Form: TH-03
April 2020



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Final Regulation Agency Background Document

Agency name	State Water Control Board	
Virginia Administrative Code (VAC) Chapter citation(s)		
VAC Chapter title(s)	9VAC25-910 - General Permit for Use of Surficial Aquifer on the Eastern Shore 9VAC25-610 - Groundwater Withdrawal Regulations	
Action title	Creation of a General Permit for Use of the Surficial Aquifer on the Eastern Shore	
Date this document prepared	November 19, 2021	

This information is required for executive branch review and the Virginia Registrar of Regulations, pursuant to the Virginia Administrative Process Act (APA), Executive Order 14 (as amended, July 16, 2018), the Regulations for Filing and Publishing Agency Regulations (1VAC7-10), and the *Form and Style Requirements for the Virginia Register of Regulations and Virginia Administrative Code*.

Brief Summary

Provide a brief summary (preferably no more than 2 or 3 paragraphs) of this regulatory change (i.e., new regulation, amendments to an existing regulation, or repeal of an existing regulation). Alert the reader to all substantive matters. If applicable, generally describe the existing regulation.

There is significant non-potable groundwater use from the confined aquifer system for agricultural activities such as irrigation and cooling for poultry houses. Various parties on the Eastern Shore, including the Eastern Shore Groundwater Committee propose that use of the surficial aquifer or water table aquifer for non-potable uses achieves greater long-term aquifer sustainability. This regulatory recommendation amends the existing groundwater withdrawal regulation to authorize the development of a general permit and creates a new general permit regulation to promote use of the surficial aquifer on the Eastern Shore.

Acronyms and Definitions

Define all acronyms used in this form, and any technical terms that are not also defined in the "Definitions" section of the regulation.

Board - State Water Control Board

ESGMA - Eastern Shore Groundwater Management Area

Statement of Final Agency Action

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Provide a statement of the final action taken by the agency including: 1) the date the action was taken; 2) the name of the agency taking the action; and 3) the title of the regulation.

At its meeting on December 14, 2021 the State Water Control Board adopted the amendments to Chapter 9VAC25-610 and promulgated Chapter 9VAC25-910 as final regulations.

Mandate and Impetus

List all changes to the information reported on the Agency Background Document submitted for the previous stage regarding the mandate for this regulatory change, and any other impetus that specifically prompted its initiation. If there are no changes to previously reported information, include a specific statement to that effect.

This regulatory action is in response to a mandate created by Chapter 755 of the 2019 Acts of Assembly that requires the Board to adopt regulations to provide incentives for the withdrawal of groundwater from the surficial aquifer in the Eastern Shore Groundwater Management Area rather than from the deep aquifer in that management area.

Legal Basis

Identify (1) the promulgating agency, and (2) the state and/or federal legal authority for the regulatory change, including the most relevant citations to the Code of Virginia and Acts of Assembly chapter number(s), if applicable. Your citation must include a specific provision, if any, authorizing the promulgating agency to regulate this specific subject or program, as well as a reference to the agency's overall regulatory authority.

The promulgating agency is the State Water Control Board.

Section 62.1-256 of the Code of Virginia authorizes the Board to adopt such regulations as it deems necessary to administer and enforce the provisions of this chapter.

Section 62.1-262.1 of the Code of Virginia requires the Board to adopt regulations to provide incentives for the withdrawal of groundwater from the surficial aquifer in the Eastern Shore Groundwater Management Area (ESGMA) rather than from the deep aquifer.

Chapter 755 of the 2019 Acts of Assembly requires the Board to adopt regulations to provide incentives for the withdrawal of groundwater from the surficial aquifer in the ESGMA rather than from the deep aquifer.

Purpose

Explain the need for the regulatory change, including a description of: (1) the rationale or justification, (2) the specific reasons the regulatory change is essential to protect the health, safety or welfare of citizens, and (3) the goals of the regulatory change and the problems it's intended to solve.

The purpose of these regulatory actions is to provide incentives for the use of the surficial aquifer on the Eastern Shore for non-potable purposes through the creation of a general permit. The adoption of a general permit protects the health, safety or welfare of citizens by providing incentives for non-potable water needs to be met by the surficial aquifer, thus conserving groundwater in the deep aquifers for potable needs.

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Substance

Briefly identify and explain the new substantive provisions, the substantive changes to existing sections, or both. A more detailed discussion is provided in the "Detail of Changes" section below.

Amendments to the Groundwater Withdrawal Regulations will establish the framework for the issuance of a general permit under the Groundwater Withdrawal Regulation. The new general permit regulation will include the establishment of permit terms, withdrawal limitations, and reporting requirements necessary to permit withdrawals.

Issues

Identify the issues associated with the regulatory change, including: 1) the primary advantages and disadvantages to the public, such as individual private citizens or businesses, of implementing the new or amended provisions; 2) the primary advantages and disadvantages to the agency or the Commonwealth; and 3) other pertinent matters of interest to the regulated community, government officials, and the public. If there are no disadvantages to the public or the Commonwealth, include a specific statement to that effect.

The advantages to the public and the agency of creating a general permit is that it will be available to facilities with eligible withdrawals to withdraw groundwater in a manner that is protective of the confined aquifers in the ESGMA without the increased cost and more complex application process associated with issuing an individual permit. There are no known disadvantages.

Requirements More Restrictive than Federal

List all changes to the information reported on the Agency Background Document submitted for the previous stage regarding any requirement of the regulatory change which is more restrictive than applicable federal requirements. If there are no changes to previously reported information, include a specific statement to that effect.

There is no applicable federal law. Management of groundwater withdrawals is required by state law.

Agencies, Localities, and Other Entities Particularly Affected

List all changes to the information reported on the Agency Background Document submitted for the previous stage regarding any other state agencies, localities, or other entities that are particularly affected by the regulatory change. If there are no changes to previously reported information, include a specific statement to that effect.

Other State Agencies Particularly Affected

9VAC25-610 amendments. No agencies are affected by authorizing the development of a general permit.

9VAC25-910 General Permit. State agencies that require a permit to withdraw 300,000 gallons in a month or more of groundwater within the ESGMA may save time and money by withdrawing from the surficial aquifer and choosing to use the General Permit.

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Localities Particularly Affected

9VAC25-610 amendments. No localities are affected by authorizing the development of a general permit.

9VAC25-910 General Permit. Localities that require a permit to withdraw 300,000 gallons in a month or more of groundwater within the ESGMA may save time and money by withdrawing from the surficial aquifer and choosing to use the general permit.

Other Entities Particularly Affected

9VAC25-610 amendments. No entities are affected by authorizing the development of a general permit.

9VAC25-910 General Permit. Other entities that require a permit to withdraw 300,000 gallons in a month or more of groundwater within the ESGMA may save time and money by withdrawing from the surficial aquifer and choosing to use the general permit. A primary driver of this legislation was the modernization of the poultry industry on the Eastern Shore and concerns about the long-term sustainability of the confined aquifers that are the only source of potable drinking water in the ESGMA. The most likely users affected by this permit are agricultural, irrigation, and commercial entities.

For purposes of "Locality Particularly Affected" under the Board's statutes

It is not expected that any locality will bear a disproportionate material impact not experienced by other localities. Currently all entities proposing to withdraw 300,000 in a month of groundwater from any aquifer, including the surficial aquifer, must obtain an individual permit to do so.

Public Comment

<u>Summarize</u> all comments received during the public comment period following the publication of the previous stage, and provide the agency response. Include all comments submitted: including those received on Town Hall, in a public hearing, or submitted directly to the agency. If no comment was received, enter a specific statement to that effect.

Commenter	Comment	Agency response
Elaine Meil,	The Groundwater Committee has	Ms. Meil and the Eastern Shore of Virginia
Accomack-	advocated for three decades for	Groundwater Committee support is noted.
Northampton	the use of this surficial (Columbia)	
Planning	aquifer in preference to the	
District	confined Yorktown-Eastover	
Commission	aquifer as a more sustainable	
	source of water supply for irrigation	
	and non-potable uses. The	
	proposed General Permit helps	
	achieve this goal by reducing the	
	regulatory burden to use the	
	Columbia aquifer. This is beneficial	
	to businesses and the resource	
	since it has a simplified burden to	
	use the most sustainable source of	
	water available. The Eastern	
	Shore of Virginia Groundwater	
	Committee is strongly supportive	
	of this regulatory action.	

Paul Muhly, Chairman Eastern Shore Ground Water Committee	For over thirty years the Eastern Shore Groundwater Committee has advocated for the greater use of the surficial aquifer (the Columbia). It is a more sustainable source of water supply than the confined Yorktown-Eastover aquifer. The proposed General Permit will help to encourage this goal by establishing a simple and cost effective General Permitting process and reducing the regulatory burden. Simple is always better for everybody!	Mr. Muhly's support is noted.
	strongly support this proposed regulation.	
Roberta Kellam, Member of the Accomack- Northampton Counties Groundwater Committee	I am a member of the Accomack-Northampton Counties Groundwater committee, appointed by the Northampton County Board of Supervisors. I am writing in support of this regulation as it will help to protect the sole source drinking water aquifer in Accomack and Northampton Counties. While I do not speak for the Groundwater committee or Northampton County, it is my understanding that this regulation has long been a goal of both. I appreciate the efforts of DEQ groundwater staff in helping to protect the ground water quality and quantity through this regulation.	Ms. Kellam's support is noted.
Susan Mastyl,	As a member of the Regulatory	Ms. Mastyl raised these same issues during
Virginia Eastern Shore Clean Water Council	Advisory Panel, I voiced my concerns that the original intent of the legislation had been lost, ie, "to provide incentives for the withdrawal of ground water from the surficial aquifer in the Eastern Shore [which] may include extended permit terms of as long as 20 years, an accelerated permit process, discounted permit fees, other subsidies, or other incentives." The group decided that extending the permit term wasn't feasible, and our largest users, namely agriculture, are exempt from permit fees. That leaves the accelerated process,	the RAP process and they were discussed thoroughly with the RAP. DEQ has a limited budget and this budget has historically not been able to fully support even the existing programmatic needs to implement the program. The legislation did not come with a budget increase and the development of regulation is not the vehicle used to fund an agency effort. The development of a program to provide financial incentives for use of the surficial aquifer on the Eastern Shore is a complex process that involves the development of the state budget by the Governor and the General Assembly. Therefore, the development of a general permit regulation was identified as the primary incentive in response to the legislation. No

which by itself seems to be a very	changes to the proposed regulations were
weak incentive. There are real	made.
pressures convincing poultry	
farmers and other large users to	
use the deep aquifer, and nothing	
in the proposed general permit will	
change their mind. DEQ staff	
indicated that it is not within their	
purview to provide "other subsidies	
or other incentives." If not DEQ,	
then who? If not the State Water	
Control Board, then who? If we	
really want to move users to the	
surficial aquifer, this is not enough	
to accomplish that goal.	

Detail of Changes Made Since the Previous Stage

List all changes made to the text since the previous stage was published in the Virginia Register of Regulations and the rationale for the changes. For example, describe the intent of the language and the expected impact. Describe the difference between existing requirement(s) and/or agency practice(s) and what is being proposed in this regulatory change. Explain the new requirements and what they mean rather than merely quoting the text of the regulation. * Put an asterisk next to any substantive changes.

Current chapter- section number	New chapter-section number, if applicable	New requirement from previous stage	Updated new requirement since previous stage	Change, intent, rationale, and likely impact of updated requirements
	910-10		Correction of citation of the Ground Water Management Act of 1992 was made.	Correction of citation

Detail of All Changes Proposed in this Regulatory Action

List all changes proposed in this action and the rationale for the changes. For example, describe the intent of the language and the expected impact. Describe the difference between existing requirement(s) and/or agency practice(s) and what is being proposed in this regulatory change. Explain the new requirements and what they mean rather than merely quoting the text of the regulation. * Put an asterisk next to any substantive changes.

Changes to Existing VAC Chapter(s)

Current	New chapter-	Current requirements in	Change, intent, rationale, and likely
chapter-	section	VAC	impact of new requirements
section	number, if		
number	applicable		

610-10.	N/A.	Definitions.	Amends section to add definitions of "General permit," "Instream beneficial uses, and "Surface water."
			Intent is to facilitate implementation of the new general permit requirements by being clear about what terms used in groundwater general permits mean.
			Necessary for clarity in implementing the proposed 9VAC25-910 general permit requirements.
			Impact is to incentivize the use of the surficial aquifer through the use of a general permit.

Promulgating Sections in 9VAC25-610:

New chapter- section number	New requirements to be added to VAC	Other regulations and laws that apply	Change, intent, rationale, and likely impact of new requirements
610-95	General Permits (requirements).	Code of Virginia § 62.1-254 et seq. (Ground Water Management Act of 1992).	Adds a new section to Chapter 610 that authorizes general permits. Intent is to facilitate implementation of the new general permit requirements of 9VAC25-910. Necessary to implement the new 9VAC25-910 general permit requirements under the current permit authority of 9VAC25-610 and to describe and limit the use of that permit type. Impact is to incentivize the use of the surficial aquifer through the use of a general permit.
610-95 A.	General requirements authorizing the issuance of general permits.	Code of Virginia § 62.1-254 et seq. (Ground Water Management Act of 1992).	Adds a new subsection that authorizes general permit regulations and specifies general requirements for general permit regulations. Subdivision 1 specifies when a general permit may be used. Subdivision 2 requires that the general permit must clearly identify the permit conditions. Subdivision 3 allows certain uses to be excluded from the general permit. Intent is to facilitate implementation of the new general permit requirements of the proposed 9VAC25-910.

New chapter- section number	New requirements to be added to VAC	Other regulations and laws that apply	Change, intent, rationale, and likely impact of new requirements
			Necessary to implement the proposed 9VAC25-910 general permit requirements under the permit authority of 9VAC25-610 and to describe and specify the use of that permit type.
			Impact is to incentivize the use of the surficial aquifer through the use of a general permit.
610-95 B.	Exceptions to the authorization for general permits.	Code of Virginia § 62.1-254 et seq. (Ground Water Management Act of 1992).	Adds a new subsection that authorizes the board to require individual permits when a case-by-case determination indicates that the coverage by a general permit does not address aquifer, water quality or ecosystem service concerns. Subdivisions 1-5 specify some cases where an individual permit may be required, such as interfering wells, impacts on available groundwater or surface water, polluted groundwater or surface water in the area, noncompliance with the general permit conditions, and the user no longer qualifying for coverage under the general permit. The listed examples are not intended to be the only cases requiring individual permits. Intent is to facilitate implementation of the new general permit requirements of the proposed 9VAC25-910. Necessary to implement the proposed 9VAC25-910 general permit requirements under the permit authority of 9VAC25-610 and to describe and specify the use of that permit type. Impact is to incentivize the use of the surficial aquifer through the use of a general permit.
610-95 C.	Authorization for revoking general permits.	Code of Virginia § 62.1-254 et seq. (Ground Water Management Act of 1992).	Adds a new subsection that authorizes the board to revoke general permit coverage in certain cases after a public hearing. Intent is to facilitate implementation of the new general permit requirements of the proposed 9VAC25-910.

New chapter- section number	New requirements to be added to VAC	Other regulations and laws that apply	Change, intent, rationale, and likely impact of new requirements
			Necessary to implement the proposed 9VAC25-910 general permit requirements under the permit authority of 9VAC25-610 and to describe and specify the use of that permit type.
			Impact is to incentivize the use of the surficial aquifer through the use of a general permit.
610-95 D.	Authorization for activities are limited to the term of the general	Code of Virginia § 62.1-254 et seq. (Ground	Adds a new subsection that authorizes activities under the general permit only for the permit term specified by the general permit regulation.
	permits.	Water Management Act of 1992).	Intent is to facilitate implementation of the new general permit requirements of the proposed 9VAC25-910.
			Necessary to implement the proposed 9VAC25-910 general permit requirements under the permit authority of 9VAC25-610 and to describe and specify the use of that permit type.
			Impact is to incentivize the use of the surficial aquifer through the use of a general permit.
610-95 E.	Automatic termination of general permits.	Code of Virginia § 62.1-254 et seq. (Ground Water	Adds a new subsection that specifies that the general permit coverage for a use automatically terminates on the date that coverage under an individual permit for that use becomes effective.
		Management Act of 1992).	Intent is to facilitate implementation of the new general permit requirements of the proposed 9VAC25-910.
			Necessary to implement the proposed 9VAC25-910 general permit requirements under the permit authority of 9VAC25-610 and to describe and specify the use of that permit type.
			Impact is to incentivize the use of the surficial aquifer through the use of a general permit.
610-95 F.	Authorization for requesting exclusion from a general permit.	Code of Virginia § 62.1-254 et seq. (Ground Water	Adds a new subsection that allows a permittee operating under an individual permit that becomes subject to a general permit regulation when it becomes effective, to request exclusion

New chapter- section number	New requirements to be added to VAC	Other regulations and laws that apply	Change, intent, rationale, and likely impact of new requirements
		Management Act of 1992).	from the general permit regulation and continue coverage under the individual permit.
			Intent is to facilitate implementation of the new general permit requirements of the proposed 9VAC25-910.
			Necessary to implement the proposed 9VAC25-910 general permit requirements under the permit authority of 9VAC25-610 and to describe and specify the use of that permit type.
			Impact is to incentivize the use of the surficial aquifer through the use of a general permit.
610-95 G.	Process for promulgating general permit regulations. Code of Virginia § 62.1-254 et seq. (Ground Water Management	Virginia § 62.1-254 et seq. (Ground Water Management	Adds a new subsection that specifies that general permits may be issued, modified, revoked, reissued or terminated in accordance with Virginia's Administrative Process Act, (Code of Virginia §2.2-4000 et seq.)
		Act of 1992).	Intent is to facilitate implementation of the new general permit requirements of the proposed 9VAC25-910.
			Necessary to implement the proposed 9VAC25-910 general permit requirements under the permit authority of 9VAC25-610 and to describe and specify the use of that permit type.
			Impact is to incentivize the use of the surficial aquifer through the use of a general permit.

Promulgating 9VAC25-910 (General Permit for Use of Surficial Aquifer on the Eastern Shore):

New chapter- section number	New requirements to be added to VAC	Other regulations and laws that apply	Change, intent, rationale, and likely impact of new requirements
910-10	Definitions, specifically for the following terms: "Act," "Adverse impact," "Applicant," "Area of impact,"	Code of Virginia § 62.1-44.2 et seq., Code of Virginia § 62.1-254 et	Specifies that the definitions in the Groundwater Management Act and Groundwater Withdrawal Regulation apply, but adds more specific definitions applicable to this proposed regulation.

New chapter- section number	New requirements to be added to VAC	Other regulations and laws that apply	Change, intent, rationale, and likely impact of new requirements
	"Beneficial use," "Board," "Department," "Director," "Eastern Shore Groundwater Management Area," "Groundwater," "Mitigate," "Permit," "Permittee," "Person," "Surface water and groundwater conjunctive use system," "Surficial aquifer," "Well," and "Withdrawal system."	seq. (Ground Water Management Act of 1992), Code of Virginia § 62.1-256, and 9VAC25-610 (Groundwater Withdrawal Regulation).	Intent is to facilitate implementation of the new general permit requirements by being clear about what the terms used in 9VAC25-910 mean. Necessary for clarity in implementing the proposed 9VAC25-910 general permit requirements. Impact is to incentivize the use of the surficial aquifer through the use of a general permit.
910-20	Information requirements.	Code of Virginia § 62.1-44.2 et seq., Code of Virginia § 62.1-254 et seq. (Ground Water Management Act of 1992), Code of Virginia § 62.1-256, and 9VAC25-610- 380.	Specifies that the requirements of 9VAC25-610-380 apply, and specifies that the board may require additional information pertinent to the review of an application and requires that the owner provide that information. Intent is to facilitate implementation of the new general permit requirements by requiring that owners provide such information that the board deems necessary to determine the impact of the withdrawals. Necessary to ensure that sufficient information is available for proper review of the general permit application. Impact is to incentivize the use of the surficial aquifer through the use of a general permit.
910-30	Purpose.	Code of Virginia § 62.1-44.2 et seq., Code of Virginia § 62.1-254 et seq. (Ground Water Management	Specifies the purpose for the general permit, application processing by the board, final action by the board, and how the processing of the general permit is different from procedures for individual permits. Intent is to provide information about application review and processing

New chapter- section number	New requirements to be added to VAC	Other regulations and laws that apply	Change, intent, rationale, and likely impact of new requirements
		Act of 1992), Code of Virginia § 62.1-256, and 9VAC25-610 (Groundwater Withdrawal Regulation).	requirements, and to require board action according to those requirements. Necessary to ensure that the board action process is clear to applicants and that board action follows statutory requirements for review and final action. Impact is to incentivize the use of the surficial aquifer through the use of a general permit.
910-40.	Delegation of authority.	Code of Virginia § 62.1-44.2 et seq., Code of Virginia § 62.1-254 et seq. (Ground Water Management Act of 1992), Code of Virginia § 62.1-256, and 9VAC25-610 (Groundwater Withdrawal Regulation).	Specifies that the Director and his staff are delegated authority assigned to the board under this proposed chapter. Intent is to enable prompt review of a general permit application and to facilitate a quick final action without a formal review and decision by the board. Necessary to ensure that the general permit application review and final action processes are as simple and prompt as staff resources allow. Impact is to incentivize the use of the surficial aquifer through the use of a general permit.
910-50.	Effective date of the permit.	Code of Virginia § 62.1-44.2 et seq., Code of Virginia § 62.1-254 et seq. (Ground Water Management Act of 1992), Code of Virginia § 62.1-256, and 9VAC25-610 (Groundwater Withdrawal Regulation).	Specifies the effective date of the general permit (based upon the effective date of the General Permit Regulation), and the expiration date of the general permit, 15 years later. Coverage would be provided under the general permit until expiration of the general permit unless terminated or revoked earlier. Intent is to have coverage under the general permit extend to the expiration date for all approved users regardless of when coverage is granted, and to provide as much of 15 years of coverage that remains before that expiration date. Necessary to ensure that the general permit term is a maximum of 15 years.

New chapter- section number	New requirements to be added to VAC	Other regulations and laws that apply	Change, intent, rationale, and likely impact of new requirements
			Impact is to incentivize the use of the surficial aquifer through the use of a general permit.
910-60.	Authorization to withdraw groundwater from the surficial aquifer of the Eastern Shore.	Code of Virginia § 62.1-44.2 et seq., Code of Virginia § 62.1-254 et seq. (Ground Water Management Act of 1992), Code of Virginia § 62.1-256, and 9VAC25-610 (Groundwater Withdrawal Regulation).	Specifies that persons granted coverage may withdraw water from the surficial aquifer provided that an application is submitted in accordance with this chapter, any required application fee is paid, the applicant receives coverage from the department, the applicant complies with the requirements of the general permit and other applicable laws and regulations, and the applicant is not required to obtain an individual permit for the proposed withdrawals. An eligible applicant may instead apply for an individual permit at his discretion. Intent is to authorize withdrawals after application review and the applicant is granted coverage under the general permit, as long as the applicant remains compliant with the general permit and is not otherwise required to obtain an individual permit. Necessary to authorize and facilitate compliant withdrawals from the surficial aquifer under the permit terms. Impact is to incentivize the use of the surficial aquifer through the use of a general permit.
910-70.	Exceptions to coverage.	Code of Virginia § 62.1-44.2 et seq., Code of Virginia § 62.1-254 et seq. (Ground Water Management Act of 1992), Code of Virginia § 62.1-256, and 9VAC25-610 (Groundwater	Specifies that coverage under the general permit is not required if the proposed withdrawal is not required to have a permit under 9VAC25-610-50, and is not otherwise prohibited by state law or regulation. Applications shall be denied coverage if the withdrawals cause, contribute to, or may be expected to cause or contribute to more than minimal water level declines, degradation of water quality, hydrology, or other instream beneficial uses. Coverage is limited to activities within the Eastern Shore Groundwater Management Area (ESGMA), activities in the surficial aquifer, and wells with a

New chapter- section number	New requirements to be added to VAC	Other regulations and laws that apply	Change, intent, rationale, and likely impact of new requirements
		Withdrawal Regulation).	maximum depth of 80 feet unless logs are provided with the application that demonstrate that the maximum depth is still within the surficial aquifer of the ESGMA as determined by the department.
			Intent is to allow groundwater withdrawals to the surficial aquifer in the ESGMA without causing or contributing to adverse groundwater or surface water impacts, and without requiring unnecessary testing and monitoring expenses in order to apply for the permit.
			Necessary to ensure that withdrawals under the general permit are limited to the surficial aquifer without adverse groundwater or surface water impacts, and without requiring applicants to do expensive testing and monitoring.
			Impact is to incentivize the use of the surficial aquifer through the use of a general permit.
910-80 A.	Application requirements. Requirement to file a complete application.	Code of Virginia § 62.1-44.2 et seq., Code of Virginia § 62.1-254 et seq. (Ground Water Management Act of 1992), Code of Virginia § 62.1-256, and 9VAC25-610 (Groundwater Withdrawal Regulation).	Requires the applicant to file a complete application for coverage in accordance with the requirements of the rest of this section. Intent is to ensure that the application requirements and application process are clearly provided. Necessary to ensure that sufficient information is included with the application to allow proper review of the application by the department and to ensure timely final action on the application. Impact is to incentivize the use of the surficial aquifer through the use of a
910-80 B.	Application requirements.	Code of Virginia §	general permit. Specifies certain minimum information be provided in the application for
	Application content.	62.1-44.2 et seq., Code of Virginia § 62.1-254 et	coverage in accordance with subdivisions 1 through 10, including: the permit fee, if applicable; signature; well construction reports, well descriptions,

New chapter- section number	New requirements to be added to VAC	Other regulations and laws that apply	Change, intent, rationale, and likely impact of new requirements
		seq. (Ground Water Management Act of 1992), Code of Virginia § 62.1-256, and 9VAC25-610 (Groundwater Withdrawal Regulation).	well locations on certain USGS maps; information on conjunctive use systems, if applicable; the certification of compliance notification from the local governing body; justification of the groundwater withdrawal volume requested; and certain geophysical logs that are required if the wells are deeper than 80 feet. Intent is to ensure that application requirements are clear and are the minimum necessary requirements to complete the review process. Necessary to ensure that sufficient information is included with the application to allow proper review of the application by the department and ensure timely final action on the application. Impact is to incentivize the use of the surficial aquifer through the use of a
910-80 C.	Application requirements. Board waiver.	Code of Virginia § 62.1-44.2 et seq., Code of Virginia § 62.1-254 et seq. (Ground Water Management Act of 1992), Code of Virginia § 62.1-256, and 9VAC25-610 (Groundwater Withdrawal Regulation).	Specifies that the board may waive the minimum information requirements of subsection B if it has access to substantially identical information that is accurate and relevant. Intent is to ensure that the application requirements are the minimum necessary to complete the review process. Necessary to ensure that sufficient information is available to the department without the applicant having to provide information identical to information already available. Impact is to incentivize the use of the surficial aquifer through the use of a general permit.
910-80 D.	Application requirements. Requiring the submission of additional information.	Code of Virginia § 62.1-44.2 et seq., Code of Virginia § 62.1-254 et seq. (Ground	Specifies that the board shall require the applicant to submit additional information if the application is determined to be incomplete. Intent is to ensure that the application requirements necessary to complete the

New chapter- section number	New requirements to be added to VAC	Other regulations and laws that apply	Change, intent, rationale, and likely impact of new requirements
		Water Management Act of 1992), Code of Virginia § 62.1-256, and 9VAC25-610 (Groundwater Withdrawal Regulation).	review process are met according to established processes. Necessary to ensure that sufficient information is available to the department. Impact is to incentivize the use of the surficial aquifer through the use of a general permit.
910-80 E.	Application requirements. Procedures for administrative withdrawal of an incomplete application.	Code of Virginia § 62.1-44.2 et seq., Code of Virginia § 62.1-254 et seq. (Ground Water Management Act of 1992), Code of Virginia § 62.1-256, and 9VAC25-610 (Groundwater Withdrawal Regulation).	Specifies that the board may administratively withdraw an incomplete application for failure to provide the additional information required by the board within 60 calendar days of the board's last request. Provisions are made for an applicant requesting that the application review process be suspended, and for additional application fees being required from the applicant when resubmitting an application that was administratively withdrawn by the board. Intent is to provide processes for withdrawing applications, suspending review of applications, and resubmitting withdrawn applications. Necessary to specify and clarify processes necessary for management of incomplete applications. Impact is to incentivize the use of the surficial aquifer through the use of a general permit.
910-90.	General Permit. Coverage and authorization for withdrawals.	Code of Virginia § 62.1-254 et seq. (Ground Water Management Act of 1992), Code of Virginia § 62.1-256, and 9VAC25-610 (Groundwater Withdrawal Regulation).	Coverage granted to the applicant for the remaining term of the general permit, and compliance with the requirements of the general permit and 9VAC25-610 is required for owners whose application is accepted by the board. Withdrawals are authorized in accordance with the application, the general permit provisions for operating conditions, and the general conditions applicable to all groundwater withdrawal permits. Intent is to provide the authorization for withdrawals from the surficial aquifer

New chapter- section number	New requirements to be added to VAC	Other regulations and laws that apply	Change, intent, rationale, and likely impact of new requirements
			consistent with the application and general permit conditions.
			Necessary to implement the withdrawal of groundwater from the superficial aquifer.
			Impact is to incentivize the use of the surficial aquifer through the use of a general permit.
910-90. Part I.	General Permit. Operating Conditions.	Code of Virginia § 62.1-254 et seq. (Ground	The withdrawal of groundwater is specified to be limited to the wells identified in the application.
Subsection A.	Authorized withdrawal.	Water Management Act of 1992),	Intent is to provide the authorization for withdrawals from the surficial aquifer consistent with the application.
		Code of Virginia § 62.1-256, and 9VAC25-610 (Groundwater Withdrawal Regulation).	Necessary to implement the withdrawal of groundwater from the superficial aquifer.
			Impact is to incentivize the use of the surficial aquifer through the use of a general permit.
910-90. Part I. Subsection B.	General Permit. Operating Conditions. Reporting.	Code of Virginia § 62.1-254 et seq. (Ground Water Management Act of 1992), Code of Virginia § 62.1-256, and 9VAC25-610 (Groundwater Withdrawal Regulation).	The withdrawal of groundwater is required to be recorded at the end of each month and reported to the department by July 10 th of each year for the previous 12 months. Records of water use are required to be maintained by the permitee in accordance with conditions specified in Part II of the general permit. Reporting of any excess in the monthly permitted withdrawal is required to be reported by the 5 th day of the month following the month of the excess withdrawal. Intent is to provide the minimum recordkeeping and reporting
			requirements that are necessary to demonstrate compliance with the general permit. Necessary to implement the withdrawal
			of groundwater from the superficial aquifer.
			Impact is to incentivize the use of the surficial aquifer through the use of a general permit.

New chapter- section number	New requirements to be added to VAC	Other regulations and laws that apply	Change, intent, rationale, and likely impact of new requirements
910-90. Part I. Subsection C.	General Permit. Operating Conditions. Water Conservation and Management Plan.	Code of Virginia § 62.1-254 et seq. (Ground Water Management Act of 1992), Code of Virginia § 62.1-256, and 9VAC25-610 (Groundwater Withdrawal Regulation).	An annual water audit is required that quantifies the flows of water in the system and shall include a documented review of water use compared with expected need, documentation of changes to the water saving equipment, procedures or improvements or water saving processes, implementation and evaluation of a leak detection and repair process changes to the system implemented in the previous year, and a completed department-provided Audit Form. Results of the audit must be maintained onsite and provided to the department on request. Also, when a drought emergency is declared for the Eastern Shore, the permittee is required to implement the most restrictive of the state emergency provisions or the local drought management ordinance measures and maintain a record of the actions taken. Intent is to require that the permittee implement water conservation measures that are appropriate for use of the surficial aquifer. Necessary to conserve the superficial aquifer while using it. Impact is to incentivize the use of the surficial aquifer through the use of a general permit.
910-90. Part I. Subsection D.	General Permit. Operating Conditions. Mitigation plan.	Code of Virginia § 62.1-254 et seq. (Ground Water Management Act of 1992), Code of Virginia § 62.1-256, and 9VAC25-610 (Groundwater Withdrawal Regulation).	Specifies mitigation measures to be taken when an applicant's proposed well has an area of impact beyond the permittee's property and existing groundwater withdrawers are included within that area of impact. Mitigation of adverse impacts include the permittee's review and response to any claim of adverse impact within 5 business days, implementation of mitigation measures within 30 business days if the permittee accepts the claim as valid, notification to the claimant if the claim is not accepted as valid and additional measures to justify the denial, get more information with which to determine the validity, or arbitrate their dispute with

New chapter- section number	New requirements to be added to VAC	Other regulations and laws that apply	Change, intent, rationale, and likely impact of new requirements
			the loser responsible for arbitration costs and if the claim is approved, mitigating the impacts within 30 business days of the decision.
			Intent is to provide the processes for mitigation and resolution of claims of adverse impacts from a well's area of impacts.
			Necessary to mitigate disputes over adverse impacts affecting the withdrawal of groundwater from the superficial aquifer.
			Impact is to incentivize the use of the surficial aquifer through the use of a general permit.
910-90. Part I. Subsection E.	General Permit. Operating Conditions. Well tags.	Code of Virginia § 62.1-254 et seq. (Ground Water Management Act of 1992), Code of Virginia § 62.1-256, and 9VAC25-610 (Groundwater Withdrawal Regulation).	Specifies that well tags shall be affixed to the well casing in a prominent place with specific minimum information on the tag in a format specified by the board. Intent is to provide the means of easily identifying the well. Necessary to identify the well for compliance, recordkeeping and reporting purposes. Impact is to incentivize the use of the surficial aquifer through the use of a general permit.
910-90. Part I. Subsection F.	General Permit. Operating Conditions. Well abandonment.	Code of Virginia § 62.1-254 et seq. (Ground Water Management Act of 1992), Code of Virginia § 62.1-256, and 9VAC25-610 (Groundwater Withdrawal Regulation).	Specifies certain permittee actions required prior to abandonment of out of service wells, including complying with Department of Health regulations concerning abandonment, notification to the Department of Environmental Quality 2 weeks prior to abandonment, and submitting documentation of the abandonment to the department within 30 calendar days after abandonment. Intent is to ensure compliance with regulation requirements for abandonment of out of service wells. Necessary to ensure compliance with regulatory requirements.

New chapter- section number	New requirements to be added to VAC	Other regulations and laws that apply	Change, intent, rationale, and likely impact of new requirements
			Impact is to incentivize the use of the surficial aquifer through the use of a general permit.
910-90. Part II. Subsection A.	General Permit. Conditions Applicable to All Groundwater Withdrawal Permits Duty to comply.	Code of Virginia § 62.1-254 et seq. (Ground Water Management Act of 1992), Code of Virginia § 62.1-256, and 9VAC25-610 (Groundwater Withdrawal Regulation).	Specifies that compliance with all permit conditions is required and noncompliance is a violation of law and grounds for enforcement action, permit termination, revocation, permit modification, and denial of an application. Nothing in the permit will be construed to relieve the permittee of the duty to comply with all applicable statutes, regulations, and prohibitions. Intent is to ensure compliance with all permit, regulation, and statutory requirements. Necessary to ensure compliance with all applicable requirements. Impact is to incentivize the use of the surficial aquifer through the use of a general permit.
910-90. Part II. Subsection B.	General Permit. Conditions Applicable to All Groundwater Withdrawal Permits Duty to cease or confine activity.	Code of Virginia § 62.1-254 et seq. (Ground Water Management Act of 1992), Code of Virginia § 62.1-256, and 9VAC25-610 (Groundwater Withdrawal Regulation).	Specifies that it shall not be a defense for a permittee in an enforcement action that it would have been necessary to halt or reduce the activity for which a permit has been granted in order to maintain compliance with the conditions of the permit. Intent is to ensure compliance with all permit, regulation, and statutory requirements. Necessary to ensure compliance with all applicable requirements. Impact is to incentivize the use of the surficial aquifer through the use of a general permit.
910-90. Part II. Subsection C.	General Permit. Conditions Applicable to All Groundwater Withdrawal Permits Duty to mitigate.	Code of Virginia § 62.1-254 et seq. (Ground Water Management Act of 1992), Code of	Specifies that the permittee shall take all reasonable steps to avoid all adverse impacts that may result from this withdrawal as defined in 9VAC25-610-10 and provide mitigation of the adverse impact

New chapter- section number	New requirements to be added to VAC	Other regulations and laws that apply	Change, intent, rationale, and likely impact of new requirements
		Virginia § 62.1-256, and 9VAC25-610 (Groundwater Withdrawal Regulation).	Intent is ensure that the permitee is responsible for avoiding all adverse impacts from the withdrawals. Necessary to ensure that any potential adverse impacts resulting from withdrawal are avoided or resolved. Impact is to incentivize the use of the surficial aquifer through the use of a general permit.
910-90. Part II. Subsection D.	General Permit. Conditions Applicable to All Groundwater Withdrawal Permits. Inspection, Entry, and Information Requests.	Code of Virginia § 62.1-254 et seq. (Ground Water Management Act of 1992), Code of Virginia § 62.1-256, and 9VAC25-610 (Groundwater Withdrawal Regulation).	Specifies that the permittee shall allow the board's duly authorized agents under reasonable times and circumstances, to enter the permittee's property to have access to, inspect and copy records, inspect facilities, systems, operations, and practices regulated or required under the general permit. Times for inspections are reasonable during regular business hours and during emergencies. Intent is to ensure that the agency personnel have access to permitted facilities, systems, operations, and practices, and the records required by the general permit, for inspection at reasonable times. Necessary to ensure that inspections and other reasonable compliance determinations may occur. Impact is to incentivize the use of the surficial aquifer through the use of a general permit.
910-90. Part II. Subsection E.	General Permit. Conditions Applicable to All Groundwater Withdrawal Permits. Duty to provide information.	Code of Virginia § 62.1-254 et seq. (Ground Water Management Act of 1992), Code of Virginia § 62.1-256, and 9VAC25-610 (Groundwater	Specifies that the permittee shall furnish any information requested by the board necessary to determine if cause exists for making changes to the permit or determining compliance with the permit and shall provide copies or records required to be kept by the permit or regulation. Intent is ensure that the permitee complies with information requests necessary to determine compliance.

New chapter- section number	New requirements to be added to VAC	Other regulations and laws that apply	Change, intent, rationale, and likely impact of new requirements
		Withdrawal Regulation).	Necessary to ensure that compliance can be determined. Impact is to incentivize the use of the surficial aquifer through the use of a general permit.
910-90. Part II. Subsection F.	General Permit. Conditions Applicable to All Groundwater Withdrawal Permits. Water withdrawal volume records requirements.	Code of Virginia § 62.1-254 et seq. (Ground Water Management Act of 1992), Code of Virginia § 62.1-256, and 9VAC25-610 (Groundwater Withdrawal Regulation).	Specifies that the permittee shall maintain and provide copies of the permit on request; take measurements representative of metered activity; retain records of metering information, required reports, and data used to complete the permit application for three years after the expiration of coverage under the permit, which period may be extended by the board. It also specifies that metering records shall include the measurement date, place, and time; names of individuals performing the measurements, and the results of such measurements. Intent is ensure that the permitee is responsible for retaining metering information for a sufficient time after the expiration of coverage. Necessary to ensure that all metering records necessary for compliance determinations are available beyond the permit expiration. Impact is to incentivize the use of the surficial aquifer through the use of a general permit.
910-90. Part II. Subsection G.	General Permit. Conditions Applicable to All Groundwater Withdrawal Permits. Water withdrawal volume metering and equipment requirements.	Code of Virginia § 62.1-254 et seq. (Ground Water Management Act of 1992), Code of Virginia § 62.1-256, and 9VAC25-610 (Groundwater Withdrawal Regulation).	Specifies that the permittee's well, impoundment, or impoundment system shall have in in-line totalizer flow meter accurate to plus or minus 10% of actual flows, installed prior to use, and that any defective meters shall be repaired or replaced within 30 business days of discovery. Withdrawal measurements are still required if there are defective meters, with volumes reported based upon generally accepted engineering methods. Periods in which the meter is defective shall be clearly identified in required reports and an alternative method for determining flow may be

New chapter- section number	New requirements to be added to VAC	Other regulations and laws that apply	Change, intent, rationale, and likely impact of new requirements
			approved by the board on a case-by-case basis.
			Intent is ensure that the permitee is responsible for measuring water flow accurately, maintaining the measuring devices, and reporting accurate flows regardless of defective metering
			Necessary to ensure compliance with permitted well withdrawals.
			Impact is to incentivize the use of the surficial aquifer through the use of a general permit.
910-90. Part II. Subsection H.	General Permit. Conditions Applicable to All Groundwater Withdrawal Permits. Well construction.	Code of Virginia § 62.1-254 et seq. (Ground Water Management Act of 1992), Code of Virginia § 62.1-256, and 9VAC25-610 (Groundwater Withdrawal Regulation).	Specifies that the applicant shall notify the department of a well's construction timetable at least 30 days before the scheduled construction begins and receive approval and a well number from the department. Wells must have a construction permit or approval letter from the Department of Health prior to construction. Permittees with wells with a maximum depth greater than 80 feet must submit a complete suite of geophysical logs to the department with the completion report. The permittee's determination of surficial aquifer depth shall be submitted to the department for review and approval prior to installing the well pump and a completed GW-2 form and other well construction documents shall be submitted to the department within 30 calendar days of the completion of the well and prior to the initiation of any withdrawal. Intent is ensure that the well construction process is compliant and that the required reports demonstrate that the maximum well depth is within the surficial aquifer. Necessary to ensure that the wells constructed under this general permit are still eligible for coverage after the well is constructed. Impact is to incentivize the use of the surficial aquifer through the use of a general permit.

New chapter- section number	New requirements to be added to VAC	Other regulations and laws that apply	Change, intent, rationale, and likely impact of new requirements
910-90. Part II. Subsection I.	General Permit. Conditions Applicable to All Groundwater Withdrawal Permits. Transfer of permits.	Code of Virginia § 62.1-254 et seq. (Ground Water Management Act of 1992), Code of Virginia § 62.1-256, and 9VAC25-610 (Groundwater Withdrawal Regulation).	Specifies that the permittee notify the department before any transfer of the permit coverage, and that coverage under the general permit may be automatically transferred if three conditions are met: timely notice of property title transfer 30 business days beforehand; written agreement of the date of transfer of responsibility, coverage and liability; and the board does not notify the permittees of its intent to deny the new permittee coverage under the general permit. Intent is ensure that the permittees agree to the particulars of the transfer, that they also transfer responsibilities under the permit, and that the department has sufficient notice of the transfer to object if there are grounds to do so. Necessary to ensure that any all parties are informed and agree to any transfer of permit coverage. Impact is to incentivize the use of the surficial aquifer through the use of a general permit.
910-90. Part II. Subsection J.	General Permit. Conditions Applicable to All Groundwater Withdrawal Permits. Notice of planned change.	Code of Virginia § 62.1-254 et seq. (Ground Water Management Act of 1992), Code of Virginia § 62.1-256, and 9VAC25-610 (Groundwater Withdrawal Regulation).	Specifies that the permittee is required to give the department 30 business days prior notice of any planned physical alterations or additions to the permitted water withdrawal system. Intent is ensure that the department is aware of any change that might affect the permit coverage of the well system or the quality of groundwater withdrawn from the surficial aquifer. Necessary to ensure valid permit coverage and avoid adverse impacts resulting from changes to the covered well system. Impact is to incentivize the use of the surficial aquifer through the use of a general permit.
910-90.	General Permit.	Code of Virginia §	Specifies that coverage under the general permit may be revoked by the

New chapter- section number	New requirements to be added to VAC	Other regulations and laws that apply	Change, intent, rationale, and likely impact of new requirements
Part II. Subsection K.	Conditions Applicable to All Groundwater Withdrawal Permits. Revocation and termination of coverage.	62.1-254 et seq. (Ground Water Management Act of 1992), Code of Virginia § 62.1-256, and 9VAC25-610 (Groundwater Withdrawal Regulation).	department in accordance with the provisions of 9VAC25-610. The permittee may terminate coverage under the general permit under certain specific conditions by filing a notice of termination with the department. The notice of termination shall contain specified information, a completed termination agreement form, the basis for submitting the notice of termination, the specific certification statement contained in the regulation, and a signature of a responsible party in accordance with 9VAC25-610. Intent is ensure that revocation of the general permit coverage follows established regulatory procedures and termination of the general permit coverage by the permitee follows established regulatory procedures. Necessary to ensure that withdrawals previously covered under the general permit either cease, are covered by an individual permit, or coverage is transferred to another owner. Impact is to incentivize the use of the surficial aquifer through the use of a general permit.
910-90. Part II. Subsection L.	General Permit. Conditions Applicable to All Groundwater Withdrawal Permits. Continuation of coverage.	Code of Virginia § 62.1-254 et seq. (Ground Water Management Act of 1992), Code of Virginia § 62.1-256, and 9VAC25-610 (Groundwater Withdrawal Regulation).	Specifies that permit coverage expires at the end of the term of the general permit. Exceptions are provided if the owner has provided a complete application 90 calendar days prior to expiration, in which case the owner may continue to withdraw until the board either issues coverage under a succeeding general permit or notifies the owner that the withdrawal is not eligible for coverage under a general permit. Intent is ensure that the permitee has the ability to continue to be covered beyond the term of the permit until provision is made for coverage under an effective general permit or until notified that coverage is not available under a general permit.

New chapter- section number	New requirements to be added to VAC	Other regulations and laws that apply	Change, intent, rationale, and likely impact of new requirements
			Necessary to ensure that there is continued coverage available under certain specified circumstances. Impact is to incentivize the use of the
			surficial aquifer through the use of a general permit.
910-90. Part II. Subsection M.	General Permit. Conditions Applicable to All Groundwater Withdrawal Permits. Duty to reapply.	Code of Virginia § 62.1-254 et seq. (Ground Water Management Act of 1992), Code of Virginia § 62.1-256, and 9VAC25-610 (Groundwater Withdrawal Regulation).	Specifies that if the permittee wishes to continue a permitted activity after the expiration of the permit, that it is the permittee's responsibility to apply for and obtain coverage under a new permit. Permittees covered by an effective general permit shall submit a new application at least 90 calendar days prior to expiration of the effective permit unless the board has granted permission for a later submission date in writing. The board is prohibited from granting permission for that new application to be submitted later than the expiration date of the existing permit. Intent is to make it clear that it is the permittee's responsibility to reapply for coverage under the new general permit as the expiration date of the existing general permit approaches, and under what circumstances that application must be made in order to be continuously covered. Necessary to ensure that there is continued coverage available to existing permittees if they apply under the specified circumstances. Impact is to incentivize the use of the surficial aquifer through the use of a general permit.

Regulatory Flexibility Analysis

Pursuant to § 2.2-4007.1B of the Code of Virginia, please describe the agency's analysis of alternative regulatory methods, consistent with health, safety, environmental, and economic welfare, that will accomplish the objectives of applicable law while minimizing the adverse impact on small business. Alternative regulatory methods include, at a minimum: 1) establishing less stringent compliance or reporting requirements; 2) establishing less stringent schedules or deadlines for compliance or reporting

requirements; 3) consolidation or simplification of compliance or reporting requirements; 4) establishing performance standards for small businesses to replace design or operational standards required in the proposed regulation; and 5) the exemption of small businesses from all or any part of the requirements contained in the regulatory change.

Form: TH-03

The establishment of a general permit regulation for withdrawal of groundwater from the surficial aquifer is expected to provide an incentive for use of this more sustainable aquifer instead of the confined aquifers. The action minimizes the costs to a small business owner and simplifies the application process. Without the general permit, a small business owner would be required to obtain an individual permit which would increase the complexity of the permit application and increase costs. The proposed general permit regulation contains a number of specific instances of regulatory streamlining that may result in cost reductions. They include 1) simplified reporting, including reducing the reporting frequency from quarterly to annually; 2) the use of a water conservation and management checklist form for annual reporting instead of a customized applicant conservation plan and reporting; 3) a simplified mitigation approach for impacts to other existing groundwater users; 4) reduced permit application fees; and 5) the elimination of publishing charges for public notices.

Family Impact

In accordance with § 2.2-606 of the Code of Virginia, please assess the potential impact of the proposed regulatory action on the institution of the family and family stability including to what extent the regulatory action will: 1) strengthen or erode the authority and rights of parents in the education, nurturing, and supervision of their children; 2) encourage or discourage economic self-sufficiency, self-pride, and the assumption of responsibility for oneself, one's spouse, and one's children and/or elderly parents; 3) strengthen or erode the marital commitment; and 4) increase or decrease disposable family income.

It is not anticipated that this regulation will have a direct impact on families.