricultural Investment-Fund II, LLC.
- $5 \parallel$  47. Mr. Cummings acknowledges that he is manager in title only. Mr.
- 6 | Cummings receives authorization to act on behalf of all the Defendant LLCs from
- 7 || Mr. DeCoster.
- 8 | 48. 1) Idaho Agri Investments, LLC, 2) Idaho Dairy Holdings, LLC, 3) Dry
- 9 | Creek Dairies, LLC, 4) Washington Agri Investments, LLC, 5) Washington Dairy
- 10 | Holdings, LLC, 6) DBD Washington, LLC, 7) SMD, LLC, and 8) Agricultural
- 11 | Investment-Fund II, LLC do not hold annual meetings or operate as distinct
- 12 || corporate entities.
- 13 | 49. 1) Idaho Agri Investments, LLC, 2) Idaho Dairy Holdings, LLC, 3) Dry
- 14 | Creek Dairies, LLC, 4) Washington Agri Investments, LLC, 5) Washington Dairy
- 15 | Holdings, LLC, 6) DBD Washington, LLC, 7) SMD, LLC, and 8) Agricultural
- 16 | Investment-Fund II, LLC operate under the control and direction of DeCoster
- 17 || Enterprises, LLC.
- 18 **50.** Mr. DeCoster and DeCoster Enterprises, LLC retain ultimate authority and
- 19 control over decision at the DBD-SMD dairies related to: 1) real estate transactions
- 20 | and acquisitions; 2) financial transfers and expenditures, including payroll; 3)

1 || hiring and/or firing consultants; 4) capital improvements related to manure

2 | management, storage, treatment, transportation, and disposal; 5) receiving and

certifying state and federal regulatory documents related to manure management;

- 6) purchasing and selling cattle; and 7) acquisition of commodities, such as feed.
- 151. Mr. DeCoster implements many of his decisions through Mr. Cummings.
- 6 Mr. DeCoster regularly communicates with Mr. Cummings via phone for decisions 7 concerning the Dairies.
- 8 | **52.** Mr. DeCoster and DeCoster Enterprises, LLC receive financial transfers from DBD-SMD dairies from selling milk and/or culling the herd. DeCoster
- 10 | Enterprises, LLC transfers funds to: 1) Idaho Agri Investments, LLC, 2) Idaho
- 11 Dairy Holdings, LLC, 3) Dry Creek Dairies, LLC, 4) Washington Agri
- 12 | Investments, LLC, 5) Washington Dairy Holdings, LLC, 6) DBD Washington,
- 13 | LLC, 7) SMD, LLC, and 8) Agricultural Investment-Fund II, LLC regularly to
- 14 | cover payroll and operating expenses. All financial transactions are authorized by
- 15 Mr. DeCoster.

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- 16 | 53. On or around June 1, 2017, Washington Dairy Holdings, LLC, Washington
- 17 | Agri-Investments, LLC, and DBD Washington, LLC purchased the integrated
- 18 dairy operations previously known as DeRuyter Brothers Dairy, including the dairy
- 19 | facilities located at or near 5111 Van Belle Road, Outlook, WA ("DBD"), the
- 20 "Heifer Ranch" located at or near 1420 and 1270 Outlook Road, Outlook, WA

- 1 | 98938, approximately 750 acres of agriculture land around the DBD facility, cattle,
- 2 || rolling stock, and dairy equipment.
- 3 | **54.** Mr. DeCoster negotiated, approved, and authorized this purchase. Upon
- 4 || information and belief, Mr. DeCoster is personally responsible for the financing of
- 5 | this purchase.
- 6 | 55. Mr. DeCoster authorized the transfer of funds from DeCoster Enterprises,
- 7 | LLC to Washington Dairy Holdings, LLC, Washington Agri-Investments, LLC,
- 8 | and DBD Washington, LLC to accommodate the purchase of the DeRuyter
- 9 | Brothers Dairy operation.
- 10 | **56.** In March 2018, SMD, LLC purchased the dairy operation formerly known
- 11 | as Snipes Mountain Dairy located at or near 211 Nichols Road, Outlook, WA
- 12 | 98938 ("SMD").
- 13 | 57. Mr. DeCoster negotiated, approved, and authorized the Snipes Mountain
- 14 | Dairy purchase.
- 15 | **58.** Mr. DeCoster authorized the transfer of funds from DeCoster Enterprises,
- 16 LLC to Washington Agri Investments, LLC to accommodate the purchase of
- 17 | Snipes Mountain Dairy.
- 18 | 59. Washington Dairy Holdings, LLC owns and operates the real property and
- 19 | DBD dairy facility located at or near 5111 Van Belle Road, Outlook, WA 98938,
- 20 | including, but not limited to, the milking parlor, freestall barns, cow pens, compost

area, and wastewater infrastructure. Washington Dairy Holdings, LLC's DBD facility treats and stores manure and wastewater generated at DBD and SMD. After treatment and storage, Washington Dairy Holding, LLC's DBD facility disposes of the manure and wastewater by applying amounts in excess of agronomic needs or amounts that crops may use to land owned by Washington Agri Investments, LLC and SMD, LLC.

- 60. Washington Dairy Holdings, LLC owns and operates the "Heifer Ranch" located at or near 1420 Outlook Road, Outlook, WA 98938 and 1270 Outlook Road, Outlook, WA 98938. The Heifer Ranch houses heifers from and for both DBD and SMD dairy facilities.
- 61. Washington Agri-Investments owns and operates approximately 750 acres of agriculture fields located around DBD dairy facility. Washington Dairy Holdings, LLC's DBD facility uses Washington Agri Investment, LLC's land to discard solid waste generated by DBD and SMD.
- 62. DBD and SMD are large dairy CAFOs under federal and state law. 40 C.F.R. § 412.2; WAC 173-224-030.
- 17 | 63. DBD and SMD dairies operate as one operational CAFO controlled by Mr.
   18 | DeCoster and DeCoster Enterprises, LLC.

- 64. As of July 24, 2018, DBD had a herd size of at least 6912 animals, including 5544 milking cows, 765 dry cows, 514 heifers, and 89 calves. These animals are confined 365 days per year.
- **65.** As of January 2, 2019, SMD had a herd size of at least 1947 animals, including 1475 milking cows, 397 heifers, and 75 calves.
- **66.** Upon information and belief, there are two main aquifers underlying the Dairies and the surrounding area. These aquifers include a surficial unconfined to semi-confined alluvial aquifer and an extensive basalt aquifer of great thickness underlying sedimentary deposits. Groundwater flows through the surficial aquifer in a manner that generally follows surface topography. Groundwater flows through the upper portion of the underlying basalt aquifer in a manner that also generally follows surface topography.
- **67.** Upon information and belief, the groundwater beneath the SMD and DBD dairies is as shallow as five feet below ground surface ("bgs").
- **68.** Plaintiffs' members and their neighbors and friends obtain groundwater from one or both of these aquifers.

# Manure Storage Practices

**69.** It is estimated that DBD produces approximately 75,000,000 gallons of liquid waste and 36,864 tons of solid waste annually. It is estimated that SMD

produces approximately 12,000,000 gallons of liquid waste and 17,619 tons of solid waste annually.

- 70. Before May 8, 2019, the Dairies operated their manure storage practices separately. DBD and SMD flushed their alleys, free stall barns, and milking parlors of liquid manure and wastewater into collection pits. The Dairies then piped the liquid manure, litter, and wastewater to solids separators. Solid manure, litter (i.e., bedding from pens), and other waste was stored and/or composted at both of the Dairies on permeable surfaces. DBD stores the liquid manure wastes generated by its herd in one of its five manure storage lagoons. Before November 30, 2019, SMD stored the liquid manure wastes generated by its herd in one of its four manure storage lagoons. Wastes are placed in these lagoons until such time they are applied to fields through various land-application techniques, including dry spreaders, spreaders, and sprinklers/irrigation.
- 71. Upon information and belief, DBD's five manure storage lagoons are unlined or inadequately lined, and are without an appropriate leak detection system to prevent the downward migration and seepage of wastewater into groundwater.

  Upon information and belief, SMD's four manure storage lagoons are unlined or inadequately lined, and are without an appropriate leak detection system to prevent the downward migration and seepage of wastewater into groundwater.

- DBD's five lagoons have an estimated holding capacity of approximately 35,447,485 gallons. SMD's four lagoons had an estimated holding capacity of approximately 9,290,240 gallons.
  - 73. On or around May 8, 2019, DBD and SMD consolidated their liquid manure management processes. SMD began and presently continues to transport its liquid manure via truck to DBD, where it is stored in one of DBD's five lagoons, or to an agriculture field where it is directly applied by DBD.
  - 74. On or around June 15, 2019, DBD and SMD consolidated their solid manure management processes. SMD began and presently continues to haul its solid manure to the DBD compost area, where it is stored on impermeable surfaces, or to agriculture field(s) where it is directly applied by DBD.
  - 75. On or around November 30, 2019 SMD closed its four settling lanes andSMD Lagoons 1 and 2. SMD transported the liquid manure waste to DBD Lagoon5.
  - **76.** Upon information and belief, SMD failed to follow any abandonment or decommissioning guidance or regulations for waste storage lagoons.
  - 77. Upon information and belief, SMD bulldozed and backfilled the lagoons with contaminated soil.
    - **78.** Upon information and belief, soil contaminated with pollutants remains on top of and beneath the previously used SMD Lagoons 1, 2, and 3.

- **79.** As of November 2019, DBD stores, composts, transports, applies, and disposes of SMD's liquid and solid manure waste.
- 80. DBD and SMD's manure lagoons are constructed above an aquifer that serves as a domestic water supply. Upon information and belief, the DBD and SMD manure storage lagoons do not meet NRCS standards. Under any circumstances, the DBD and SMD manure storage lagoons leak to groundwater.
  - **81.** The NRCS standards for manure storage lagoons are not designed to protect, nor are capable of protecting, human health or the environment. These standards are not scientifically established to protect groundwater and specifically allow for lagoons to seep and/or leak manure wastes into the environment.
  - **82.** Upon information and belief, the NRCS standards for municipal wastewater treatment plant lagoons are more protective of groundwater than those for manure lagoons. Municipal lagoons are required to be lined with, at the very least, synthetic, geomembrane liners. This is true even though municipal waste contains far less concentrated effluent that the effluent generated by dairies such as DBD and SMD.
  - **83.** Upon information and belief, seepage from the manure waste storage areas has been ongoing since the date these storage areas were brought into operation.
  - **84.** Public records indicate that the groundwater underlying the Dairies exceeds the Federal and State Ground Water Quality Standards for nitrate (10 mg/L), and

- show that wells tested in the area, including at the nearby Outlook School, have tested in excess of 10 mg/L nitrate.
- 85. The seepage of manure waste from the lagoons has contributed and is contributing to the excessive contamination of groundwater, which is posing, or may pose, an imminent and substantial endangerment to human health or the environment.
  - **86.** DBD and SMD do not, and cannot, use manure nutrients that seep and/or leak from their manure storage lagoons into the environment as crop fertilizers.
  - **87.** DBD and SMD's storage and/or composting of solid manure on permeable surfaces causes leachate from the solid manure to enter groundwater, further contributing to the contamination of groundwater.
  - **88.** DBD and SMD do not, and cannot, use manure nutrients that seep and/or leach through storage and/or composting areas into the environment as crop fertilizers.
  - **89.** DBD and SMD do not remove animal wastes, including manure and urine, from their animal confinement pens. These wastes are allowed to accumulate within the pens, where they seep and/or leach through the soil and into the underlying aguifer.

- 90. DBD and SMD do not, and cannot, use manure nutrients that seep and/or leach through animal confinement pens and into the environment as crop fertilizers.
- **91.** Upon information and belief, DBD and SMD store silage on permeable surfaces, where the nutrients contained there also migrate through the soil and into the underlying aquifer, further exacerbating the contamination of the soil and aquifer.
- 92. Manure that has been permitted to leach, leak, or otherwise contaminate the groundwater, such as from a leaking lagoon, solid manure storage area, animal confinement pen, agricultural field, compost storage area, or other permeable surface, is a "discarded material" from an "agricultural operation" and is therefore a "solid waste" under Section 1004(27) of RCRA. 42 U.S.C. § 6903(27).
- 93. DBD and SMD's improper manure storage practices have caused irreparable injury to the environment, contaminating soils and groundwater with excessively high levels of nitrates, phosphorus, and other pollutants, including but not limited to pharmaceutical products.

# Manure Application Practices

**94.** Upon information and belief, the Dairies and/or their agents have applied, continue to apply, and are reasonably likely to continue to apply liquid and solid

manure wastes to nearby agricultural fields in amounts that exceed agronomic rates.

- **95.** Elevated nutrient levels found in soils receiving manure are evidence of manure applications in excess of agronomic rates.
- 96. Soil tests submitted to the Washington State Department of Ecology and Washington Department of Agriculture show elevated nutrient levels of both nitrate and phosphorus at DBD. For Fall 2017 sampling results, 11 of the fields to which DBD applies nutrients showed nitrate levels greater than 400 lbs./acre in the top three feet of the soil column, with four fields exhibiting nitrate levels exceeding 600 lbs./acre in the top three feet of the soil column. Additionally, in Fall 2017, all but four of DBD's fields recorded greater than 100 ppm phosphorus.
- 97. Soil tests submitted to the Washington Department of Ecology from Fall 2018 showed an even greater increase in elevated nutrients in the top three feet of the soil column of DBD. In fact, at least two of DBD's fields to which it applies manure showed nitrate levels exceeding 1,600 lbs./acre in the top three feet of the soil column. In total, for Fall 2018, the number of DBD's fields exhibiting at least 600 lbs./acre of nitrate or in the top three feet of soil more than doubled.
- **98.** According to DBD's 2018 Annual Report, DBD applied manure and nutrients beyond agronomic rates to at least twelve fields for which its own agronomist recommended zero or minimal nutrient applications.

- 99. Soil tests submitted by SMD in 2018 show excessively high levels of nitrate in the top three feet of the soil column. Fields 1, 3, and 5 showed elevated nitrate levels ranging from 500 lbs./acre increasing to values as high as 800 lbs./acre in the top three feet.
  - **100.** According to SMD's Annual Report, SMD applied manure and nutrients beyond agronomic rates to least three fields for which its own agronomist recommended zero or minimal applications.
  - 101. Upon information and belief, the elevated nutrients found in both DBD and SMD's fields are the result of application of manure in excess of agronomic rates.
  - 102. Applications of manure nutrients above and beyond what a specific crop can uptake as fertilizer causes excess nutrients to move past the crop's root zones, where they will migrate into the groundwater. Such nutrients, including but not limited to nitrate and phosphorus, are lost to the environment and, consequently, cannot be used by DBD and SMD for fertilization purposes.
  - **103.** Upon information and belief, the over-application of liquid manure above agronomic rates has been ongoing since the date DBD and SMD commenced operations.
  - **104.** Beginning in 2017 and continuing each crop year thereafter, Defendants applied manure to their agricultural fields in amounts that exceeded the agronomic recommendations of Defendants' agronomist.

105. In dozens of instances, Defendants applied manure to their agricultural fields 1 even though their agronomist determined that no additional fertilization was 2 necessary for the crops being grown. 3 **106.** Beginning in 2017 and continuing each crop year thereafter, Defendants 4 applied millions of gallons of liquid manure to their agricultural fields, even 5 though the crops being grown did not require any additional fertilization. 6 **107.** Applications of manure waste above agronomic rates cause manure 7 nutrients, including, but not limited to, nitrates, and sometimes phosphorus, to 8 leach through the soil and into groundwater. Other pollutants such as 9 pharmaceutical products may also be present in soil and groundwater as a result of 10 11 over-applications. 12 **108.** The surface soils to which DBD applies, Warden, Senlac, and Esquatzel soil series, have a high saturated hydraulic conductivity. All three of these soils are 13 classified as "well drained" and have a saturated hydraulic conductivity in the 14 range of 1.1 to 4.0 feet per day, exhibiting a "moderately high to high" capacity to 15 transmit water. 16 109. The surface soils to which SMD applies, the Esquatzel, Outlook, Sinloc, and 17 Warden soil series, have a saturated hydraulic conductivity in the range of 1.1 to 18 4.0 feet per day, which is characterized as "moderately high to high." 19

110. The well-drained nature of these soils along with the high hydraulic conductivity make for highly susceptible soil conditions for groundwater contamination and very low potential for denitrification to decrease nitrate contamination of groundwater.

111. Dairy effluent concentrations of ammonia and nitrate can be considerable, as ammonia is produced by hydrolysis of waste fluids. Ammonia is rapidly converted to nitrate when the manure encounters aerobic soils or groundwater. Due to their high solubility, ammonia and nitrate can readily leach into groundwater.

112. Plants can uptake nitrate and nitrite only in limited quantities. Quantities of nitrate and nitrite in the soil in excess of concentrations that can be used by the currently active crop migrate into the vadose zone and the water table, where they adversely impact groundwater quality and its use as a drinking water source. Migration to the vadose zone and water table may also occur where well-drained soils cannot hold the nitrate and nitrite in the root zone for a sufficient amount of time to allow for the crops' natural uptake process.

113. Once nitrates enter the vadose zone, the area below the soil surface from the end of the vegetative root zone to the beginning of the groundwater table, they migrate down to the nearest groundwater.

114. Once nitrates enter the water table, they migrate away from DBD and SMD's property and into the wells of nearby residents depending on the depth and flow direction of the initial receiving groundwater.

agronomic rates – that is, application above which the current or planned crop can effectively utilize – will cause manure nutrients, including, but not limited to, nitrate and phosphorus, to pass through soils before they can be utilized by the planned or active crops into groundwater. This renders the manure incapable of serving its intended purpose as a fertilizer. Phosphorus also runs off the surface during storm events and into surface waters, causing eutrophication and other adverse effects to surface waters, plants, and wildlife.

**116.** Manure that has been over-applied on fields and permitted to leach, leak, or otherwise contaminate the groundwater is a "discarded material" from an "agricultural operations," and is therefore a "solid waste" under Section 1004(27) of RCRA. 42 U.S.C. § 6903(27).

117. DBD and SMD's improper manure application practices have caused irreparable injury to the environment, contaminating soils and groundwater with excessively high levels of nitrate and other pollutants, including but not limited to pharmaceutical products.

## Contamination of Groundwater in Excess of MCL

- 1 | 118. The practices mentioned in the preceding paragraphs, which are hereby incorporated herein, are causing or contributing to groundwater contamination beyond the federal MCL for nitrate.
  - 119. The EPA has determined that nitrates pose an acute health concern at certain levels of exposure. Nitrates contained in drinking water are colorless and odorless. Ingestion of nitrates, converted to nitrite in the body, interferes with the oxygen carrying capacity of blood, potentially resulting cyanosis and, at higher levels, asphyxia.
  - **120.** High levels of nitrate in water can also cause a blood disorder in infants known as methemoglobinemia ("blue baby syndrome") that can be fatal if left untreated.
  - **121.** Methemoglobinemia is a blood disorder in which an abnormal amount of methemoglobin a form of hemoglobin is produced. Hemoglobin is the molecule in red blood cells that distributes oxygen to the body. Methemoglobin cannot release oxygen. In methemoglobinemia, the hemoglobin is unable to release oxygen effectively to body tissues.
  - **122.** High nitrate levels may also affect pregnant women and adults with hereditary cytochrome b5 reductase deficiency.
  - **123.** In addition, nitrate and nitrite ingestion in humans has been linked to goitrogenic (anti-thyroid) actions on the thyroid gland (similar to perchlorate),

fatigue and reduced cognitive functioning due to chronic hypoxia, and maternal reproductive complications including spontaneous abortion.

- 124. Ingestion of nitrates in excess of the MCL is also suspected of causing various forms of cancer in the general exposed population, including a variety of carcinogenic outcomes deriving from N-nitrosamines formed via gastric nitrate conversion in the presence of amines, and compromises the health of immune-compromised individuals and the elderly.
  - 125. The MCLs are health-based standards that specify contaminants known to have an adverse effect on human health at levels beyond the parameters set forth by regulations.
  - **126.** Water samples taken from residential wells surrounding the Dairies show elevated levels of nitrate in the groundwater.
  - **127.** Upon information and belief, the highest levels of nitrate generally occur in the shallow alluvial aquifer. Plaintiffs' members and other residents have installed domestic wells for drinking water that intersect the shallow aquifer.
  - **128.** DBD and SMD's storage and application of manure has caused nitrate contamination of these residential wells, forcing Plaintiffs' members and other residents to either consume unsafe drinking water or to obtain alternative sources of drinking water.

## **CAUSES OF ACTION**

Count I: RCRA Imminent and Substantial Endangerment

**129.** Plaintiffs incorporate by reference the allegations of the preceding paragraphs of this Complaint.

- **130.** Since at least November 16, 2017, Defendants have been discarding manure, and pharmaceutical products in the manure, which are "solid wastes" under Section 1004 of RCRA, 42 U.S.C. § 6903(27), because the manure is, either when over-applied or leaked through holding areas, a discarded solid, liquid, and/or semi-solid material resulting from an agricultural operation.
- **131.** Defendants are the past and present owners or operators of a solid waste storage or disposal facility. As indicated above, manure is stored and disposed of in massive earthen pits and other holding structures, and over-applied to agricultural fields. As a result, Defendants contribute to the past or present handling, storage, and disposal of a solid waste. RCRA, 42 U.S.C. § 6972(a)(1)(B).
- **132.** Defendants are past and present generators of manure and other by-product wastes. Manure is "handled" and "transported" by the Defendants, as well as disposed of on land owned or leased by Defendants. *Id*.
- **133.** Defendants' handling, transportation, storage, and disposal of manure may present an imminent and substantial endangerment to public health and/or the environment.

**134.** Specifically, as alleged above, groundwater contamination levels under 1 DBD and SMD's land, and down-gradient from DBD and SMD's land and 2 facilities, have contamination levels that exceed the maximum safe consumption 3 limits established under state and federal law, establishing a case of imminent and 4 5 substantial endangerment to public health and/or the environment. 6 **135.** The National Primary Drinking Water Standards ("NPDWS") are established under the Safe Drinking Water Act ("SDWA"). 42 U.S.C. § 300f, et 7 seq. The NPDWS are health-based standards that specify contaminants known to 8 have an adverse effect on the health of person at levels beyond the parameters set 9 forth in the regulations. 42 U.S.C. § 300f(1)(B). 10 11 **136.** The Washington Water Quality Standards were promulgated to protect 12 groundwater and human health pursuant to Washington Water Pollution Control Act. RCW 90.48. 13 14 **137.** Promulgated pursuant to this statute, WAC 173-200-040(2)(a) provides "Groundwater concentrations shall not exceed the criteria listed in Table 1, except 15 16 as described in WAC 173-200-050(3)(b)." The groundwater protection standard 17 for nitrate is the same as the federal MCL of 10 mg/l. 138. Federal regulations prohibit a facility or practice from contaminating an 18 underground drinking water source. 40 C.F.R. § 257.3-4(a). "Contamination" 19

occurs when a facility or practice introduces a toxic substance that causes the

concentration of that substance in groundwater to exceed certain parameters listed 1 2 in Appendix I to 40 C.F.R. § 257.3-4(a). 139. The past and continuing practices of Defendants have caused contamination 3 and continue to contaminate groundwater to levels that exceed the maximum limits 4 for safety established under state and federal law. These practices present an 5 imminent and substantial endangerment to public health and/or the environment. 6 Specifically, Defendants are polluting groundwater to the extent that it is 7 hazardous to health and the environment. 8 **140.** Pursuant to RCRA Section 7002, Defendants are subject to an injunction 9 under RCRA ordering them to cease and abate any past or present handling, 10 11 storage, treatment, and/or transportation of any solid waste or hazardous waste that may present an imminent and substantial endangerment to public health and/or the 12 environment. 13 141. Plaintiffs' interests are harmed and will continue to be harmed by this 14 imminent and substantial endangerment and by Defendants' failure to abate the 15 16 endangerment unless the Court grants the relief herein sought. **Count II: RCRA Illegal Open Dumping** 17 142. Plaintiffs incorporate by reference the allegations of the preceding 18

paragraphs of this Complaint.

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- 1 | 143. DBD constitutes an "open dump" under RCRA Section 1004(14). 42 U.S.C.
- 2 | § 6903(14). SMD constitutes an "open dump" under RCRA Section 1004(14). 42
- 3 U.S.C. § 6903(14).
- 4 | 144. Defendants' solid waste disposal practices cause groundwater concentration
- 5 | levels of nitrates and other pollutants to exceed the limits set forth in Appendix I of
- 6 | 40 C.F.R. Part 257, which constitutes illegal open dumping, and is considered to
- 7 pose a reasonable probability of causing adverse effects to health and the
- 8 || environment.
- 9 | 145. Defendants store and dispose of manure at their facilities. The manure
- 10 || constitutes an agricultural waste and a "solid waste" under Section 1004 of RCRA
- 11 | because it is over-applied and/or improperly stored, and therefore constitutes a
- 12 discarded material under the statute. 42 U.S.C. § 6903(27).
- 13 | **146.** The disposal of solid waste at DBD and SMD, including the fields DBD and
- 14 | SMD use to apply manure, are causing the contamination of groundwater beyond
- 15 | the solid waste boundary of the disposal sites to exceed the limits set forth in
- 16 Appendix I to 40 C.F.R. Part 257. Concentrations of nitrate as measured in the
- 17 | aquifer have repeatedly exceeded the maximum contaminant level. This practice
- 18 constitutes an illegal open dumping.
- 19 | 147. Pursuant to Section 3008, Defendants are subject to an injunction under
- 20 || RCRA ordering them to cease open dumping and remediate the environmental

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contamination they have caused and/or contributed to, including widespread soil and groundwater contamination. 42 U.S.C. § 6928.

**148.** Plaintiffs' interests are harmed and will continue to be harmed by Defendants' open dumping unless the Court grants the relief herein sought.

#### RELIEF REQUESTED

WHEREFORE, Plaintiffs CARE, Friends of Toppenish Creek, and CFS respectfully request the Court enter a judgment:

- a. Declaring that Defendants' past and/or present generation, handling, storage, treatment, transportation, and/or disposal of solid waste presents, or may present, an imminent and substantial endangerment to public health or to the environment.
- b. Declaring Defendants' storage and disposal of manure and its incorporated nutrients, by-products, and pollutants constitutes illegal open dumping.
- c. Declaring Defendants to be jointly and severally liable for violating RCRA.
- d. Issuing a compliance order that requires Defendants to cease and desist from storing manure on any portion of DBD and/or SMD's land that Defendants have not first lined with synthetic liners and adequate leak detection systems to prevent seepage of pollutants into

groundwater that may, whether by flow or diffusion, transmit such 1 pollutants outside Defendants' property boundaries. 2 e. Issuing temporary and/or permanent injunctive relief against 3 Defendants, ordering them to cease all activities constituting the 4 imminent and substantial endangerment to the public health and 5 environment, and to cease all activities constituting illegal open 6 dumping. 7 f. Issuing temporary and/or permanent injunctive relief against 8 Defendants, ordering them to identify and remediate the causes of the 9 imminent and substantial endangerment to the public health and 10 11 environment, and to cease all activities constituting illegal open dumping. 12 g. Awarding Plaintiffs their reasonable attorneys' and expert witnesses' 13 fees, and costs, incurred in bringing this litigation. 14 Dated: November 8, 2021. 15 Respectfully Submitted, 16 s/ Charles M. Tebbutt 17 CHARLES M. TEBBUTT WSBA #47255 18 Daniel C. Snyder, pro hac vice B. Parker Jones, pro hac vice 19 Law Offices of Charles M. Tebbutt, P.C. 941 Lawrence St. 20

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