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HOUSE BILL NO. 2537**AMENDMENT IN THE NATURE OF A SUBSTITUTE**(Proposed by the House Committee on General Laws
on February 2, 2007)

(Patron Prior to Substitute—Delegate Landes)

A *BILL to amend and reenact §§ 2.2-4001, 2.2-4003, 2.2-4006, 2.2-4007, 2.2-4007.1, 2.2-4009, 2.2-4011, 2.2-4012, 2.2-4012.1, 2.2-4013, 2.2-4014, 2.2-4015, 2.2-4027, 2.2-4031, 3.1-398, 28.2-1507, 32.1-325, 35.1-14, 59.1-153, 62.1-44.15, 62.1-246, and 63.2-217 of the Code of Virginia and to amend the Code of Virginia by adding sections numbered 2.2-4007.01 through 2.2-4007.07, relating to the Administrative Process Act.*

Be it enacted by the General Assembly of Virginia:

1. That §§ 2.2-4001, 2.2-4003, 2.2-4006, 2.2-4007, 2.2-4007.1, 2.2-4009, 2.2-4011, 2.2-4012, 2.2-4012.1, 2.2-4013, 2.2-4014, 2.2-4015, 2.2-4027, 2.2-4031, 3.1-398, 28.2-1507, 32.1-325, 35.1-14, 59.1-153, 62.1-44.15, 62.1-246, and 63.2-217 of the Code of Virginia is amended and reenacted and that the Code of Virginia is amended by adding sections numbered 2.2-4007.01 through 2.2-4007.07 as follows:

§ 2.2-4001. Definitions.

As used in this chapter, unless the context requires a different meaning:

"Agency" means any authority, instrumentality, officer, board or other unit of the state government empowered by the basic laws to make regulations or decide cases.

"Agency action" means either an agency's regulation or case decision or both, any violation, compliance, or noncompliance with which could be a basis for the imposition of injunctive orders, penal or civil sanctions of any kind, or the grant or denial of relief or of a license, right, or benefit by any agency or court.

"Basic law" or "basic laws" means provisions of the Constitution and statutes of the Commonwealth authorizing an agency to make regulations or decide cases or containing procedural requirements therefor.

"Case" or "case decision" means any agency proceeding or determination that, under laws or regulations at the time, a named party as a matter of past or present fact, or of threatened or contemplated private action, either is, is not, or may or may not be (i) in violation of such law or regulation or (ii) in compliance with any existing requirement for obtaining or retaining a license or other right or benefit.

"Guidance document" means any document developed by a state agency or staff that provides information or guidance of general applicability to the staff or public to interpret or implement statutes or the agency's rules or regulations, excluding agency minutes or documents that pertain only to the internal management of agencies. Nothing in this definition shall be construed or interpreted to expand the identification or release of any document otherwise protected by law.

"Hearing" means agency processes other than those informational or factual inquiries of an informal nature provided in §§ 2.2-4007 2.2-4007.01 and 2.2-4019 and includes only (i) opportunity for private parties to submit factual proofs in formal proceedings as provided in § 2.2-4009 in connection with the making of regulations or (ii) a similar right of private parties or requirement of public agencies as provided in § 2.2-4020 in connection with case decisions.

"Hearing officer" means an attorney selected from a list maintained by the Executive Secretary of the Supreme Court in accordance with § 2.2-4024.

"Public assistance and social services programs" means those programs specified in § 63.2-100.

"Rule" or "regulation" means any statement of general application, having the force of law, affecting the rights or conduct of any person, adopted by an agency in accordance with the authority conferred on it by applicable basic laws.

"Subordinate" means (i) one or more but less than a quorum of the members of a board constituting an agency, (ii) one or more of its staff members or employees, or (iii) any other person or persons designated by the agency to act in its behalf.

§ 2.2-4003. Venue.

~~Unless the parties otherwise agree, in~~ In all proceedings under §§ 2.2-4019, or 2.2-4020 ~~or § 2.2-4026 the venue for agency or court proceedings shall be in the city or county where the administrative agency maintains its principal office or as the parties may otherwise agree as specified in subdivision 1 of § 8.01-261. In all proceedings under § 2.2-4026, venue shall be as specified in~~ subdivision 1 of § 8.01-261.

§ 2.2-4006. Exemptions from requirements of this article.

A. The following agency actions otherwise subject to this chapter and § 2.2-4103 of the Virginia

60 Register Act shall be exempted from the operation of this article:

61 1. Agency orders or regulations fixing rates or prices.

62 2. Regulations that establish or prescribe agency organization, internal practice or procedures,
63 including delegations of authority.

64 3. Regulations that consist only of changes in style or form or corrections of technical errors. Each
65 promulgating agency shall review all references to sections of the Code of Virginia within their
66 regulations each time a new supplement or replacement volume to the Code of Virginia is published to
67 ensure the accuracy of each section or section subdivision identification listed.

68 4. Regulations that are:

69 a. Necessary to conform to changes in Virginia statutory law or the appropriation act where no
70 agency discretion is involved;

71 b. Required by order of any state or federal court of competent jurisdiction where no agency
72 discretion is involved; or

73 c. Necessary to meet the requirements of federal law or regulations, provided such regulations do not
74 differ materially from those required by federal law or regulation, and the Registrar has so determined in
75 writing. Notice of the proposed adoption of these regulations and the Registrar's determination shall be
76 published in the Virginia Register not less than 30 days prior to the effective date of the regulation.

77 5. Preliminary program permit fees of the Department of Environmental Quality assessed pursuant to
78 subsection C of § 10.1-1322.2.

79 6. Regulations of the Pesticide Control Board adopted pursuant to subsection B of § 3.1-249.51 or
80 clause (v) or (vi) of subsection C of § 3.1-249.53 after having been considered at two or more Board
81 meetings and one public hearing.

82 7. Regulations of the regulatory boards served by (i) the Department of Labor and Industry pursuant
83 to Title 40.1 and (ii) the Department of Professional and Occupational Regulation or the Department of
84 Health Professions pursuant to Title 54.1 that are limited to reducing fees charged to regulants and
85 applicants.

86 8. The development and issuance of procedural policy relating to risk-based mine inspections by the
87 Department of Mines, Minerals and Energy authorized pursuant to §§ 45.1-161.82 and 45.1-161.292:55.

88 9. General permits issued by the (a) State Air Pollution Control Board pursuant to Chapter 13
89 (§ 10.1-1300 et seq.) of Title 10.1 or (b) State Water Control Board pursuant to the State Water Control
90 Law (§ 62.1-44.2 et seq.), Chapter 24 (§ 62.1-242 et seq.) of Title 62.1 and Chapter 25 (§ 62.1-254 et
91 seq.) of Title 62.1, (c) Virginia Soil and Water Conservation Board pursuant to the Virginia Stormwater
92 Management Act (§ 10.1-603.1 et seq.) of Title 10.1, and (d) the development and issuance of general
93 wetlands permits by the Marine Resources Commission pursuant to subsection B of § 28.2-1307, if the
94 respective Board or Commission (i) provides a Notice of Intended Regulatory Action in conformance
95 with the provisions of ~~subsection B of § 2.2-4007~~ § 2.2-4007.01, (ii) following the passage of 30 days
96 from the publication of the Notice of Intended Regulatory Action forms a technical advisory committee
97 composed of relevant stakeholders, including potentially affected citizens groups, to assist in the
98 development of the general permit, (iii) provides notice and receives oral and written comment as
99 provided in ~~subsection F of § 2.2-4007~~ § 2.2-4007.03, and (iv) conducts at least one public hearing on
100 the proposed general permit.

101 10. The development and issuance by the Board of Education of guidelines on constitutional rights
102 and restrictions relating to the recitation of the pledge of allegiance to the American flag in public
103 schools pursuant to § 22.1-202.

104 11. Regulations of the Board of the Virginia College Savings Plan adopted pursuant to § 23-38.77.

105 12. Regulations of the Marine Resources Commission.

106 13. Regulations adopted by the Board of Housing and Community Development pursuant to (i)
107 Statewide Fire Prevention Code (§ 27-94 et seq.), (ii) the Industrialized Building Safety Law (§ 36-70 et
108 seq.), (iii) the Uniform Statewide Building Code (§ 36-97 et seq.), and (iv) § 36-98.3, provided the
109 Board (a) provides a Notice of Intended Regulatory Action in conformance with the provisions of
110 ~~subsection B of § 2.2-4007~~ § 2.2-4007.01, (b) publishes the proposed regulation and provides an
111 opportunity for oral and written comments as provided in ~~subsection F of § 2.2-4007~~ § 2.2-4007.03, and
112 (c) conducts at least one public hearing as provided in §§ 2.2-4009 and 36-100 prior to the publishing of
113 the proposed regulations. Notwithstanding the provisions of this subdivision, any regulations
114 promulgated by the Board shall remain subject to the provisions of ~~subsection K of~~
115 ~~§ 2.2-4007~~ § 2.2-4007.06 concerning public petitions, and §§ 2.2-4013 and 2.2-4014 concerning review
116 by the Governor and General Assembly.

117 14. Amendments to the list of drugs susceptible to counterfeiting adopted by the Board of Pharmacy
118 pursuant to subsection B of § 54.1-3307.

119 B. Whenever regulations are adopted under this section, the agency shall state as part thereof that it
120 will receive, consider and respond to petitions by any interested person at any time with respect to
121 reconsideration or revision. The effective date of regulations adopted under this subsection shall be in

accordance with the provisions of § 2.2-4015, except in the case of emergency regulations, which shall become effective as provided in subsection B of § 2.2-4012.

C. A regulation for which an exemption is claimed under this section or § 2.2-4002, or 2.2-4011 and that is placed before a board or commission for consideration shall be provided at least two days in advance of the board or commission meeting to members of the public that request a copy of that regulation. A copy of that regulation shall be made available to the public attending such meeting.

§ 2.2-4007. Petitions for new or amended regulations; opportunity for public comment.

A. Any person may petition an agency to request the agency to develop a new regulation or amend an existing regulation. The petition shall state (i) the substance and purpose of the rulemaking that is requested, including reference to any applicable Virginia Administrative Code sections, and (ii) reference to the legal authority of the agency to take the action requested.

B. Within 14 days of receiving a petition, the agency shall send a notice identifying the petitioner, the nature of the petitioner's request and the agency's plan for disposition of the petition to the Registrar for publication in the Virginia Register of Regulations in accordance with the provisions of subsection B of § 2.2-4031.

C. A 21-day period for acceptance of written public comment on the petition shall be provided after publication in the Virginia Register. The agency shall issue a written decision to grant or deny the petitioner's request within 90 days following the close of the comment period. However, if the rulemaking authority is vested in an entity that has not met within that 90-day period, the entity shall issue a written decision no later than 14 days after it next meets. The written decision issued by the agency shall include a statement of its reasons and shall be submitted to the Registrar for publication in the Virginia Register of Regulations. Agency decisions to initiate or not initiate rulemaking in response to petitions shall not be subject to judicial review.

B. In the case of all regulations, except those regulations exempted by § ~~2.2-4002~~, ~~2.2-4006~~, ~~2.2-4011~~, or ~~2.2-4012.1~~, an agency shall provide the Registrar of Regulations with a Notice of Intended Regulatory Action that describes the subject matter and intent of the planned regulation. At least 30 days shall be provided for public comment after publication of the Notice of Intended Regulatory Action. An agency shall not file proposed regulations with the Registrar until the public comment period on the Notice of Intended Regulatory Action has closed.

C. Agencies shall state in the Notice of Intended Regulatory Action whether they plan to hold a public hearing on the proposed regulation after it is published. Agencies shall hold such public hearings if required by basic law. If the agency states an intent to hold a public hearing on the proposed regulation in the Notice of Intended Regulatory Action, then it shall hold the public hearing. If the agency states in its Notice of Intended Regulatory Action that it does not plan to hold a hearing on the proposed regulation, then no public hearing is required unless, prior to completion of the comment period specified in the Notice of Intended Regulatory Action (i) the Governor directs the agency to hold a public hearing or (ii) the agency receives requests for a public hearing from at least 25 persons.

D. Public participation guidelines for soliciting the input of interested parties in the formation and development of its regulations shall be developed, adopted and utilized by each agency pursuant to the provisions of this chapter. The guidelines shall set out any methods for the identification and notification of interested parties, and any specific means of seeking input from interested persons or groups that the agency intends to use in addition to the Notice of Intended Regulatory Action. The guidelines shall set out a general policy for the use of standing or ad hoc advisory panels and consultation with groups and individuals registering interest in working with the agency. Such policy shall address the circumstances in which the agency considers the panels or consultation appropriate and intends to make use of the panels or consultation.

E. In formulating any regulation, including but not limited to those in public assistance and social services programs, the agency pursuant to its public participation guidelines shall afford interested persons an opportunity to submit data, views, and arguments, either orally or in writing, to the agency or its specially designated subordinate. However, the agency may begin drafting the proposed regulation prior to or during any opportunities it provides to the public to submit comments.

F. In the case of all regulations, except those regulations exempted by § ~~2.2-4002~~, ~~2.2-4006~~, or ~~2.2-4011~~, the proposed regulation and general notice of opportunity for oral or written submittals as to that regulation shall be published in the Virginia Register of Regulations in accordance with the provisions of subsection B of § ~~2.2-4031~~. In addition, the agency may, in its discretion, (i) publish the notice in any newspaper and (ii) publicize the notice through press releases and such other media as will best serve the purpose and subject involved. The Register and any newspaper publication shall be made at least 60 days in advance of the last date prescribed in the notice for such submittals. All notices, written submittals, and transcripts, summaries or notations of oral presentations, as well as any agency action thereon, shall be matters of public record in the custody of the agency.

G. If an agency wishes to change a proposed regulation before adopting it as a final regulation, it

may choose to publish a revised proposed regulation provided the latter is subject to a public comment period of at least 30 additional days and the agency complies in all other respects with this section.

H. Before delivering any proposed regulation under consideration to the Registrar as required in subsection I, the agency shall deliver a copy of that regulation to the Department of Planning and Budget. In addition to determining the public benefit, the Department of Planning and Budget in coordination with the agency, shall, within 45 days, prepare an economic impact analysis of the proposed regulation, as follows:

1. The economic impact analysis shall include, but need not be limited to, the projected number of businesses or other entities to whom the regulation would apply; the identity of any localities and types of businesses or other entities particularly affected by the regulation; the projected number of persons and employment positions to be affected; the impact of the regulation on the use and value of private property; and the projected costs to affected businesses, localities or entities to implement or comply with the regulations, including the estimated fiscal impact on such localities and sources of potential funds to implement and comply with such regulation; and

2. If the regulation may have an adverse effect on small businesses, the economic impact analysis shall also include (i) an identification and estimate of the number of small businesses subject to the regulation; (ii) the projected reporting, recordkeeping, and other administrative costs required for small businesses to comply with the regulation, including the type of professional skills necessary for preparing required reports and other documents; (iii) a statement of the probable effect of the regulation on affected small businesses; and (iv) a description of any less intrusive or less costly alternative methods of achieving the purpose of the regulation. As used in this subdivision, "small business" has the same meaning as provided in subsection A of § 2.2-4007.1.

Agencies shall provide the Department with such estimated fiscal impacts on localities and sources of potential funds. The Department may request the assistance of any other agency in preparing the analysis. The Department shall deliver a copy of the analysis to the agency drafting the regulation, which shall comment thereon as provided in subsection I, and a copy to the Registrar for publication with the proposed regulation. No regulation shall be promulgated for consideration pursuant to subsection I until the impact analysis has been received by the Registrar. For purposes of this section, the term "locality, business, or entity particularly affected" means any locality, business, or entity that bears any identified disproportionate material impact that would not be experienced by other localities, businesses, or entities. The analysis shall represent the Department's best estimate for the purposes of public review and comment on the proposed regulation. The accuracy of the estimate shall in no way affect the validity of the regulation, nor shall any failure to comply with or otherwise follow the procedures set forth in this subsection create any cause of action or provide standing for any person under Article 5 (§ 2.2-4025 et seq.) of this chapter or otherwise to challenge the actions of the Department hereunder or the action of the agency in adopting the proposed regulation.

I. Before promulgating any regulation under consideration, the agency shall deliver a copy of that regulation to the Registrar together with a summary of the regulation and a separate and concise statement of (i) the basis of the regulation, defined as the statutory authority for promulgating the regulation, including an identification of the section number and a brief statement relating the content of the statutory authority to the specific regulation proposed; (ii) the purpose of the regulation, defined as the rationale or justification for the new provisions of the regulation, from the standpoint of the public's health, safety or welfare; (iii) the substance of the regulation, defined as the identification and explanation of the key provisions of the regulation that make changes to the current status of the law; (iv) the issues of the regulation, defined as the primary advantages and disadvantages for the public, and as applicable for the agency or the state, of implementing the new regulatory provisions; and (v) the agency's response to the economic impact analysis submitted by the Department of Planning and Budget pursuant to subsection H. Any economic impact estimate included in the agency's response shall represent the agency's best estimate for the purposes of public review and comment, but the accuracy of the estimate shall in no way affect the validity of the regulation. Staff as designated by the Code Commission shall review proposed regulation submission packages to ensure the requirements of this subsection are met prior to publication of the proposed regulation in the Register. The summary, the statement of the basis, purpose, substance, and issues; the economic impact analysis; and the agency's response shall be published in the Virginia Register of Regulations, together with the notice of opportunity for oral or written submittals on the proposed regulation.

J. When an agency formulating regulations in public assistance and social services programs cannot comply with the public comment requirements of subsection F due to time limitations imposed by state or federal laws or regulations for the adoption of such regulation, the Secretary of Health and Human Resources may shorten the time requirements of subsection F. If, in the Secretary's sole discretion, such time limitations reasonably preclude any advance published notice, he may waive the requirements of subsection F. However, the agency shall, as soon as practicable after the adoption of the regulation in a manner consistent with the requirements of subsection F, publish notice of the promulgation of the

regulation and afford an opportunity for public comment. The precise factual basis for the Secretary's determination shall be stated in the published notice.

K. If one or more changes with substantial impact are made to a proposed regulation from the time that it is published as a proposed regulation to the time it is published as a final regulation, any person may petition the agency within 30 days from the publication of the final regulation to request an opportunity for oral and written submittals on the changes to the regulation. If the agency receives requests from at least 25 persons for an opportunity to submit oral and written comments on the changes to the regulation, the agency shall (i) suspend the regulatory process for 30 days to solicit additional public comment and (ii) file notice of the additional 30-day public comment period with the Registrar of Regulations, unless the agency determines that the changes made are minor or inconsequential in their impact. The comment period, if any, shall begin on the date of publication of the notice in the Register. Agency denial of petitions for a comment period on changes to the regulation shall be subject to judicial review.

L. In no event shall the failure to comply with the requirements of subsection F be deemed mere harmless error for the purposes of § 2.2-4027.

M. This section shall not apply to the issuance by the State Air Pollution Control Board of variances to its regulations.

§ 2.2-4007.01. Notice of intended regulatory action; public hearing.

A. In the case of all regulations, except those regulations exempted by § 2.2-4002, 2.2-4006, 2.2-4011, or 2.2-4012.1, an agency shall provide the Registrar of Regulations with a Notice of Intended Regulatory Action that describes the subject matter and intent of the planned regulation. At least 30 days shall be provided for public comment, to include an online public comment forum on the Virginia Regulatory Town Hall, after publication of the Notice of Intended Regulatory Action. An agency shall not file proposed regulations with the Registrar until the public comment period on the Notice of Intended Regulatory Action has closed.

B. Agencies shall state in the Notice of Intended Regulatory Action whether they plan to hold a public hearing on the proposed regulation after it is published. Agencies shall hold such public hearings if required by basic law. If the agency states an intent to hold a public hearing on the proposed regulation in the Notice of Intended Regulatory Action, then it shall hold the public hearing. If the agency states in its Notice of Intended Regulatory Action that it does not plan to hold a hearing on the proposed regulation, then no public hearing is required unless, prior to completion of the comment period specified in the Notice of Intended Regulatory Action, (i) the Governor directs the agency to hold a public hearing or (ii) the agency receives requests for a public hearing from at least 25 persons.

§ 2.2-4007.02. Public participation guidelines.

A. Public participation guidelines for soliciting the input of interested parties in the formation and development of its regulations shall be developed, adopted, and used by each agency pursuant to the provisions of this chapter. The guidelines shall set out any methods for the identification and notification of interested parties and any specific means of seeking input from interested persons or groups that the agency intends to use in addition to the Notice of Intended Regulatory Action. The guidelines shall set out a general policy for the use of standing or ad hoc advisory panels and consultation with groups and individuals registering interest in working with the agency. Such policy shall address the circumstances in which the agency considers the panels or consultation appropriate and intends to make use of the panels or consultation.

B. In formulating any regulation, including but not limited to those in public assistance and social services programs, the agency pursuant to its public participation guidelines and including an online public comment forum on the Virginia Regulatory Town Hall, shall afford interested persons an opportunity to submit data, views, and arguments, either orally or in writing, to the agency or other specially designated subordinate. However, the agency may begin drafting the proposed regulation prior to or during any opportunities it provides to the public to submit comments.

§ 2.2-4007.03. Informational proceedings; effect of noncompliance.

A. In the case of all regulations, except those regulations exempted by § 2.2-4002, 2.2-4006, or 2.2-4011, the proposed regulation and general notice of opportunity for oral or written submittals as to that regulation shall be posted on the Virginia Regulatory Town Hall and published in the Virginia Register of Regulations in accordance with the provisions of subsection B of § 2.2-4031. In addition, the agency may, in its discretion, (i) publish the notice in any newspaper and (ii) publicize the notice through press releases and such other media as will best serve the purpose and subject involved. The Register and any newspaper publication shall be made at least 60 days in advance of the last date prescribed in the notice for such submittals. All notices, written submittals, and transcripts and summaries or notations of oral presentations, as well as any agency action thereon, shall be matters of public record in the custody of the agency.

B. If an agency wishes to change a proposed regulation before adopting it as a final regulation, it

306 may choose to publish a revised proposed regulation, provided the latter is subject to a public comment
307 period of at least 30 additional days and the agency complies in all other respects with this section.

308 C. In no event shall the failure to comply with the requirements of this section be deemed mere
309 harmless error for the purposes of § 2.2-4027.

310 § 2.2-4007.04. Economic impact analysis.

311 A. Before delivering any proposed regulation under consideration to the Registrar as required in
312 § 2.2-4007.05, the agency shall submit on the Virginia Regulatory Town Hall a copy of that regulation
313 to the Department of Planning and Budget. In addition to determining the public benefit, the
314 Department of Planning and Budget in coordination with the agency shall, within 45 days, prepare an
315 economic impact analysis of the proposed regulation, as follows:

316 1. The economic impact analysis shall include but need not be limited to the projected number of
317 businesses or other entities to whom the regulation would apply; the identity of any localities and types
318 of businesses or other entities particularly affected by the regulation; the projected number of persons
319 and employment positions to be affected; the impact of the regulation on the use and value of private
320 property; and the projected costs to affected businesses, localities, or entities of implementing or
321 complying with the regulations, including the estimated fiscal impact on such localities and sources of
322 potential funds to implement and comply with such regulation; and

323 2. If the regulation may have an adverse effect on small businesses, the economic impact analysis
324 shall also include (i) an identification and estimate of the number of small businesses subject to the
325 regulation; (ii) the projected reporting, recordkeeping, and other administrative costs required for small
326 businesses to comply with the regulation, including the type of professional skills necessary for
327 preparing required reports and other documents; (iii) a statement of the probable effect of the
328 regulation on affected small businesses; and (iv) a description of any less intrusive or less costly
329 alternative methods of achieving the purpose of the regulation. As used in this subdivision, "small
330 business" has the same meaning as provided in subsection A of § 2.2-4007.1.

331 3. In the event the Department cannot complete an economic impact statement within the 45-day
332 period, it shall advise the agency and the Joint Commission on Administrative Rules as to the reasons
333 for the delay. In no event shall the delay exceed 30 days beyond the original 45-day period.

334 B. Agencies shall provide the Department with such estimated fiscal impacts on localities and
335 sources of potential funds. The Department may request the assistance of any other agency in preparing
336 the analysis. The Department shall deliver a copy of the analysis to the agency drafting the regulation,
337 which shall comment thereon as provided in § 2.2-4007.05, and a copy to the Registrar for publication
338 with the proposed regulation. No regulation shall be promulgated for consideration pursuant to
339 § 2.2-4007.05 until the impact analysis has been received by the Registrar. For purposes of this section,
340 the term "locality, business, or entity particularly affected" means any locality, business, or entity that
341 bears any identified disproportionate material impact that would not be experienced by other localities,
342 businesses, or entities. The analysis shall represent the Department's best estimate for the purposes of
343 public review and comment on the proposed regulation. The accuracy of the estimate shall in no way
344 affect the validity of the regulation, nor shall any failure to comply with or otherwise follow the
345 procedures set forth in this subsection create any cause of action or provide standing for any person
346 under Article 5 (§ 2.2-4025 et seq.) or otherwise to challenge the actions of the Department hereunder
347 or the action of the agency in adopting the proposed regulation.

348 § 2.2-4007.05. Submission of proposed regulations to the Registrar.

349 Before promulgating any regulation under consideration, the agency shall deliver a copy of that
350 regulation to the Registrar together with a summary of the regulation and a separate and concise
351 statement of (i) the basis of the regulation, defined as the statutory authority for promulgating the
352 regulation, including an identification of the section number and a brief statement relating the content of
353 the statutory authority to the specific regulation proposed; (ii) the purpose of the regulation, defined as
354 the rationale or justification for the new provisions of the regulation, from the standpoint of the public's
355 health, safety, or welfare; (iii) the substance of the regulation, defined as the identification and
356 explanation of the key provisions of the regulation that make changes to the current status of the law;
357 (iv) the issues of the regulation, defined as the primary advantages and disadvantages for the public,
358 and as applicable for the agency or the state, of implementing the new regulatory provisions; and (v)
359 the agency's response to the economic impact analysis submitted by the Department of Planning and
360 Budget pursuant to § 2.2-4007.04. Any economic impact estimate included in the agency's response shall
361 represent the agency's best estimate for the purposes of public review and comment, but the accuracy of
362 the estimate shall in no way affect the validity of the regulation. Staff as designated by the Code
363 Commission shall review proposed regulation submission packages to ensure that the requirements of
364 this subsection are met prior to publication of the proposed regulation in the Register. The summary;
365 the statement of the basis, purpose, substance, and issues; the economic impact analysis; and the
366 agency's response shall be published in the Virginia Register of Regulations, together with the notice of
367 opportunity for oral or written submittals on the proposed regulation.

§ 2.2-4007.06. *Changes between proposed and final regulations.*

If one or more changes with substantial impact are made to a proposed regulation from the time that it is published as a proposed regulation to the time it is published as a final regulation, any person may petition the agency within 30 days from the publication of the final regulation to request an opportunity for oral and written submittals on the changes to the regulation. If the agency receives requests from at least 25 persons for an opportunity to submit oral and written comments on the changes to the regulation, the agency shall (i) suspend the regulatory process for 30 days to solicit additional public comment and (ii) file notice of the additional 30-day public comment period with the Registrar of Regulations, unless the agency determines that the changes made are minor or inconsequential in their impact. The comment period, if any, shall begin on the date of publication of the notice in the Register. Agency denial of petitions for a comment period on changes to the regulation shall be subject to judicial review.

§ 2.2-4007.07. *State Air Pollution Control Board; variances.*

The provisions of §§ 2.2-4007 through 2.2-4007.06 shall not apply to the issuance by the State Air Pollution Control Board of variances to its regulations.

§ 2.2-4007.1. Regulatory flexibility for small businesses; periodic review of regulations.

A. As used in this section, "small business" means a business entity, including its affiliates, that (i) is independently owned and operated and (ii) employs fewer than 500 full-time employees or has gross annual sales of less than \$6 million.

B. In addition to the requirements of §§ 2.2-4007 through 2.2-4007.06, prior to the adoption of any proposed regulation, the agency proposing a regulation shall prepare a regulatory flexibility analysis in which the agency shall consider utilizing 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 businesses. The agency shall consider, at a minimum, each of the following methods of reducing the effects of the proposed regulation on small businesses:

1. The establishment of less stringent compliance or reporting requirements;
2. The establishment of less stringent schedules or deadlines for compliance or reporting requirements;
3. The consolidation or simplification of compliance or reporting requirements;
4. The establishment of 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 proposed regulation.

C. Prior to the adoption of any proposed regulation that may have an adverse effect on small businesses, each agency shall notify the Joint Commission on Administrative Rules, *through the Virginia Regulatory Town Hall*, of its intent to adopt the proposed regulation. The Joint Commission on Administrative Rules shall advise and assist agencies in complying with the provisions of this section.

D. In addition to the requirements of § 2.2-4017, on or before July 1, 2009, an agency shall review its existing regulations to determine whether they should be continued without change or be amended or repealed, consistent with the stated objectives of applicable law, to minimize the economic impact of regulations on small businesses. If an agency head determines that completion of the review of existing regulations is not feasible by July 1, 2009, that agency shall publish a statement certifying that determination. An agency may extend the date required by this subsection in increments of one year, not to exceed a total of five years.

E. In addition to other requirements of § 2.2-4017, all final regulations adopted after July 1, 2005, shall be reviewed every five years to ensure that they minimize the economic impact on small businesses in a manner consistent with the stated objectives of applicable law.

F. The regulatory review required by this section shall include consideration of:

1. The continued need for the rule;
2. The nature of complaints or comments received concerning the regulation from the public;
3. The complexity of the regulation;
4. The extent to which the regulation overlaps, duplicates, or conflicts with federal or state law or regulation; and
5. The length of time since the regulation has been evaluated or the degree to which technology, economic conditions, or other factors have changed in the area affected by the regulation.

§ 2.2-4009. Evidentiary hearings on regulations.

Where an agency proposes to consider the exercise of authority to promulgate a regulation, it may conduct or give interested persons an opportunity to participate in a public evidentiary proceeding; and the agency shall always do so where the basic law requires a hearing. Evidentiary hearings may be limited to the trial of factual issues directly related to the legal validity of the proposed regulation in any of the relevant respects outlined in § 2.2-4027 of this chapter.

429 General notice of the proceedings shall be published as prescribed in § ~~2.2-4007~~ 2.2-4007.01. In
430 addition, where the proposed regulation is to be addressed to named persons, the latter shall also be
431 given the same notice individually by mail or otherwise if acknowledged in writing. The proceedings
432 may be conducted separately from, and in any event the record thereof shall be separate from, any other
433 or additional proceedings the agency may choose or be required to conduct for the reception of general
434 data, views, and argument pursuant to § ~~2.2-4007~~ 2.2-4007.02 or otherwise. Any probative evidence may
435 be received except that the agency shall as a matter of efficiency exclude irrelevant, immaterial,
436 insubstantial, privileged, or repetitive proofs, and may deny rebuttal, or cross-examination. Testimony
437 may be admitted in written form provided those who have prepared it are made available for
438 examination in person.

439 The agency or one or more of its subordinates specially designated for the purpose shall preside at
440 the taking of evidence and may administer oaths and affirmations. The proceedings shall be recorded
441 verbatim and the record thereof shall be made available to interested persons for transcription at their
442 expense or, if transcribed by or for the agency, for inspection or purchase at cost.

443 Where subordinates preside at the taking of the evidence, they shall report their recommendations
444 and proposed findings and conclusions that shall be made available upon request to the participants in
445 the taking of evidence as well as other interested persons and serve as a basis for exceptions, briefs, or
446 oral argument to the agency itself. Whether or not subordinates take the evidence, after opportunity for
447 the submittal of briefs on request and such oral argument as may be scheduled, the agency may settle
448 the terms of the regulation and shall promulgate it only upon (i) its findings of fact based upon the
449 record of evidence made pursuant to this section and facts of which judicial notice may be taken, (ii)
450 statements of basis and purpose as well as comment upon data received in any informational
451 proceedings held under § ~~2.2-4007~~ 2.2-4007.01 and (iii) the conclusions required by the terms of the
452 basic law under which the agency is operating.

453 § 2.2-4011. Emergency regulations; publication; exceptions.

454 A. Regulations that an agency finds are necessitated by an emergency situation *may be adopted by*
455 *an agency upon consultation with the Attorney General, which approval shall be granted only after the*
456 *agency has submitted a request stating in writing the nature of the emergency, and the necessity for*
457 *such action shall be at the sole discretion of the Governor.*

458 B. *Agencies may also adopt emergency regulations* For the purposes of this subsection, "emergency
459 situation" means a situation (i) involving an imminent threat to public health or safety or (ii) in
460 situations in which Virginia statutory law or the appropriation act or federal law or federal regulation
461 requires that a regulation be effective in 280 days or less from its enactment, and the regulation is not
462 exempt under the provisions of subdivision A. 4. of § 2.2-4006. In such cases, the agency shall state in
463 writing the nature of the emergency and of the necessity for such action and may adopt the regulations.
464 Pursuant to § 2.2-4012, such regulations shall become effective upon approval by the Governor and
465 filing with the Registrar of Regulations.

466 C. *All emergency* The regulations shall be limited to no more than twelve months in duration. During
467 the twelve-month period, an agency may issue additional emergency regulations as needed addressing
468 the subject matter of the initial emergency regulation, but any such additional emergency regulations
469 shall not be effective beyond the twelve-month period from the effective date of the initial emergency
470 regulation. If the agency wishes to continue regulating the subject matter governed by the emergency
471 regulation beyond the twelve-month limitation, a regulation to replace the emergency regulation shall be
472 promulgated in accordance with this article. The Notice of Intended Regulatory Action to promulgate a
473 replacement regulation shall be filed with the Registrar within sixty days of the effective date of the
474 emergency regulation and published as soon as practicable, and the proposed replacement regulation
475 shall be filed with the Registrar within 180 days after the effective date of the emergency regulation and
476 published as soon as practicable.

477 D. *In the event that an agency concludes that despite its best efforts, a replacement regulation*
478 *cannot be adopted before expiration of the 12-month period described in subsection C, it may seek the*
479 *prior written approval of the Governor to extend the duration of the emergency regulation for a period*
480 *of not more than six additional months. Any such request must be submitted to the Governor at least 30*
481 *days prior to the scheduled expiration of the emergency regulation and shall include a description of the*
482 *agency's efforts to adopt a replacement regulation together with the reasons that a replacement*
483 *regulation cannot be adopted before the expiration of the emergency regulation. Upon approval of the*
484 *Governor, the duration of the emergency regulation shall be extended for a period of no more than 12*
485 *months. Such approval shall be in the sole discretion of the Governor and shall not be subject to*
486 *judicial review. Agencies shall notify the Registrar of Regulations of the new expiration date of the*
487 *emergency regulation as soon as practicable.*

488 B-E. Emergency regulations shall be published as soon as practicable in the Register.

489 C-F. The Regulations of the Marine Resources Commission shall be excluded from the provisions of
490 this section.

§ 2.2-4012. Purpose; adoption; effective date; filing; duties of Registrar of Regulations.

A. The purpose of the regulatory procedures shall be to provide a regulatory plan that is predictable, based on measurable and anticipated outcomes, and is inclined toward conflict resolution.

B. Subject to the provisions of §§ 2.2-4013 and 2.2-4014, all regulations, including those that agencies, pursuant to §§ 2.2-4002, 2.2-4006, or § 2.2-4011, may elect to dispense with the public procedures provided by §§ ~~2.2-4007~~ 2.2-4007.01 and 2.2-4009, may be formally and finally adopted by the signed order of the agency so stating. No regulation except an emergency regulation or a noncontroversial regulation promulgated pursuant to § 2.2-4012.1 shall be effective until the expiration of the applicable period as provided in § 2.2-4015. In the case of an emergency regulation filed in accordance with § 2.2-4011, the regulation shall become effective upon its adoption and filing with the Registrar of Regulations, unless a later date is specified. The originals of all regulations shall remain in the custody of the agency as public records subject to judicial notice by all courts and agencies. They, or facsimiles thereof, shall be made available for public inspection or copying. Full and true copies shall also be additionally filed, registered, published, or otherwise made publicly available as required by other laws.

C. Prior to the publication for hearing of a proposed regulation, copies of the regulation and copies of the summary and statement as to the basis, purpose, substance, issues, and the economic impact estimate of the regulation submitted by the Department of Planning and Budget and the agency's response thereto as required by § ~~2.2-4007~~ 2.2-4007.04 shall be transmitted to the Registrar of Regulations, who shall retain these documents.

D. All regulations adopted pursuant to this chapter shall contain a citation to the section of the Code of Virginia that authorizes or requires the regulations and, where the regulations are required to conform to federal law or regulation in order to be valid, a citation to the specific federal law or regulation to which conformity is required.

E. Immediately upon the adoption by any agency of any regulation in final form, a copy of (i) the regulation, (ii) a then current summary and statement as to the basis, purpose, substance, issues, and the economic impact estimate of the regulation submitted by the Department of Planning and Budget, and (iii) the agency's summary description of the nature of the oral and written data, views, or arguments presented during the public proceedings and the agency's comments thereon shall be transmitted to the Registrar of Regulations, who shall retain these documents as permanent records and make them available for public inspection. A draft of the agency's summary description of public comment shall be sent by the agency to all public commenters on the proposed regulation at least five days before final adoption of the regulation.

§ 2.2-4012.1. Fast-track rulemaking process.

Notwithstanding any other provision, rules that are expected to be noncontroversial may be promulgated *or repealed* in accordance with the process set out in this section. ~~With~~ Upon the concurrence of the Governor, and after written notice to the applicable standing committees of the Senate of Virginia and the House of Delegates, and to the Joint Commission on Administrative Rules, the agency may submit a fast-track regulation without having previously published a Notice of Intended Regulatory Action. The fast-track regulation shall *be published in the Virginia Register of Regulations and posted on the Virginia Regulatory Town Hall, along with an agency statement setting out the reasons for using the fast-track rulemaking process. Such regulations shall* be subject to the requirements set out in subsections F, H, and I of § ~~2.2-4007~~ and shall be published in the Virginia Register of Regulations along with an agency statement setting out the reasons for using the fast-track rulemaking process §§ 2.2-4007.03, 2.2-4007.04, and 2.2-4007.05, *except that the time for receiving public comment need not exceed 30 days after (i) publication of the regulation in the Virginia Registrar of Regulations and (ii) a public comment forum opens on the Virginia Regulatory Town Hall. The time for preparation of the economic impact analysis shall not exceed 30 days.* If an objection to the use of the fast-track process is received within the public comment period from 10 or more persons, any member of the applicable standing committee of either house of the General Assembly or of the Joint Commission on Administrative Rules, the agency shall (i) file notice of the objection with the Registrar of Regulations for publication in the Virginia Register, and (ii) proceed with the normal promulgation process set out in this article with the initial publication of the fast-track regulation serving as the Notice of Intended Regulatory Action. Otherwise, the regulation will become effective *or shall be repealed as appropriate*, 15 days after the close of the comment period, unless the regulation *or repeal* is withdrawn or a later effective date is specified by the agency.

§ 2.2-4013. Executive review of proposed and final regulations; changes with substantial impact.

A. The Governor shall adopt and publish procedures by executive order for review of all proposed regulations governed by this chapter by June 30 of the year in which the Governor takes office. The procedures shall include (i) review by the Attorney General to ensure statutory authority for the proposed regulations; and (ii) examination by the Governor to determine if the proposed regulations are

552 (a) necessary to protect the public health, safety and welfare and (b) clearly written and easily
553 understandable. The procedures may also include review of the proposed regulation by the appropriate
554 Cabinet Secretary.

555 The Governor shall transmit his comments, if any, on a proposed regulation to the Registrar and the
556 agency no later than fifteen days following the completion of the public comment period provided for in
557 § ~~2.2-4007~~2.2-4007.01. The Governor may recommend amendments or modifications to any regulation
558 that would bring that regulation into conformity with statutory authority or state or federal laws,
559 regulations or judicial decisions.

560 Not less than fifteen days following the completion of the public comment period provided for in
561 § ~~2.2-4007~~2.2-4007.01, the agency may (i) adopt the proposed regulation if the Governor has no
562 objection to the regulation; (ii) modify and adopt the proposed regulation after considering and
563 incorporating the Governor's objections or suggestions, if any; or (iii) adopt the regulation without
564 changes despite the Governor's recommendations for change.

565 B. Upon final adoption of the regulation, the agency shall forward a copy of the regulation to the
566 Registrar of Regulations for publication as soon as practicable in the Register. All changes to the
567 proposed regulation shall be highlighted in the final regulation, and substantial changes to the proposed
568 regulation shall be explained in the final regulation.

569 C. If the Governor finds that one or more changes with substantial impact have been made to the
570 proposed regulation, he may require the agency to provide an additional thirty days to solicit additional
571 public comment on the changes by transmitting notice of the additional public comment period to the
572 agency and to the Registrar within the thirty-day adoption period described in subsection D, and
573 publishing the notice in the Register. The additional public comment period required by the Governor
574 shall begin upon publication of the notice in the Register.

575 D. A thirty-day final adoption period for regulations shall commence upon the publication of the
576 final regulation in the Register. The Governor may review the final regulation during this thirty-day final
577 adoption period and if he objects to any portion or all of a regulation, the Governor may file a formal
578 objection to the regulation, suspend the effective date of the regulation in accordance with subsection B
579 of § 2.2-4014, or both.

580 If the Governor files a formal objection to the regulation, he shall forward his objections to the
581 Registrar and agency prior to the conclusion of the thirty-day final adoption period. The Governor shall
582 be deemed to have acquiesced to a promulgated regulation if he fails to object to it or if he fails to
583 suspend the effective date of the regulation in accordance with subsection B of § 2.2-4014 during the
584 thirty-day final adoption period. The Governor's objection, or the suspension of the regulation, or both if
585 applicable, shall be published in the Register.

586 A regulation shall become effective as provided in § 2.2-4015.

587 E. This section shall not apply to the issuance by the State Air Pollution Control Board of variances
588 to its regulations.

589 § 2.2-4014. Legislative review of proposed and final regulations.

590 A. After publication of the Register pursuant to § 2.2-4031, the standing committee of each house of
591 the General Assembly to which matters relating to the content of the regulation are most properly
592 referable or the Joint Commission on Administrative Rules may meet and, during the promulgation or
593 final adoption process, file with the Registrar and the promulgating agency an objection to a proposed or
594 final adopted regulation. The Registrar shall publish any such objection received by him as soon as
595 practicable in the Register. Within 21 days after the receipt by the promulgating agency of a legislative
596 objection, that agency shall file a response with the Registrar, the objecting legislative committee or the
597 Joint Commission on Administrative Rules, and the Governor. If a legislative objection is filed within
598 the final adoption period, subdivision A 1 of § 2.2-4015 shall govern.

599 B. In addition or as an alternative to the provisions of subsection A, the standing committee of both
600 houses of the General Assembly to which matters relating to the content are most properly referable or
601 the Joint Commission on Administrative Rules may suspend the effective date of any portion or all of a
602 final regulation with the Governor's concurrence. The Governor and (i) the applicable standing
603 committee of each house or (ii) the Joint Commission on Administrative Rules may direct, through a
604 statement signed by a majority of their respective members and by the Governor, that the effective date
605 of a portion or all of the final regulation is suspended and shall not take effect until the end of the next
606 regular legislative session. This statement shall be transmitted to the promulgating agency and the
607 Registrar within the 30-day adoption period, and shall be published in the Register.

608 If a bill is passed at the next regular legislative session to nullify a portion but not all of the
609 regulation, then the promulgating agency (i) may promulgate the regulation under the provision of
610 subdivision A 4 a of § 2.2-4006, if it makes no changes to the regulation other than those required by
611 statutory law or (ii) shall follow the provisions of § ~~2.2-4007~~§§ 2.2-4007.01 through 2.2-4007.06, if it
612 wishes to also make discretionary changes to the regulation. If a bill to nullify all or a portion of the
613 suspended regulation, or to modify the statutory authority for the regulation, is not passed at the next

regular legislative session, then the suspended regulation shall become effective at the conclusion of the session, unless the suspended regulation is withdrawn by the agency.

C. A regulation shall become effective as provided in § 2.2-4015.

D. This section shall not apply to the issuance by the State Air Pollution Control Board of variances to its regulations.

§ 2.2-4015. Effective date of regulation; exception.

A. A regulation adopted in accordance with this chapter and the Virginia Register Act (§ 2.2-4100 et seq.) shall become effective at the conclusion of the thirty-day final adoption period provided for in subsection D of § 2.2-4013, or any other later date specified by the agency, unless:

1. A legislative objection has been filed in accordance with § 2.2-4014, in which event the regulation, unless withdrawn by the agency, shall become effective on a date specified by the agency that shall be after the expiration of the applicable twenty-one-day extension period provided in § 2.2-4014;

2. The Governor has exercised his authority in accordance with § 2.2-4013 to require the agency to provide for additional public comment, in which event the regulation, unless withdrawn by the agency, shall become effective on a date specified by the agency that shall be after the period for which the Governor has provided for additional public comment;

3. The Governor and (i) the appropriate standing committees of each house of the General Assembly or (ii) the Joint Commission on Administrative Rules have exercised their authority in accordance with subsection B of § 2.2-4014 to suspend the effective date of a regulation until the end of the next regular legislative session; or

4. The agency has suspended the regulatory process in accordance with ~~subsection K of § 2.2-4007~~ § 2.2-4007.06, or for any reason it deems necessary or appropriate, in which event the regulation, unless withdrawn by the agency, shall become effective in accordance with subsection B.

B. Whenever the regulatory process has been suspended for any reason, any action by the agency that either amends the regulation or does not amend the regulation but specifies a new effective date shall be considered a readoption of the regulation for the purposes of appeal. If the regulation is suspended under subsection ~~K of § 2.2-4007~~ § 2.2-4007.06, such readoption shall take place after the thirty-day public comment period required by that subsection. Suspension of the regulatory process by the agency may occur simultaneously with the filing of final regulations as provided in subsection B of § 2.2-4013.

When a regulation has been suspended, the agency must set the effective date no earlier than fifteen days from publication of the readoption action and any changes made to the regulation. During that fifteen-day period, if the agency receives requests from at least twenty-five persons for the opportunity to comment on new substantial changes, it shall again suspend the regulation pursuant to ~~subsection K of § 2.2-4007~~ § 2.2-4007.06.

C. This section shall not apply to the issuance by the State Air Pollution Control Board of variances to its regulations.

§ 2.2-4027. Issues on review.

The burden shall be upon the party complaining of agency action to designate and demonstrate an error of law subject to review by the court. Such issues of law include: (i) accordance with constitutional right, power, privilege, or immunity, (ii) compliance with statutory authority, jurisdiction limitations, or right as provided in the basic laws as to subject matter, the stated objectives for which regulations may be made, and the factual showing respecting violations or entitlement in connection with case decisions, (iii) observance of required procedure where any failure therein is not mere harmless error, and (iv) the substantiality of the evidentiary support for findings of fact. The determination of such fact issue shall be made upon the whole evidentiary record provided by the agency if its proceeding was required to be conducted as provided in § 2.2-4009 or 2.2-4020 or, as to subjects exempted from those sections, pursuant to constitutional requirement or statutory provisions for opportunity for an agency record of and decision upon the evidence therein.

In addition to any other judicial review provided by law, a small business, as defined in subsection A of § 2.2-4007.1, that is adversely affected or aggrieved by final agency action shall be entitled to judicial review of compliance with the requirements of subdivision ~~H 2A 2~~ of § ~~2.2-4007~~ 2.2-4007.04 and § 2.2-4007.1 within one year following the date of final agency action.

When the decision on review is to be made on the agency record, the duty of the court with respect to issues of fact shall be limited to ascertaining whether there was substantial evidence in the agency record upon which the agency as the trier of the facts could reasonably find them to be as it did.

Where there is no agency record so required and made, any necessary facts in controversy shall be determined by the court upon the basis of the agency file, minutes, and records of its proceedings under ~~§ 2.2-4007~~ 2.2-4007.01 or 2.2-4019 as augmented, if need be, by the agency pursuant to order of the court or supplemented by any allowable and necessary proofs adduced in court except that the function

of the court shall be to determine only whether the result reached by the agency could reasonably be said, on all such proofs, to be within the scope of the legal authority of the agency.

Whether the fact issues are reviewed on the agency record or one made in the review action, the court shall take due account of the presumption of official regularity, the experience and specialized competence of the agency, and the purposes of the basic law under which the agency has acted.

§ 2.2-4031. Publication of Virginia Register of Regulations; exceptions; notice of meetings of executive branch agencies.

A. The Registrar shall publish every two weeks a Virginia Register of Regulations that shall include (i) proposed and final regulations; (ii) emergency regulations; (iii) executive orders; (iv) notices of all public meetings and public hearings of state agencies, legislative committees and study subcommittees; (v) petitions for rulemaking made in accordance with ~~subsection A of § 2.2-4007~~; and (vi) tax bulletins. The entire proposed regulation shall be published in the Register; however, if an existing regulation has been previously published in the Virginia Administrative Code, then only those sections of regulations to be amended need to be published in the Register. If the length of the regulation falls within the guidelines established by the Registrar for the publication of a summary in lieu of the full text of the regulation, then, after consultation with the promulgating agency, the Registrar may publish only the summary of the regulation. In this event, the full text of the regulation shall be available for public inspection at the office of the Registrar and the promulgating agency.

If a proposed regulation is adopted as published or, in the sole discretion of the Registrar of Regulations, the only changes that have been made are those that can be clearly and concisely explained, the adopted regulation need not be published at length. Instead, the Register shall contain a notation that the proposed regulation has been adopted as published as a proposed regulation without change or stating the changes made. The proposed regulation shall be clearly identified with a citation to the issue and page numbers where published.

A copy of all reporting forms the promulgating agency anticipates will be incorporated into or be used in administering the regulation shall be published with the proposed and final regulation in the Register.

B. Each regulation shall be prefaced with a summary explaining that regulation in plain and clear language. Summaries shall be prepared by the promulgating agency and approved by the Registrar prior to their publication in the Register. The notice required by ~~§ 2.2-4007~~2.2-4007.01 shall include (i) a statement of the date, time and place of the hearing at which the regulation is to be considered; (ii) a brief statement as to the regulation under consideration; (iii) reference to the legal authority of the agency to act; and (iv) the name, address and telephone number of an individual to contact for further information about that regulation. Agencies shall present their proposed regulations in a standardized format developed by the Virginia Code Commission in accordance with subdivision 1 of § 2.2-4104 of the Virginia Register Act (§ 2.2-4100 et seq.). Notwithstanding the exemptions allowed under §§ 2.2-4002, 2.2-4006 or § 2.2-4011, the proposed and final regulations of all agencies shall be published in the Register. However, proposed regulations of the Marine Resources Commission and regulations exempted by subject from the provisions of this chapter by subsection B of § 2.2-4002 shall be exempt from this section.

C. Notwithstanding the definition of "agency," notices for all meetings of state agencies required to be open pursuant to the Virginia Freedom of Information Act (§ 2.2-3700 et seq.), except for legislative meetings held during regular and special sessions, shall be published in the Register. Each notice shall include (i) the date, time and place of the meeting; (ii) a brief general description of the nature of the meeting and the business to be conducted; and (iii) the name, address and telephone number of an individual who may be contacted for additional information about the meeting. Failure to publish in the Register the notice for such a meeting or any inadequacies in the information contained in the notice shall not affect the legality of actions taken at that meeting.

D. The Virginia Register of Regulations shall be published by posting the Register on the Virginia Code Commission's website. The Virginia Code Commission may arrange for the printing of the Virginia Register as provided in § 30-146.

§ 3.1-398. Authority to make regulations; conformity with federal regulations; hearings; enforcement of article; review of regulations.

A. The authority to promulgate regulations for the efficient enforcement of this article is hereby vested in the Board, unless specially conferred on the Commissioner. The Board is hereby authorized to make the regulations promulgated under this article conform, insofar as practicable with those promulgated under the federal act. Notwithstanding any other requirement under the Administrative Process Act (§ 2.2-4000 et seq.) to the contrary, the Commissioner may adopt any regulation under the federal act without public hearing. Such regulation shall be effective upon filing with the Registrar of Regulations. The Board, at its next regular meeting, shall adopt the regulation after notice but without public hearing unless a petition is filed in accordance with subsection F.

B. The Board may adopt any edition of the Food and Drug Administration's Food Code, or

supplement thereto, or any portion thereof, as regulations, with any amendments as it deems appropriate. In addition, the Board may repeal or amend any regulation adopted pursuant to this subsection. No regulations adopted or amended by the Board pursuant to this subsection, however, shall establish requirements for any license, permit or inspection unless such license, permit or inspection is otherwise provided for in this title. The provisions of the Food and Drug Administration's Food Code shall not apply to farmers selling their own farm-produced products directly to consumers for their personal use, whether such sales occur on such farmer's farm or at a farmers' market, unless such provisions are adopted in accordance with the Administrative Process Act (§ 2.2-4000 et seq.).

C. The provisions of the Administrative Process Act (§ 2.2-4000 et seq.) shall not apply to the adoption of any regulation pursuant to subsection B if the Board of Health adopts the same edition of the Food Code, or the same portions thereof, pursuant to subsection C of § 35.1-14 and the regulations adopted by the Board and the Board of Health have the same effective date. In the event that the Board of Health adopts regulations pursuant to § 2.2-4012.1, the effective date of the Board's regulations may be any date on or after the effective date of the regulations adopted by the Board of Health.

Notwithstanding any exemption to the contrary, a regulation promulgated pursuant to subsection B shall be subject to the requirements set out in ~~subsections F, H, and I of § 2.2-4007~~ §§ 2.2-4007.03, 2.2-4007.04, and 2.2-4007.05, and shall be published in the Virginia Register of Regulations. After the close of the 60-day comment period, the Board may adopt a final regulation, with or without changes. Such regulation shall become effective 15 days after publication in the Virginia Register, unless the Board has withdrawn or suspended the regulation, or a later date has been set by the Board. The Board shall also hold at least one public hearing on the proposed regulation during the 60-day comment period. The notice for such public hearing shall include the date, time and place of the hearing.

D. Hearings authorized or required by this article shall be conducted by the Board, the Commissioner or such officer, agent, or employee as the Board may designate for the purpose.

E. It shall be the duty of the Commissioner to coordinate enforcement of this article with the applicable federal agencies charged with enforcement of the federal act, in order to avoid unnecessary or unjustified conflict between enforcement of this article and the federal act as to Virginia food manufacturers, processors, packers and retailers.

F. It shall be the duty of the Board or Commissioner from time to time for good cause shown to review the regulations and enforcement guidelines promulgated pursuant to this article. If the Commissioner finds that any federal regulation or enforcement guideline which shall include any tolerance or action level is not in consonance with the health and welfare of the citizens of the Commonwealth, he shall petition the appropriate federal agency or agencies to change the federal regulation or enforcement guideline.

G. The Commissioner or any interested party for good cause shown may request the Board to hold a public hearing concerning any regulation or enforcement guideline. If the Board after hearing finds that the regulation or enforcement guideline is not in consonance with the health and welfare of the citizens of this Commonwealth, it shall adopt a new regulation or enforcement guideline that is in consonance with the health and welfare of the citizens of this Commonwealth. Within the limits of personnel and funds available all state agencies and institutions shall cooperate and assist in furnishing information and data as to whether the regulations or enforcement guidelines in question are in consonance with the health and welfare of the citizens of this Commonwealth.

§ 28.2-1507. Notice of filing of inventories.

A. The Commission shall cause to be published, within ninety days following the effective date of this section, in a newspaper of general circulation published at the state capital, in a newspaper having general circulation in the counties where the initial inventories have been filed, and in such other newspapers in the Commonwealth as the Commission generally publishes notices pursuant to ~~subsection F of § 2.2-4007~~ § 2.2-4007.03, a notice of the filing of the initial inventories. The notice shall state that any person claiming ownership of an interest in lands designated in an initial inventory as ungranted shores of the sea, marsh or meadowlands is required to assert the claim as provided in § 28.2-1509 within two years following the effective date of this section, or any action to assert such claim shall be barred.

B. The Commission shall cause to be published a notice of the filing of any amended or supplemental inventory in a newspaper having general circulation in the county for which such amended or supplemental inventory applies. The notice shall refer to the initial inventory and any previous amended or supplemental inventory with respect thereto, and shall state that any person claiming ownership of an interest in lands designated therein as ungranted shores of the sea, marsh or meadowlands is required to assert the claim as provided in § 28.2-1509 within two years following the filing of the amended or supplemental inventory, or any action to assert such claim shall be barred.

C. The failure of the Commission to comply with the requirements of this section shall not impair the Commonwealth's rights of ownership in any ungranted shores of the sea, marsh, or meadowlands.

798 § 32.1-325. Board to submit plan for medical assistance services to Secretary of Health and Human
799 Services pursuant to federal law; administration of plan; contracts with health care providers.

800 A. The Board, subject to the approval of the Governor, is authorized to prepare, amend from time to
801 time and submit to the Secretary of the United States Department of Health and Human Services a state
802 plan for medical assistance services pursuant to Title XIX of the United States Social Security Act and
803 any amendments thereto. The Board shall include in such plan:

804 1. A provision for payment of medical assistance on behalf of individuals, up to the age of 21,
805 placed in foster homes or private institutions by private, nonprofit agencies licensed as child-placing
806 agencies by the Department of Social Services or placed through state and local subsidized adoptions to
807 the extent permitted under federal statute;

808 2. A provision for determining eligibility for benefits for medically needy individuals which
809 disregards from countable resources an amount not in excess of \$3,500 for the individual and an amount
810 not in excess of \$3,500 for his spouse when such resources have been set aside to meet the burial
811 expenses of the individual or his spouse. The amount disregarded shall be reduced by (i) the face value
812 of life insurance on the life of an individual owned by the individual or his spouse if the cash surrender
813 value of such policies has been excluded from countable resources and (ii) the amount of any other
814 revocable or irrevocable trust, contract, or other arrangement specifically designated for the purpose of
815 meeting the individual's or his spouse's burial expenses;

816 3. A requirement that, in determining eligibility, a home shall be disregarded. For those medically
817 needy persons whose eligibility for medical assistance is required by federal law to be dependent on the
818 budget methodology for Aid to Families with Dependent Children, a home means the house and lot used
819 as the principal residence and all contiguous property. For all other persons, a home shall mean the
820 house and lot used as the principal residence, as well as all contiguous property, as long as the value of
821 the land, exclusive of the lot occupied by the house, does not exceed \$5,000. In any case in which the
822 definition of home as provided here is more restrictive than that provided in the state plan for medical
823 assistance services in Virginia as it was in effect on January 1, 1972, then a home means the house and
824 lot used as the principal residence and all contiguous property essential to the operation of the home
825 regardless of value;

826 4. A provision for payment of medical assistance on behalf of individuals up to the age of 21, who
827 are Medicaid eligible, for medically necessary stays in acute care facilities in excess of 21 days per
828 admission;

829 5. A provision for deducting from an institutionalized recipient's income an amount for the
830 maintenance of the individual's spouse at home;

831 6. A provision for payment of medical assistance on behalf of pregnant women which provides for
832 payment for inpatient postpartum treatment in accordance with the medical criteria outlined in the most
833 current version of or an official update to the "Guidelines for Perinatal Care" prepared by the American
834 Academy of Pediatrics and the American College of Obstetricians and Gynecologists or the "Standards
835 for Obstetric-Gynecologic Services" prepared by the American College of Obstetricians and
836 Gynecologists. Payment shall be made for any postpartum home visit or visits for the mothers and the
837 children which are within the time periods recommended by the attending physicians in accordance with
838 and as indicated by such Guidelines or Standards. For the purposes of this subdivision, such Guidelines
839 or Standards shall include any changes thereto within six months of the publication of such Guidelines
840 or Standards or any official amendment thereto;

841 7. A provision for the payment for family planning services on behalf of women who were
842 Medicaid-eligible for prenatal care and delivery as provided in this section at the time of delivery. Such
843 family planning services shall begin with delivery and continue for a period of 24 months, if the woman
844 continues to meet the financial eligibility requirements for a pregnant woman under Medicaid. For the
845 purposes of this section, family planning services shall not cover payment for abortion services and no
846 funds shall be used to perform, assist, encourage or make direct referrals for abortions;

847 8. A provision for payment of medical assistance for high-dose chemotherapy and bone marrow
848 transplants on behalf of individuals over the age of 21 who have been diagnosed with lymphoma, breast
849 cancer, myeloma, or leukemia and have been determined by the treating health care provider to have a
850 performance status sufficient to proceed with such high-dose chemotherapy and bone marrow transplant.
851 Appeals of these cases shall be handled in accordance with the Department's expedited appeals process;

852 9. A provision identifying entities approved by the Board to receive applications and to determine
853 eligibility for medical assistance;

854 10. A provision for breast reconstructive surgery following the medically necessary removal of a
855 breast for any medical reason. Breast reductions shall be covered, if prior authorization has been
856 obtained, for all medically necessary indications. Such procedures shall be considered noncosmetic;

857 11. A provision for payment of medical assistance for annual pap smears;

858 12. A provision for payment of medical assistance services for prostheses following the medically
859 necessary complete or partial removal of a breast for any medical reason;

13. A provision for payment of medical assistance which provides for payment for 48 hours of inpatient treatment for a patient following a radical or modified radical mastectomy and 24 hours of inpatient care following a total mastectomy or a partial mastectomy with lymph node dissection for treatment of disease or trauma of the breast. Nothing in this subdivision shall be construed as requiring the provision of inpatient coverage where the attending physician in consultation with the patient determines that a shorter period of hospital stay is appropriate;

14. A requirement that certificates of medical necessity for durable medical equipment and any supporting verifiable documentation shall be signed, dated, and returned by the physician, physician assistant, or nurse practitioner and in the durable medical equipment provider's possession within 60 days from the time the ordered durable medical equipment and supplies are first furnished by the durable medical equipment provider;

15. A provision for payment of medical assistance to (i) persons age 50 and over and (ii) persons age 40 and over who are at high risk for prostate cancer, according to the most recent published guidelines of the American Cancer Society, for one PSA test in a 12-month period and digital rectal examinations, all in accordance with American Cancer Society guidelines. For the purpose of this subdivision, "PSA testing" means the analysis of a blood sample to determine the level of prostate specific antigen;

16. A provision for payment of medical assistance for low-dose screening mammograms for determining the presence of occult breast cancer. Such coverage shall make available one screening mammogram to persons age 35 through 39, one such mammogram biennially to persons age 40 through 49, and one such mammogram annually to persons age 50 and over. The term "mammogram" means an X-ray examination of the breast using equipment dedicated specifically for mammography, including but not limited to the X-ray tube, filter, compression device, screens, film and cassettes, with an average radiation exposure of less than one rad mid-breast, two views of each breast;

17. A provision, when in compliance with federal law and regulation and approved by the Centers for Medicare & Medicaid Services (CMS), for payment of medical assistance services delivered to Medicaid-eligible students when such services qualify for reimbursement by the Virginia Medicaid program and may be provided by school divisions;

18. A provision for payment of medical assistance services for liver, heart and lung transplantation procedures for individuals over the age of 21 years when (i) there is no effective alternative medical or surgical therapy available with outcomes that are at least comparable; (ii) the transplant procedure and application of the procedure in treatment of the specific condition have been clearly demonstrated to be medically effective and not experimental or investigational; (iii) prior authorization by the Department of Medical Assistance Services has been obtained; (iv) the patient selection criteria of the specific transplant center where the surgery is proposed to be performed have been used by the transplant team or program to determine the appropriateness of the patient for the procedure; (v) current medical therapy has failed and the patient has failed to respond to appropriate therapeutic management; (vi) the patient is not in an irreversible terminal state; and (vii) the transplant is likely to prolong the patient's life and restore a range of physical and social functioning in the activities of daily living;

19. A provision for payment of medical assistance for colorectal cancer screening, specifically screening with an annual fecal occult blood test, flexible sigmoidoscopy or colonoscopy, or in appropriate circumstances radiologic imaging, in accordance with the most recently published recommendations established by the American College of Gastroenterology, in consultation with the American Cancer Society, for the ages, family histories, and frequencies referenced in such recommendations;

20. A provision for payment of medical assistance for custom ocular prostheses;

21. A provision for payment for medical assistance for infant hearing screenings and all necessary audiological examinations provided pursuant to § 32.1-64.1 using any technology approved by the United States Food and Drug Administration, and as recommended by the national Joint Committee on Infant Hearing in its most current position statement addressing early hearing detection and intervention programs. Such provision shall include payment for medical assistance for follow-up audiological examinations as recommended by a physician, physician assistant, nurse practitioner, or audiologist and performed by a licensed audiologist to confirm the existence or absence of hearing loss;

22. A provision for payment of medical assistance, pursuant to the Breast and Cervical Cancer Prevention and Treatment Act of 2000 (P.L. 106-354), for certain women with breast or cervical cancer when such women (i) have been screened for breast or cervical cancer under the Centers for Disease Control and Prevention (CDC) Breast and Cervical Cancer Early Detection Program established under Title XV of the Public Health Service Act; (ii) need treatment for breast or cervical cancer, including treatment for a precancerous condition of the breast or cervix; (iii) are not otherwise covered under creditable coverage, as defined in § 2701 (c) of the Public Health Service Act; (iv) are not otherwise eligible for medical assistance services under any mandatory categorically needy eligibility group; and

921 (v) have not attained age 65. This provision shall include an expedited eligibility determination for such
922 women;

923 23. A provision for the coordinated administration, including outreach, enrollment, re-enrollment and
924 services delivery, of medical assistance services provided to medically indigent children pursuant to this
925 chapter, which shall be called Family Access to Medical Insurance Security (FAMIS) Plus and the
926 FAMIS Plan program in § 32.1-351. A single application form shall be used to determine eligibility for
927 both programs; and

928 24. A provision, when authorized by and in compliance with federal law, to establish a public-private
929 long-term care partnership program between the Commonwealth of Virginia and private insurance
930 companies that shall be established through the filing of an amendment to the state plan for medical
931 assistance services by the Department of Medical Assistance Services. The purpose of the program shall
932 be to reduce Medicaid costs for long-term care by delaying or eliminating dependence on Medicaid for
933 such services through encouraging the purchase of private long-term care insurance policies that have
934 been designated as qualified state long-term care insurance partnerships and may be used as the first
935 source of benefits for the participant's long-term care. Components of the program, including the
936 treatment of assets for Medicaid eligibility and estate recovery, shall be structured in accordance with
937 federal law and applicable federal guidelines.

938 B. In preparing the plan, the Board shall:

939 1. Work cooperatively with the State Board of Health to ensure that quality patient care is provided
940 and that the health, safety, security, rights and welfare of patients are ensured.

941 2. Initiate such cost containment or other measures as are set forth in the appropriation act.

942 3. Make, adopt, promulgate and enforce such regulations as may be necessary to carry out the
943 provisions of this chapter.

944 4. Examine, before acting on a regulation to be published in the Virginia Register of Regulations
945 pursuant to § ~~2.2-4007~~2.2-4007.05, the potential fiscal impact of such regulation on local boards of
946 social services. For regulations with potential fiscal impact, the Board shall share copies of the fiscal
947 impact analysis with local boards of social services prior to submission to the Registrar. The fiscal
948 impact analysis shall include the projected costs/savings to the local boards of social services to
949 implement or comply with such regulation and, where applicable, sources of potential funds to
950 implement or comply with such regulation.

951 5. Incorporate sanctions and remedies for certified nursing facilities established by state law, in
952 accordance with 42 C.F.R. § 488.400 et seq. "Enforcement of Compliance for Long-Term Care Facilities
953 With Deficiencies."

954 6. On and after July 1, 2002, require that a prescription benefit card, health insurance benefit card, or
955 other technology that complies with the requirements set forth in § 38.2-3407.4:2 be issued to each
956 recipient of medical assistance services, and shall upon any changes in the required data elements set
957 forth in subsection A of § 38.2-3407.4:2, either reissue the card or provide recipients such corrective
958 information as may be required to electronically process a prescription claim.

959 C. In order to enable the Commonwealth to continue to receive federal grants or reimbursement for
960 medical assistance or related services, the Board, subject to the approval of the Governor, may adopt,
961 regardless of any other provision of this chapter, such amendments to the state plan for medical
962 assistance services as may be necessary to conform such plan with amendments to the United States
963 Social Security Act or other relevant federal law and their implementing regulations or constructions of
964 these laws and regulations by courts of competent jurisdiction or the United States Secretary of Health
965 and Human Services.

966 In the event conforming amendments to the state plan for medical assistance services are adopted, the
967 Board shall not be required to comply with the requirements of Article 2 (§ 2.2-4006 et seq.) of Chapter
968 40 of Title 2.2. However, the Board shall, pursuant to the requirements of § 2.2-4002, (i) notify the
969 Registrar of Regulations that such amendment is necessary to meet the requirements of federal law or
970 regulations or because of the order of any state or federal court, or (ii) certify to the Governor that the
971 regulations are necessitated by an emergency situation. Any such amendments that are in conflict with
972 the Code of Virginia shall only remain in effect until July 1 following adjournment of the next regular
973 session of the General Assembly unless enacted into law.

974 D. The Director of Medical Assistance Services is authorized to:

975 1. Administer such state plan and receive and expend federal funds therefor in accordance with
976 applicable federal and state laws and regulations; and enter into all contracts necessary or incidental to
977 the performance of the Department's duties and the execution of its powers as provided by law.

978 2. Enter into agreements and contracts with medical care facilities, physicians, dentists and other
979 health care providers where necessary to carry out the provisions of such state plan. Any such agreement
980 or contract shall terminate upon conviction of the provider of a felony. In the event such conviction is
981 reversed upon appeal, the provider may apply to the Director of Medical Assistance Services for a new
982 agreement or contract. Such provider may also apply to the Director for reconsideration of the

agreement or contract termination if the conviction is not appealed, or if it is not reversed upon appeal.

3. Refuse to enter into or renew an agreement or contract with any provider who has been convicted of a felony.

4. Refuse to enter into or renew an agreement or contract with a provider who is or has been a principal in a professional or other corporation when such corporation has been convicted of a felony.

E. In any case in which a Medicaid agreement or contract is denied to a provider on the basis of his interest in a convicted professional or other corporation, the Director shall, upon request, conduct a hearing in accordance with the Administrative Process Act (§ 2.2-4000 et seq.) regarding the provider's participation in the conduct resulting in the conviction.

The Director's decision upon reconsideration shall be consistent with federal and state laws. The Director may consider the nature and extent of any adverse impact the agreement or contract denial or termination may have on the medical care provided to Virginia Medicaid recipients.

F. When the services provided for by such plan are services which a marriage and family therapist, clinical psychologist, clinical social worker, professional counselor, or clinical nurse specialist is licensed to render in Virginia, the Director shall contract with any duly licensed marriage and family therapist, duly licensed clinical psychologist, licensed clinical social worker, licensed professional counselor or licensed clinical nurse specialist who makes application to be a provider of such services, and thereafter shall pay for covered services as provided in the state plan. The Board shall promulgate regulations which reimburse licensed marriage and family therapists, licensed clinical psychologists, licensed clinical social workers, licensed professional counselors and licensed clinical nurse specialists at rates based upon reasonable criteria, including the professional credentials required for licensure.

G. The Board shall prepare and submit to the Secretary of the United States Department of Health and Human Services such amendments to the state plan for medical assistance services as may be permitted by federal law to establish a program of family assistance whereby children over the age of 18 years shall make reasonable contributions, as determined by regulations of the Board, toward the cost of providing medical assistance under the plan to their parents.

H. The Department of Medical Assistance Services shall:

1. Include in its provider networks and all of its health maintenance organization contracts a provision for the payment of medical assistance on behalf of individuals up to the age of 21 who have special needs and who are Medicaid eligible, including individuals who have been victims of child abuse and neglect, for medically necessary assessment and treatment services, when such services are delivered by a provider which specializes solely in the diagnosis and treatment of child abuse and neglect, or a provider with comparable expertise, as determined by the Director.

2. Amend the Medallion II waiver and its implementing regulations to develop and implement an exception, with procedural requirements, to mandatory enrollment for certain children between birth and age three certified by the Department of Mental Health, Mental Retardation and Substance Abuse Services as eligible for services pursuant to Part C of the Individuals with Disabilities Education Act (20 U.S.C. § 1471 et seq.).

I. The Director is authorized to negotiate and enter into agreements for services rendered to eligible recipients with special needs. The Board shall promulgate regulations regarding these special needs patients, to include persons with AIDS, ventilator-dependent patients, and other recipients with special needs as defined by the Board.

J. Except as provided in subdivision A 1 of § 2.2-4345, the provisions of the Virginia Public Procurement Act (§ 2.2-4300 et seq.) shall not apply to the activities of the Director authorized by subsection I of this section. Agreements made pursuant to this subsection shall comply with federal law and regulation.

§ 35.1-14. Regulations governing restaurants; advisory standards for exempt entities.

A. Regulations of the Board governing restaurants shall include but not be limited to the following subjects: (i) a procedure for obtaining a license; (ii) the safe and sanitary maintenance, storage, operation, and use of equipment; (iii) the sanitary maintenance and use of a restaurant's physical plant; (iv) the safe preparation, handling, protection, and preservation of food, including necessary refrigeration or heating methods; (v) procedures for vector and pest control; (vi) requirements for toilet and cleansing facilities for employees and customers; (vii) requirements for appropriate lighting and ventilation not otherwise provided for in the Uniform Statewide Building Code; (viii) requirements for an approved water supply and sewage disposal system; (ix) personal hygiene standards for employees, particularly those engaged in food handling; and (x) the appropriate use of precautions to prevent the transmission of communicable diseases.

B. In its regulations, the Board may classify restaurants by type and specify different requirements for each classification.

C. The Board may adopt any edition of the Food and Drug Administration's Food Code, or supplement thereto, or any portion thereof, as regulations, with any amendments as it deems appropriate.

1044 In addition, the Board may repeal or amend any regulation adopted pursuant to this subsection. No
1045 regulations adopted or amended by the Board pursuant to this subsection, however, shall establish
1046 requirements for any license, permit or inspection unless such license, permit or inspection is otherwise
1047 provided for in this title. The provisions of the Food and Drug Administration's Food Code shall not
1048 apply to farmers selling their own farm-produced products directly to consumers for their personal use,
1049 whether such sales occur on such farmer's farm or at a farmers' market, unless such provisions are
1050 adopted in accordance with the Administrative Process Act (§ 2.2-4000 et seq.).

1051 D. The Board may issue advisory standards for the safe preparation, handling, protection, and
1052 preservation of food by entities exempt from the provisions of this title pursuant to § 35.1-25 or
1053 § 35.1-26.

1054 E. The provisions of the Administrative Process Act (§ 2.2-4000 et seq.) shall not apply to the
1055 adoption of any regulation pursuant to subsection C if the Board of Agriculture and Consumer Services
1056 adopts the same edition of the Food Code, or the same portions thereof, pursuant to subsection B of
1057 § 3.1-398 and the regulations adopted by the Board and the Board of Agriculture and Consumer
1058 Services have the same effective date. In the event that the Board of Agriculture and Consumer Services
1059 adopts regulations pursuant to § 2.2-4012.1, the effective date of the Board's regulations may be any
1060 date on or after the effective date of the regulations adopted by the Board of Agriculture and Consumer
1061 Services.

1062 Notwithstanding any exemption to the contrary, a regulation promulgated pursuant to subsection C
1063 shall be subject to the requirements set out in ~~subsections F, H, and I of § 2.2-4007~~ §§ 2.2-4007.03,
1064 2.2-4007.04, and 2.2-4007.05, and shall be published in the Virginia Register of Regulations. After the
1065 close of the 60-day comment period, the Board may adopt a final regulation, with or without changes.
1066 Such regulation shall become effective 15 days after publication in the Virginia Register, unless the
1067 Board has withdrawn or suspended the regulation, or a later date has been set by the Board. The Board
1068 shall also hold at least one public hearing on the proposed regulation during the 60-day comment period.
1069 The notice for such public hearing shall include the date, time and place of the hearing.

1070 § 59.1-153. Methods of making inspection.

1071 In making any inspection and test of a motor fuel or lubricating oil under this chapter, the
1072 Commissioner shall follow the specifications for the inspection and testing of that motor fuel or for the
1073 lubricating oil established by the American Society for Testing and Materials, as the same now are or
1074 may be hereafter amended. For cause after an informational proceeding under § ~~2.2-4007~~ 2.2-4007.01,
1075 such specifications may be amended by the Board of Agriculture and Consumer Services.

1076 § 62.1-44.15. Powers and duties; civil penalties.

1077 It shall be the duty of the Board and it shall have the authority:

1078 (1) [Repealed.]

1079 (2) To study and investigate all problems concerned with the quality of state waters and to make
1080 reports and recommendations.

1081 (2a) To study and investigate methods, procedures, devices, appliances, and technologies that could
1082 assist in water conservation or water consumption reduction.

1083 (2b) To coordinate its efforts toward water conservation with other persons or groups, within or
1084 without the Commonwealth.

1085 (2c) To make reports concerning, and formulate recommendations based upon, any such water
1086 conservation studies to ensure that present and future water needs of the citizens of the Commonwealth
1087 are met.

1088 (3a) To establish such standards of quality and policies for any state waters consistent with the
1089 general policy set forth in this chapter, and to modify, amend or cancel any such standards or policies
1090 established and to take all appropriate steps to prevent quality alteration contrary to the public interest or
1091 to standards or policies thus established, except that a description of provisions of any proposed standard
1092 or policy adopted by regulation which are more restrictive than applicable federal requirements, together
1093 with the reason why the more restrictive provisions are needed, shall be provided to the standing
1094 committee of each house of the General Assembly to which matters relating to the content of the
1095 standard or policy are most properly referable. The Board shall, from time to time, but at least once
1096 every three years, hold public hearings pursuant to ~~subsection B of § 2.2-4007~~ § 2.2-4007.01 but, upon
1097 the request of an affected person or upon its own motion, hold hearings pursuant to § 2.2-4009, for the
1098 purpose of reviewing the standards of quality, and, as appropriate, adopting, modifying, or canceling
1099 such standards. Whenever the Board considers the adoption, modification, amendment or cancellation of
1100 any standard, it shall give due consideration to, among other factors, the economic and social costs and
1101 benefits which can reasonably be expected to obtain as a consequence of the standards as adopted,
1102 modified, amended or cancelled. The Board shall also give due consideration to the public health
1103 standards issued by the Virginia Department of Health with respect to issues of public health policy and
1104 protection. If the Board does not follow the public health standards of the Virginia Department of
1105 Health, the Board's reason for any deviation shall be made in writing and published for any and all

concerned parties.

(3b) Except as provided in subdivision (3a), such standards and policies are to be adopted or modified, amended or cancelled in the manner provided by the Administrative Process Act (§ 2.2-4000 et seq.).

(4) To conduct or have conducted scientific experiments, investigations, studies, and research to discover methods for maintaining water quality consistent with the purposes of this chapter. To this end the Board may cooperate with any public or private agency in the conduct of such experiments, investigations and research and may receive in behalf of the Commonwealth any moneys that any such agency may contribute as its share of the cost under any such cooperative agreement. Such moneys shall be used only for the purposes for which they are contributed and any balance remaining after the conclusion of the experiments, investigations, studies, and research, shall be returned to the contributors.

(5) To issue, revoke or amend certificates under prescribed conditions for: (a) the discharge of sewage, industrial wastes and other wastes into or adjacent to state waters; (b) the alteration otherwise of the physical, chemical or biological properties of state waters; (c) excavation in a wetland; or (d) on and after October 1, 2001, the conduct of the following activities in a wetland: (i) new activities to cause draining that significantly alters or degrades existing wetland acreage or functions, (ii) filling or dumping, (iii) permanent flooding or impounding, or (iv) new activities that cause significant alteration or degradation of existing wetland acreage or functions.

(5a) All certificates issued by the Board under this chapter shall have fixed terms. The term of a Virginia Pollution Discharge Elimination System permit shall not exceed five years. As of December 31, 2004, any Department personnel conducting inspections for compliance with stormwater management permits shall hold a certificate of competence pursuant to § 10.1-561. The term of a Virginia Water Protection Permit shall be based upon the projected duration of the project, the length of any required monitoring, or other project operations or permit conditions; however, the term shall not exceed 15 years. The term of a Virginia Pollution Abatement permit shall not exceed 10 years, except that the term of a Virginia Pollution Abatement permit for confined animal feeding operations shall be 10 years. The Department of Environmental Quality shall inspect all facilities for which a Virginia Pollution Abatement permit has been issued at least once every five years, except that the Department shall inspect all facilities covered by the Virginia Pollution Abatement permit for confined animal feeding operations annually. Department personnel performing inspections of confined animal feeding operations shall be certified under the voluntary nutrient management training and certification program established in § 10.1-104.2. The term of a certificate issued by the Board shall not be extended by modification beyond the maximum duration and the certificate shall expire at the end of the term unless an application for a new permit has been timely filed as required by the regulations of the Board and the Board is unable, through no fault of the permittee, to issue a new permit before the expiration date of the previous permit.

(5b) Any certificate issued by the Board under this chapter may, after notice and opportunity for a hearing, be amended or revoked on any of the following grounds or for good cause as may be provided by the regulations of the Board:

1. The owner has violated any regulation or order of the Board, any condition of a certificate, any provision of this chapter, or any order of a court, where such violation results in a release of harmful substances into the environment or poses a substantial threat of release of harmful substances into the environment or presents a hazard to human health or the violation is representative of a pattern of serious or repeated violations which, in the opinion of the Board, demonstrates the owner's disregard for or inability to comply with applicable laws, regulations, or requirements;

2. The owner has failed to disclose fully all relevant material facts or has misrepresented a material fact in applying for a certificate, or in any other report or document required under this law or under the regulations of the Board;

3. The activity for which the certificate was issued endangers human health or the environment and can be regulated to acceptable levels by amendment or revocation of the certificate; or

4. There exists a material change in the basis on which the permit was issued that requires either a temporary or a permanent reduction or elimination of any discharge controlled by the certificate necessary to protect human health or the environment.

(5c) Any certificate issued by the Board under this chapter relating to dredging projects governed under Chapter 12 (§ 28.2-1200 et seq.) or Chapter 13 (§ 28.2-1300 et seq.) of Title 28.2 may be conditioned upon a demonstration of financial responsibility for the completion of compensatory mitigation requirements. Financial responsibility may be demonstrated by a letter of credit, a certificate of deposit or a performance bond executed in a form approved by the Board. If the U.S. Army Corps of Engineers requires demonstration of financial responsibility for the completion of compensatory mitigation required for a particular project, then the mechanism and amount approved by the U.S. Army Corps of Engineers shall be used to meet this requirement.

1167 (6) To make investigations and inspections, to ensure compliance with any certificates, standards,
1168 policies, rules, regulations, rulings and special orders which it may adopt, issue or establish and to
1169 furnish advice, recommendations, or instructions for the purpose of obtaining such compliance. In
1170 recognition of §§ 32.1-164 and 62.1-44.18, the Board and the State Department of Health shall enter into
1171 a memorandum of understanding establishing a common format to consolidate and simplify inspections
1172 of sewage treatment plants and coordinate the scheduling of the inspections. The new format shall
1173 ensure that all sewage treatment plants are inspected at appropriate intervals in order to protect water
1174 quality and public health and at the same time avoid any unnecessary administrative burden on those
1175 being inspected.

1176 (7) To adopt rules governing the procedure of the Board with respect to: (a) hearings; (b) the filing
1177 of reports; (c) the issuance of certificates and special orders; and (d) all other matters relating to
1178 procedure; and to amend or cancel any rule adopted. Public notice of every rule adopted under this
1179 section shall be by such means as the Board may prescribe.

1180 (8a) To issue special orders to owners (i) who are permitting or causing the pollution, as defined by
1181 § 62.1-44.3, of state waters to cease and desist from such pollution, (ii) who have failed to construct
1182 facilities in accordance with final approved plans and specifications to construct such facilities in
1183 accordance with final approved plans and specifications, (iii) who have violated the terms and provisions
1184 of a certificate issued by the Board to comply with such terms and provisions, (iv) who have failed to
1185 comply with a directive from the Board to comply with such directive, (v) who have contravened duly
1186 adopted and promulgated water quality standards and policies to cease and desist from such
1187 contravention and to comply with such water quality standards and policies, (vi) who have violated the
1188 terms and provisions of a pretreatment permit issued by the Board or by the owner of a publicly owned
1189 treatment works to comply with such terms and provisions or (vii) who have contravened any applicable
1190 pretreatment standard or requirement to comply with such standard or requirement; and also to issue
1191 such orders to require any owner to comply with the provisions of this chapter and any decision of the
1192 Board. Orders issued pursuant to this subsection may include civil penalties of up to \$32,500 per
1193 violation, not to exceed \$100,000 per order. The Board may assess penalties under this subsection if (a)
1194 the person has been issued at least two written notices of alleged violation by the Department for the
1195 same or substantially related violations at the same site, (b) such violations have not been resolved by
1196 demonstration that there was no violation, by an order issued by the Board or the Director, or by other
1197 means, (c) at least 130 days have passed since the issuance of the first notice of alleged violation, and
1198 (d) there is a finding that such violations have occurred after a hearing conducted in accordance with
1199 subdivision (8b). The actual amount of any penalty assessed shall be based upon the severity of the
1200 violations, the extent of any potential or actual environmental harm, the compliance history of the
1201 facility or person, any economic benefit realized from the noncompliance, and the ability of the person
1202 to pay the penalty. The Board shall provide the person with the calculation for the proposed penalty
1203 prior to any hearing conducted for the issuance of an order that assesses penalties pursuant to this
1204 subsection. The issuance of a notice of alleged violation by the Department shall not be considered a
1205 case decision as defined in § 2.2-4001. Any notice of alleged violation shall include a description of
1206 each violation, the specific provision of law violated, and information on the process for obtaining a
1207 final decision or fact finding from the Department on whether or not a violation has occurred, and
1208 nothing in this section shall preclude an owner from seeking such a determination. Such civil penalties
1209 shall be paid into the state treasury and deposited by the State Treasurer into the Virginia Environmental
1210 Emergency Response Fund (§ 10.1-2500 et seq.), except that civil penalties assessed for violations of
1211 Article 9 (§ 62.1-44.34:8 et seq.) or Article 11 (§ 62.1-44.34:14 et seq.) of this chapter shall be paid into
1212 the Virginia Petroleum Storage Tank Fund in accordance with § 62.1-44.34:11.

1213 (8b) Such special orders are to be issued only after a hearing before a hearing officer appointed by
1214 the Supreme Court in accordance with § 2.2-4020 or, if requested by the person, before a quorum of the
1215 Board with at least 30 days' notice to the affected owners, of the time, place and purpose thereof, and
1216 they shall become effective not less than 15 days after service as provided in § 62.1-44.12; provided that
1217 if the Board finds that any such owner is grossly affecting or presents an imminent and substantial
1218 danger to (i) the public health, safety or welfare, or the health of animals, fish or aquatic life; (ii) a
1219 public water supply; or (iii) recreational, commercial, industrial, agricultural or other reasonable uses, it
1220 may issue, without advance notice or hearing, an emergency special order directing the owner to cease
1221 such pollution or discharge immediately, and shall provide an opportunity for a hearing, after reasonable
1222 notice as to the time and place thereof to the owner, to affirm, modify, amend or cancel such emergency
1223 special order. If an owner who has been issued such a special order or an emergency special order is not
1224 complying with the terms thereof, the Board may proceed in accordance with § 62.1-44.23, and where
1225 the order is based on a finding of an imminent and substantial danger, the court shall issue an injunction
1226 compelling compliance with the emergency special order pending a hearing by the Board. If an
1227 emergency special order requires cessation of a discharge, the Board shall provide an opportunity for a
1228 hearing within 48 hours of the issuance of the injunction.

(8c) The provisions of this section notwithstanding, the Board may proceed directly under § 62.1-44.32 for any past violation or violations of any provision of this chapter or any regulation duly promulgated hereunder.

(8d) With the consent of any owner who has violated or failed, neglected or refused to obey any regulation or order of the Board, any condition of a permit or any provision of this chapter, the Board may provide, in an order issued by the Board against such person, for the payment of civil charges for past violations in specific sums not to exceed the limit specified in § 62.1-44.32 (a). Such civil charges shall be instead of any appropriate civil penalty which could be imposed under § 62.1-44.32 (a) and shall not be subject to the provisions of § 2.2-514. Such civil charges shall be paid into the state treasury and deposited by the State Treasurer into the Virginia Environmental Emergency Response Fund (§ 10.1-2500 et seq.), excluding civil charges assessed for violations of Article 9 (§ 62.1-44.34:8 et seq.) or 10 (§ 62.1-44.34:10 et seq.) of Chapter 3.1 of this title, or a regulation, administrative or judicial order, or term or condition of approval relating to or issued under those articles.

The amendments to this section adopted by the 1976 Session of the General Assembly shall not be construed as limiting or expanding any cause of action or any other remedy possessed by the Board prior to the effective date of said amendments.

(8e) The Board shall develop and provide an opportunity for public comment on guidelines and procedures that contain specific criteria for calculating the appropriate penalty for each violation based upon the severity of the violations, the extent of any potential or actual environmental harm, the compliance history of the facility or person, any economic benefit realized from the noncompliance, and the ability of the person to pay the penalty.

(9) To make such rulings under §§ 62.1-44.16, 62.1-44.17 and 62.1-44.19 as may be required upon requests or applications to the Board, the owner or owners affected to be notified by certified mail as soon as practicable after the Board makes them and such rulings to become effective upon such notification.

(10) To adopt such regulations as it deems necessary to enforce the general water quality management program of the Board in all or part of the Commonwealth, except that a description of provisions of any proposed regulation which are more restrictive than applicable federal requirements, together with the reason why the more restrictive provisions are needed, shall be provided to the standing committee of each house of the General Assembly to which matters relating to the content of the regulation are most properly referable.

(11) To investigate any large-scale killing of fish.

(a) Whenever the Board shall determine that any owner, whether or not he shall have been issued a certificate for discharge of waste, has discharged sewage, industrial waste, or other waste into state waters in such quantity, concentration or manner that fish are killed as a result thereof, it may effect such settlement with the owner as will cover the costs incurred by the Board and by the Department of Game and Inland Fisheries in investigating such killing of fish, plus the replacement value of the fish destroyed, or as it deems proper, and if no such settlement is reached within a reasonable time, the Board shall authorize its executive secretary to bring a civil action in the name of the Board to recover from the owner such costs and value, plus any court or other legal costs incurred in connection with such action.

(b) If the owner is a political subdivision of the Commonwealth, the action may be brought in any circuit court within the territory embraced by such political subdivision. If the owner is an establishment, as defined in this chapter, the action shall be brought in the circuit court of the city or the circuit court of the county in which such establishment is located. If the owner is an individual or group of individuals, the action shall be brought in the circuit court of the city or circuit court of the county in which such person or any of them reside.

(c) For the purposes of this subsection the State Water Control Board shall be deemed the owner of the fish killed and the proceedings shall be as though the State Water Control Board were the owner of the fish. The fact that the owner has or held a certificate issued under this chapter shall not be raised as a defense in bar to any such action.

(d) The proceeds of any recovery had under this subsection shall, when received by the Board, be applied, first, to reimburse the Board for any expenses incurred in investigating such killing of fish. The balance shall be paid to the Board of Game and Inland Fisheries to be used for the fisheries' management practices as in its judgment will best restore or replace the fisheries' values lost as a result of such discharge of waste, including, where appropriate, replacement of the fish killed with game fish or other appropriate species. Any such funds received are hereby appropriated for that purpose.

(e) Nothing in this subsection shall be construed in any way to limit or prevent any other action which is now authorized by law by the Board against any owner.

(f) Notwithstanding the foregoing, the provisions of this subsection shall not apply to any owner who adds or applies any chemicals or other substances that are recommended or approved by the State

1290 Department of Health to state waters in the course of processing or treating such waters for public water
1291 supply purposes, except where negligence is shown.

1292 (12) To administer programs of financial assistance for planning, construction, operation, and
1293 maintenance of water quality control facilities for political subdivisions in the Commonwealth.

1294 (13) To establish policies and programs for effective area-wide or basin-wide water quality control
1295 and management. The Board may develop comprehensive pollution abatement and water quality control
1296 plans on an area-wide or basin-wide basis. In conjunction with this, the Board, when considering
1297 proposals for waste treatment facilities, is to consider the feasibility of combined or joint treatment
1298 facilities and is to ensure that the approval of waste treatment facilities is in accordance with the water
1299 quality management and pollution control plan in the watershed or basin as a whole. In making such
1300 determinations, the Board is to seek the advice of local, regional, or state planning authorities.

1301 (14) To establish requirements for the treatment of sewage, industrial wastes and other wastes that
1302 are consistent with the purposes of this chapter; however, no treatment shall be less than secondary or
1303 its equivalent, unless the owner can demonstrate that a lesser degree of treatment is consistent with the
1304 purposes of this chapter.

1305 (15) To promote and establish requirements for the reclamation and reuse of wastewater that are
1306 protective of state waters and public health as an alternative to directly discharging pollutants into waters
1307 of the state. The requirements shall address various potential categories of reuse and may include
1308 general permits and provide for greater flexibility and less stringent requirements commensurate with the
1309 quality of the reclaimed water and its intended use. The requirements shall be developed in consultation
1310 with the Department of Health and other appropriate state agencies. This authority shall not be construed
1311 as conferring upon the Board any power or duty duplicative of those of the State Board of Health.

1312 (16) To establish and implement policies and programs to protect and enhance the Commonwealth's
1313 wetland resources. Regulatory programs shall be designed to achieve no net loss of existing wetland
1314 acreage and functions. Voluntary and incentive-based programs shall be developed to achieve a net
1315 resource gain in acreage and functions of wetlands. The Board shall seek and obtain advice and
1316 guidance from the Virginia Institute of Marine Science in implementing these policies and programs.

1317 § 62.1-246. When Board may initiate a surface water management area study proceeding; hearing
1318 required.

1319 A. The Board upon its own motion or, in its discretion, upon receipt of a petition therefor by any
1320 county, city or town within the surface water management area in question, or any state agency, may
1321 initiate a surface water management area proceeding whenever in its judgment there is evidence to
1322 indicate that:

1323 1. A stream has substantial instream values as indicated by evidence of fishery, recreation, habitat,
1324 cultural or aesthetic properties; and

1325 2. Historical records or current conditions indicate that a low flow condition could occur which
1326 would threaten important instream uses; and

1327 3. Current or potential offshore uses contribute to or are likely to exacerbate natural low flow
1328 conditions to the detriment of instream values.

1329 B. If, after a public hearing held pursuant to § ~~2.2-4007~~2.2-4007.01, or at the request of an affected
1330 person or on the Board's motion, a hearing shall be held under § 2.2-4009, and the Board finds that the
1331 conditions required above exist and further finds that the public welfare, health and safety require that
1332 regulatory efforts be initiated, the Board shall declare the area in question to be a surface water
1333 management area. The Board shall cause notice of the surface water management area to be published in
1334 a newspaper of general circulation throughout the area, and shall mail a copy of its decision to the
1335 mayor or chairman of the governing body of each county, city or town within which any part of the
1336 area lies, or which is known by the Board to make offshore use of water from the area, and to the
1337 chief administrative officer of any federal facility known by the Board to be using water from within the
1338 area. The Board shall include in its decision a definition of the boundaries of the water management
1339 area.

1340 § 63.2-217. Board to adopt regulations.

1341 The Board shall adopt such regulations, not in conflict with this title, as may be necessary or
1342 desirable to carry out the purpose of this title. Before the Board acts on a regulation to be published in
1343 the Virginia Register of Regulations pursuant to § ~~2.2-4007~~2.2-4007.05, the Board shall examine the
1344 potential fiscal impact of such regulation on local boards. For regulations with potential fiscal impact,
1345 the Board shall share copies of the fiscal analysis with local boards prior to submission of the regulation
1346 to the Department of Planning and Budget for purposes of the economic impact analysis under
1347 subsection H of § ~~2.2-4007~~ § 2.2-4007.04. The fiscal impact analysis shall include the projected costs
1348 and savings to the local boards to implement or comply with such regulation and, where applicable,
1349 sources of potential funds to implement or comply with such regulation.

1350 The Board also may adopt such regulations to authorize local boards to destroy or otherwise dispose
1351 of such records as the local boards in their discretion deem are no longer necessary in such offices and

1352 that serve no further administrative, historical or financial purpose.
1353