



# COMMONWEALTH of VIRGINIA

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December 30, 2005

## MEMORANDUM:

TO: The Honorable Mark R. Warner

The Honorable Charles R. Hawkins, Chair  
Senate Agriculture, Conservation and Natural Resources Committee

The Honorable John H. Chichester, Chair  
Senate Finance Committee

The Honorable M. Kirkland Cox, Chair  
House Agriculture, Chesapeake and Natural Resources Committee

The Honorable Harry J. Parrish, Chair  
House Finance Committee

FROM: Robert G. Burnley

A handwritten signature in blue ink that reads "Robert G. Burnley".

SUBJECT: 2005 Report: Evaluation of Administrative Fees Established Under Article 11 of the State Water Control Board.

In accordance with Section 10.1-1193 of the *Code of Virginia*, the Department of Environmental Quality has completed its evaluation of the Department's implementation of the fee programs for aboveground storage tank facilities, pipeline facilities and tank vessels that store and handle oil.

The Department of Environmental Quality is committed to ensuring that facilities and vessels that store and handle oil can take steps necessary to protect the environment and can contain, clean up and mitigate an oil discharge within the shortest feasible time.

This report is being made available at [www.deq.virginia.gov/regulations/reports.html](http://www.deq.virginia.gov/regulations/reports.html). If you need further information or would like a hard copy of this report, please contact me or Rick Linker at 804-698-4195.

*COMMONWEALTH of VIRGINIA*



*DEPARTMENT OF ENVIRONMENTAL QUALITY*

***Evaluation of Administrative Fees Established  
Under Article 11 of State Water Control Law***

*A Report to the Senate Committees on Agriculture, Conservation and Natural  
Resources, and Finance; and the House Committees on Appropriations,  
Agriculture, Chesapeake and Natural Resources, and Finance*

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## Executive Summary

This report is submitted to the Senate Committees on Agriculture, Conservation and Natural Resources, and Finance; and the House Committees on Appropriations, Agriculture, Chesapeake and Natural Resources, and Finance pursuant to § 62.1-44.34:21 of the Code of Virginia. This report provides an evaluation on the Department of Environmental Quality's (DEQ) implementation of the fee programs established under Article 11 (Virginia Code § 62.1-44.34:14. et seq.) of the State Water Control Law (SWCL) for aboveground storage tank facilities, pipeline facilities and tank vessels that store and handle oil. The reporting period is for the fiscal years of 2004 and 2005.

### I. Background

Article 11 of the SWCL prohibits the discharge of oil into or upon state waters, lands and storm drain systems within the Commonwealth. Article 11 also governs the requirements for regulation of aboveground storage tank facilities, pipeline facilities and tank vessels that store and handle oil.

The Facility and Aboveground Storage Tank (AST) Regulation (9 VAC 25-91-10 et seq.) establishes requirements for facility operators of ASTs and pipelines to prevent the discharge of oil to state waters. An Oil Discharge Contingency Plan (ODCP) is required for all facilities with a storage capacity of 25,000 gallon or more. Approved ODCPs are required to ensure that the facility can take steps necessary to protect the environment and to contain, clean up and mitigate an oil discharge within the shortest feasible time. The operator of the facility is also required to register all ASTs with a capacity greater than 660 gallons. The AST and Pipeline Facility Financial Responsibility Requirements Regulation (9 VAC 25-640-10 et seq.) establishes financial responsibility requirements for facility operators of ASTs and pipelines having a maximum storage capacity of 25,000 gallons or greater of oil. These operators are required to demonstrate the ability to provide financial resources to meet the containment and cleanup requirements as a condition of operation.

The following is a summary of the regulated AST and pipeline facilities in Virginia:

Total number active ASTs:	10,757
Total number AST facilities:	2,885
Facilities with only one AST:	1,227
AST Facilities with ODCPs (= 25,000 gallons):	646
Average new AST facilities per year:	150
Total number active AST owners:	1,421
AST storage capacity of all active facilities:	1.49 billion gallons
Regulated interstate pipeline facilities:	2

Article 11 of SWCL also requires that operators of tank vessels transporting or transferring oil in state waters have an ODCP and provide evidence of financial responsibility to ensure the capability to clean up a major oil spill. The 2004 General Assembly made changes to Article 11 to allow operators

of tank vessels to comply with state law by simply having an approved U. S. Coast Guard Vessel Response Plan and a U. S. Coast Guard Certificate of Financial Responsibility. No additional approval by DEQ is required. Due to differences in applicability criteria, there are a small number of tank vessels (fewer than 6 vessels in Virginia) that are not subject to the U. S. Coast Guard requirements but are required to have DEQ approval. The Tank Vessel Oil Discharge Contingency Plans and Financial Responsibility Requirements Regulation (9 VAC 25-101-10 et seq.) establishes requirements for approval of ODCPs and evidence of financial responsibility for these vessels.

II. Article 11 Authority for Collection of Fees

Virginia Code § 62.1-44.34:21. (Administrative Fees) authorizes DEQ to collect administrative fees for the approval of facility and tank vessel ODCPs and for demonstrating evidence of financial responsibility. The legislation limits fees to the costs of DEQ’s implementation of these two programs.

Virginia Code § 62.1-44.34:19.1. (Registration of ASTs) requires DEQ to compile an inventory of AST facilities with a capacity of more than 1320 gallons and authorizes the collection of a fee not to exceed \$100 per facility or \$50 per tank, whichever is lower. Legislation also requires payment of the fees at the time of registration and a registration renewal of no less than every five years.

III. Program Costs and Revenues

The following table shows the operating costs for the programs established under Article 11 for fiscal years 20034 and 2005.

<b>PROGRAM</b>	<b>FY 04 Operating Costs</b>	<b>FY 05 Operating Costs</b>
Facility ODCP	\$173,978	\$188,029
Facility Inspection/Compliance	\$144,525	\$228,273
Facility Financial Responsibility	\$4,905	\$1,475
AST Registration	\$34,200	\$34,893
Tank Vessel ODCP	\$2,926	\$342
Administrative (all programs)	\$9,601	\$8,482
<b>TOTAL</b>	<b>\$370,134</b>	<b>\$461,494</b>

The DEQ collects fees for AST, pipeline and tank vessel ODCP applications and for the registration of ASTs. Almost all ODCP application revenue is generated by AST facility applications. The table below lists revenue for fiscal years 2004 and 2005.

<b>PROGRAM</b>	<b>FY 04 Revenue</b>	<b>FY05 Revenue</b>
ODCP Applications	\$22,556	\$9,337

AST Registration	\$10,530	\$12,650
<b>TOTAL</b>	<b>\$33,086</b>	<b>\$21,987</b>

In addition, the Virginia Petroleum Storage Tank Fund (Fund) generates approximately \$38 million a year in revenue from fees collected on petroleum products sold in Virginia. Although the Fund was established primarily for the cleanup of petroleum contamination from leaking underground and aboveground storage tanks (reimbursement of tank owner cleanup up costs and DEQ program costs), Article 10 of SWCL also allows use of the Fund for DEQ costs in carrying out the provisions of the regulatory programs of Article 11. Since the inception of Article 11, the Fund has been used to offset the difference between DEQ operating costs for the ODCP, Financial Responsibility and Registration Programs and the fees that are collected.

#### IV. Oil Discharge Contingency Plan Facility Fees

Virginia Regulation 9 VAC 25-91-10 et seq. requires an ODCP for all facilities with a storage capacity of 25,000 gallons or more. The regulation limits ODCP fees to submittal of new plans and no fee is charged for ODCP renewal reviews. The ODCP fees structure ranges from \$718 to \$3,353 as follows:

- a. For a facility with an aggregate aboveground maximum storage or handling capacity from 25,000 gallons up to and including 100,000 gallons of oil, the fee is \$718;
- b. For a facility with an aggregate aboveground maximum storage or handling capacity from 100,001 gallons up to and including one million gallons of oil, the fee is \$2,155;
- c. For a facility with an aggregate aboveground maximum storage or handling capacity of greater than one million gallons of oil, the fee is \$3,353; and
- d. For a pipeline, the average daily throughput of oil is determined and the fee is calculated per subdivisions a, b or c above.

#### V. Above Ground Storage Tank Registration Fees

Virginia Regulation 9 VAC 25-91-10 et seq. requires registration of ASTs greater than 660 gallons. The regulation requires registration fees for initial registration; new installations; conversion (i.e., UST to an AST, storing a non-oil to an oil product, etc.); ASTs brought back into use after permanent closure; registration renewal (every five years); or changes of ownership.

For operators of ASTs subject to the registration requirements, the fee is \$25 for each AST up to a maximum of \$50 per facility. For an operator of multiple facilities the maximum fee is \$100 to

register all of its facilities and ASTs.

#### VI. Tank Vessel Oil Discharge Contingency Plan Fees

For the small number of tank vessels that are not required to maintain an approved U. S. Coast Guard Vessel Response Plan, Virginia Regulation 9 VAC 25-101-10 et seq. establishes the following fee structure for initial ODCP submittal to DEQ. Renewals are not subject to the fee.

- a. For a tank vessel with a maximum storage, handling or transporting capacity of 15,000 gallons and up to and including 250,000 gallons of oil, the fee is \$718;
- b. For a tank vessel with a maximum storage, handling or transporting capacity greater than 250,000 gallons and up to and including 1,000,000 gallons of oil the, fee is \$2,155; and
- c. For a tank vessel with a maximum storage, handling or transporting capacity greater than 1,000,000 gallons of oil, the fee is \$3,353.

#### VII. Tank Vessel Financial Responsibility Fees

For the small number of tank vessels that are not required to maintain an approved U. S. Coast Guard Certificate of Financial Responsibility, Virginia Regulation 9 VAC 25-101-10 et seq. establishes an initial application fee of \$120 and a \$30 fee for each additional tank vessel requiring a copy of the accepted evidence of financial responsibility. Renewals are not subject to the fee.

#### VIII. Aboveground Storage Tank and Pipeline Facility Financial Responsibility Fees

Virginia Regulation 9 VAC 25-640-10 et seq. does not establish a fee schedule for approval of AST and pipeline financial responsibility demonstration.

#### IX. Virginia Petroleum Storage Tank Fund

Article 10 of the SWCL established the Fund and allows use of the Fund for DEQ costs in carrying out the provisions of the regulatory programs of Article 11. Since the inception of Article 11, the Fund has been used to offset the difference between DEQ operating costs for the ODCP, Financial Responsibility and Registration Programs and the fees that are collected. To provide revenue for the Fund Article 10 imposes a one-fifth to three-fifths of one cent per gallon fee on regulated petroleum products sold in Virginia. This fee is monitored and maintained at an appropriate operating level and is increased to three fifths of one cent when the Fund has been, or is likely to be, reduced below three million dollars. The fee is reduced to one-fifth of one cent per gallon when the Fund has been restored to \$12 million.

Because of increased reimbursement claim demand in 1998 the fee was increased to three-fifths of one cent per gallon and has remained at that level. Prior to the 1998 fee increase, the revenue at one-fifth of one cent per gallon fee generated \$10 million annually. Currently, at three-fifths of one cent per gallon fee, the Fund generates \$38 million annually. Of that revenue, \$28M is budgeted for claims, with the remainder used for providing alternate water supplies for petroleum contaminated water, DEQ contractor cleanups and other authorized program operating costs.

In 1999 reimbursement claims exceeded funds and reimbursement payments were delayed up to 12 months from the claim decision date. Starting in 2001 the total reimbursement claim demand decreased and has resulted in a continual reduction in the reimbursement payment delay period each succeeding year. In October 2005 delayed payment ended and current projections indicate that Fund balance will continue to increase. Current projections indicate that the Fund balance will reach \$12 million and the fee will go down in 2008.