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AGENDA ITEM MEMO

BOARD MEETING DATE: January 19, 2023

- **TO:** Board Members
- **THROUGH:** Jeff Walker, Executive Administrator Ashley Harden, General Counsel As to certain fiscal elements: Rebecca Trevino, Chief Financial Officer
- FROM: Kendal Kowal, Assistant General Counsel
- **SUBJECT:** Consider authorizing publication of a notice of intent to review rules in 31 Texas Administrative Code Chapter 354, including a proposed amendment to 31 Texas Administrative Code § 354.6, and proposed repeals of certain sections of 31 Texas Administrative Code Chapter 354.

ACTION REQUESTED

Consider authorizing the publication of a (1) notice of intent to review rules in 31 Texas Administrative Code (TAC) Chapter 354, including a proposed amendment to 31 TAC § 354.6, and (2) proposed repeal of 31 TAC §§ 354.1, 354.2, 354.4, 354.6, 354.9, and 354.15.

BACKGROUND

On December 15, 2022, the TWDB adopted a schedule of review related to the Agency's rules in 31 TAC Part 10. This action proposes to publish certain amendments and repeals to Chapter 354 as part of the required agency review of that chapter. Texas Water Code (Tex. Water Code) § 6.104 requires the TWDB to adopt all Memoranda of Understanding (MOU) with other state agencies into TWDB rules. Chapter 354 of the TWDB's rules houses these MOUs required by statute to be adopted into rule.

KEY ISSUES

The TWDB is required pursuant to Texas Government Code (Tex. Gov't Code) § 2001.039 to review all existing rules every four years. Pursuant to that review, it must either re-adopt, re-adopt with amendments, or repeal existing rules.

The Office of General Counsel proposes the publication of a notice of review for Chapter 354 concurrently with a proposed amendment to 31 TAC Chapter 354 to add new § 354.6, Memorandum of Understanding between the Texas Commission on Environmental Quality

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Related to Expedited Permit Review for Interregional Water Supply Projects. On November 17, 2022, the Board authorized the Executive Administrator to execute this MOU with the TCEQ.

The Office of General Counsel simultaneously proposes to repeal §§ 354.1, 354.2, 354.4, 354.6, 354.9, and 354.15 as part of a reorganization and review of its rules. These MOUs are either expired, were adopted to facilitate the administration of TWDB directives that are no longer necessary, or are properly interagency contracts effective pursuant to Chapter 771, Texas Government Code. Part of this repeal includes an outdated MOU included in § 354.6. The new MOU with the TCEQ related to expedited permit reviews will take the now vacant § 354.6 rule citation.

RECOMMENDATION

The Executive Administrator recommends the publication of a (1) a notice of intent to review rules in 31 TAC Chapter 354, including a proposed amendment to 31 TAC § 354.6, and (2) the proposed repeal of 31 TAC §§ 354.1, 354.2, 354.4, 354.6, 354.9, and 354.15 in order to comply with Tex. Gov't Code § 2001.039 and Tex. Water Code § 6.104.

Attachments:

- (1) Proposed rulemaking to be filed with the *Texas Register*, including a notice of review of rules and a proposed amendment.
- (2) Proposed repeal to be filed with the *Texas Register*.

The Texas Water Development Board (TWDB) proposes an amendment to 31 Texas Administrative Code (TAC) §354.6.

BACKGROUND AND SUMMARY OF THE FACTUAL BASIS FOR THE PROPOSED AMENDMENT.

The TWDB proposes to add new text to §354.6 related to a new Memorandum of Understanding (MOU) between the Texas Water Development Board and the Texas Commission on Environmental Quality (TCEQ). The current §354.6 is repealed elsewhere in this same issue of the *Texas Register*. Simultaneously with this proposed amendment, the TWDB proposes to review, adopt, and re-adopt rules in 31 TAC Chapter 354, Memoranda of Understanding.

SECTION BY SECTION DISCUSSION OF PROPOSED AMENDMENTS.

§354.6. Memorandum of Understanding Between the Texas Water Development Board and the Texas Commission on Environmental Quality Related to Expedited Permit Review for Interregional Water Supply Projects.

This proposed amendment would replace an outdated MOU, repealed elsewhere in this issue of the *Texas Register*, with a new MOU entered into between the TWDB and TCEQ. House Bill (HB) 1052, passed during the 86th Texas Legislative Session, required the TWDB and TCEQ to enter into an MOU related to the expedited permit review for interregional water supply projects funded by the TWDB's State Participation Program. This bill was codified as Texas Water Code §16.145. Texas Water Code §6.104 requires the TWDB to adopt by rule any MOU between the TWDB and another state agency.

FISCAL NOTE: COSTS TO STATE AND LOCAL GOVERNMENTS (Texas Government Code §2001.024(a)(4))

Ms. Rebecca Trevino, Chief Financial Officer, has determined that there will be no fiscal implications for state or local governments as a result of the proposed rule. For the first five years these rules are in effect, there is no expected additional cost to state or local governments resulting from their administration.

These rules are not expected to result in reductions in costs to either state or local governments. There is no change in costs for local governments because the use of the TWDB's financial assistance programs is voluntary. These rules are not expected to have any impact on state or local revenues. The rules do not require any increase in expenditures for state or local governments as a result of administering these rules. Additionally, there are no foreseeable implications relating to state or local governments' costs or revenue resulting from these rules. If a local government does choose to voluntarily utilize the TWDB's State Participation Program for financing an interregional water supply project, an expedited permit review process for the permits required for that project might save the local government some money on that permit review process.

Because these rules will not impose a cost on regulated persons, the requirement included in Texas Government Code, §2001.0045 to repeal a rule does not apply. Furthermore, the requirement in §2001.0045 does not apply because these rules are necessary to implement legislation. This MOU is required by HB 1052 of the 86th Texas Legislative Session.

The TWDB invites public comment regarding this fiscal note. Written comments on the fiscal note may be submitted to the contact person at the address listed under the Submission of Comments section of this preamble.

PUBLIC BENEFITS AND COSTS (Texas Government Code §2001.024(a)(5))

Ms. Rebecca Trevino also has determined that for each year of the first five years the proposed rulemaking is in effect, the public will benefit from the rulemaking as it provides clarity on the roles of TWDB and TCEQ related to expedited permit review for interregional water supply projects funded through the State Participation Program. Ms. Rebecca Trevino also has determined that for each year of the first five years the proposed rulemaking is in effect, the rules will not impose an economic cost on persons required to comply with the rule as participation in TWDB financial assistance programs is voluntary and the MOU requirement is imposed by statute.

ECONOMIC AND LOCAL EMPLOYMENT IMPACT STATEMENT (Texas Government Code §§2001.022, 2006.002); REGULATORY FLEXIBILITY ANALYSIS (Texas Government Code §2006.002)

The TWDB has determined that a local employment impact statement is not required because the proposed rule does not adversely affect a local economy in a material way for the first five years that the proposed rule is in effect because it will impose no new requirements on local economies. The TWDB also has determined that there will be no adverse economic effect on small businesses, micro-businesses, or rural communities as a result of enforcing this rulemaking. The TWDB also has determined that there is no anticipated economic cost to persons who are required to comply with the rulemaking as proposed. Therefore, no regulatory flexibility analysis is necessary.

DRAFT REGULATORY IMPACT ANALYSIS DETERMINATION (Texas Government Code §2001.0225)

The TWDB reviewed the proposed rulemaking in light of the regulatory analysis requirements of Texas Government Code §2001.0225 and determined that the rulemaking is not subject to Texas Government Code §2001.0225, because it does not meet the definition of a "major environmental rule" as defined in the Administrative Procedure Act. A "major environmental rule" is defined as a rule with the specific intent to protect the environment or reduce risks to human health from environmental exposure, a rule that may adversely affect in a material way the economy or a sector of the economy, productivity, competition, jobs, the environment, or the public health and safety of the state or a sector of the state. The intent of the rulemaking is to delineate the responsibilities of the TWDB and TCEQ related to expedited permit reviews for interregional water supply projects funded through the State Participation Program.

Even if the proposed rule were a major environmental rule, Texas Government Code §2001.0225 still would not apply to this rulemaking because Texas Government Code §2001.0225 only applies to a major environmental rule, the result of which is to: (1) exceed a standard set by federal law, unless the rule is specifically required by state law; (2) exceed an express requirement of state law, unless the rule is specifically required by federal law; (3) exceed a requirement of a delegation agreement or contract between the state and an agency or representative of the federal government to implement a state and federal program; or (4) adopt a rule solely under the general powers of the agency instead of under a specific state law. This rulemaking does not meet any of these four applicability criteria because it: (1) does not exceed a requirement of a delegation agreement or contract between the state and an agency or representative of the federal government to implement a state and federal program; and (4) is not proposed solely under the general powers of the agency, but rather Texas Water Code §6.104. Therefore, this proposed rule does not fall under any of the applicability criteria in Texas Government Code §2001.0225.

The TWDB invites public comment regarding this draft regulatory impact analysis determination. Written comments on the draft regulatory impact analysis determination may be submitted to the contact person at the address listed under the Submission of Comments section of this preamble.

TAKINGS IMPACT ASSESSMENT (Texas Government Code §2007.043)

The TWDB evaluated this proposed rule and performed an analysis of whether it constitutes a taking under Texas Government Code, Chapter 2007. The specific purpose of this rule is to comply with the statutory requirement to enter into this MOU outlined in Texas Water Code §16.145. The proposed rule would substantially advance this stated purpose by delineating the responsibilities of the TWDB and TCEQ related to expedited permit reviews for interregional water supply projects funded through the State Participation Program.

The TWDB's analysis indicates that Texas Government Code, Chapter 2007 does not apply to this proposed rule because this is an action that is reasonably taken to fulfill an obligation mandated by state law, which is exempt under Texas Government Code §2007.003(b)(4). The TWDB is the agency that implements the State Participation Program.

Nevertheless, the TWDB further evaluated this proposed rule and performed an assessment of whether it constitutes a taking under Texas Government Code Chapter 2007. Promulgation and enforcement of this proposed rule would be neither a statutory nor a constitutional taking of private real property. Specifically, the subject proposed regulation does not affect a landowner's rights in private real property because this rulemaking does not burden, restrict, or limit the owner's right to property and reduce its value by 25% or more beyond that which would otherwise exist in the absence of the regulation. This rule simply delineates the TWDB's and TCEQ's responsibilities related to expedited permit reviews for interregional water supply projects funded through the State Participation Program and establishes compliance with the TWDB's requirement to publish all MOUs with other state agencies in rule. Therefore, the proposed rule does not constitute a taking under Texas Government Code, Chapter 2007.

GOVERNMENT GROWTH IMPACT STATEMENT (Texas Government Code §2001.0221)

The TWDB reviewed the proposed rulemaking in light of the government growth impact statement requirements of Texas Government Code §2001.0221 and has determined, for the first five years the proposed rule would be in effect, the proposed rule will not: (1) create or eliminate a government program; (2) require the creation of new employee positions or the elimination of existing employee positions; (3) require an increase or decrease in future legislative appropriations to the agency; (4) require an increase or decrease in fees paid to the agency; (5) create a new regulation; (6) expand, limit, or repeal an existing regulation; (7) increase or decrease the number of individuals subject to the rule's applicability; or (8) positively or adversely affect this state's economy.

AGENCY REVIEW OF EXISTING RULES (Texas Government Code §2001.039)

The TWDB reviewed Chapter 354 and the proposed rulemaking in light of the statutory requirement for the TWDB to review existing rules in Texas Government Code §2001.039. It has determined that the proposed rulemaking to Chapter 354, specifically §354.6, is necessary to comply with §6.101, which provides the TWDB with the authority to adopt rules necessary to carry out the powers and duties in the Water Code and also specifically §6.104, which requires the TWDB to adopt by rule all MOUs with other state agencies.

The TWDB concurrently intends to review the rules in 31 TAC Chapter 354 in accordance with Texas Government Code §2001.039. The TWDB will consider whether the initial factual, legal, and policy reasons for adopting each rule in these chapters and subchapters continue to exist and whether these rules should be repealed, readopted, or readopted with amendments.

SUBMISSION OF COMMENTS (Texas Government Code §2001.024(a)(7))

Written comments on the proposed rulemaking may be submitted by mail to Office of General Counsel, Texas Water Development Board, P.O. Box 13231, Austin, Texas 78711-3231, by email to rulescomments@twdb.texas.gov, or by fax to (512) 475-2053. Comments will be accepted until 5:00 p.m. of the 31st day following publication the Texas Register. Include "Chapter 354" in the subject line of any comments submitted.

STATUTORY AUTHORITY (Texas Government Code §2001.024(a)(3))

The amendment is proposed under the authority of Texas Water Code §6.101, which provides the TWDB with the authority to adopt rules necessary to carry out the powers and duties in the Water Code and other laws of the State, and also under the authority of Texas Water Code §6.104, which requires the TWDB to adopt by rule any MOU with another state agency.

This rulemaking affects Water Code, Chapters 6, 16, and 17.

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Title 31. Natural Resources and Conservation.

Part 10. Texas Water Development Board. Chapter 354. Memoranda of Understanding.

<u>§354.6. Memorandum of Understanding Between the Texas Water Development Board and the Texas Commission on Environmental Quality Related to Expedited Permit Review for Interregional Water Supply Projects.</u>

(a) This Memorandum of Understanding ("Agreement") is between the Texas Water Development Board ("TWDB") and the Texas Commission on Environmental Quality ("TCEQ"), each an agency of the State of Texas.

(b) Whereas, the TWDB provides financial assistance for the construction, acquisition, or improvements of water supply projects, including through the State Participation Program,

(c) Whereas, the TCEQ conducts reviews and issues permits for certain aspects of the construction, acquisitions, or improvements for water supply projects,

(d) Whereas, the 86th Legislature, R.S. passed and the governor signed House Bill 1052, which was effective September 1, 2019,

(e) Whereas, House Bill 1052 added certain interregional water supply projects as projects eligible for State Participation funding from the TWDB,

(f) Whereas, House Bill 1052 required the TWDB and TCEQ to enter into a memorandum of understanding for the expedited approval of permits for such interregional water supply projects funded by TWDB through the State Participation Program,

(g) Now, therefore, in consideration of the benefits to the State of Texas, the TWDB and TCEQ hereby agree as follows:

(1) The TCEQ will, to the extent allowed by law, provide expedited review of permit applications for interregional water supply projects as provided by Texas Water Code, Section 16.145.

(2) The TWDB will, to the extent allowed by law, provide information to the TCEQ related to interregional water supply projects identified under Texas Water Code, Section 16.145 to ensure that TCEQ's review of permit applications associated with such projects can be conducted on an expedited basis.

(3) General conditions:

(i) This Agreement may be amended by mutual agreement of the TWDB and TCEQ in accordance with applicable law.

(ii) This Agreement may be terminated by either party upon written notice to the other party and in accordance with applicable law.

(iii) Any written notices required by this Agreement shall be addressed to the respective party as follows:

(A) Executive Director, TCEQ, P.O. Box 13087, Austin, Texas 78711-3231;

(B) Executive Administrator, TWDB, P.O. Box 13231, Austin, Texas 78711-3231.

The Texas Water Development Board (TWDB) proposes the repeal of 31 Texas Administrative Code (TAC) §§354.1, 354.2, 354.4, 354.6, 354.9, and 354.15 as part of a reorganization and review of its rules.

BACKGROUND AND SUMMARY OF THE FACTUAL BASIS FOR THE PROPOSED AMENDMENT.

Simultaneously with this proposal for repeal, the TWDB proposes to review, adopt, and readopt rules in 31 TAC Chapter 354, Memoranda of Understanding. The TWDB has determined that the aforementioned rules for repeal are either expired, were adopted to facilitate the administration of Agency directives that are no longer necessary, or are instead interagency contracts effective pursuant to Chapter 771, Texas Government Code.

SECTION BY SECTION DISCUSSION OF PROPOSED REPEALS

Section 354.1 is repealed as the manner of compliance between the Texas Historical Commission and the TWDB has changed since the promulgation of the rule.

Section 354.1 is repealed because the term of the contract expired August 31, 2017.

Section 354.4 is repealed because the term of the contract expired August 31, 2017, and the General Appropriations Act rider relating to the contract has not been renewed.

Section 354.6 is repealed and the contract will not be readopted into rule as a memorandum of understanding because the contract is an interagency contract between the named agencies under Chapter 771, Texas Government Code.

Section 354.9 is repealed because the term of the contract expired August 31, 2017.

Section 354.15 is repealed because the initiative between the Comptroller of Public Accounts and the Agency is no longer necessary to facilitate TWDB directives.

FISCAL NOTE: COSTS TO STATE AND LOCAL GOVERNMENTS (Texas Government Code §2001.024(a)(4))

Ms. Rebecca Trevino, Chief Financial Officer, has determined that there will be no fiscal implications for state or local governments as a result of the proposed repeal. For the first five years these rules are in effect, there is no expected additional cost to state or local governments resulting from their administration.

The repeal is not expected to result in reductions in costs to either state or local governments as there is no change in costs for as the term for the underlying contracts; the affected contracts have either already expired or the effective contracts will not be readopted as a memorandum of understanding. The repeal is not expected to have any impact on state or local revenues and it does not require any increase in expenditures for state or local governments. Additionally, there are no foreseeable implications relating to state or local governments' costs or revenue resulting from this repeal.

Because the repeal will not impose a cost on regulated persons, the requirement included in Texas Government Code, §2001.0045 to repeal a rule does not apply

The TWDB invites public comment regarding this fiscal note. Written comments on the fiscal note may be submitted to the contact person at the address listed under the Submission of Comments section of this preamble.

PUBLIC BENEFITS AND COSTS (Texas Government Code §2001.024(a)(5))

Ms. Rebecca Trevino also has determined that for each year of the first five years the proposed repeal is in effect, the public will benefit from the repeal as it reorganizes and streamlines the TWDB's administration of its statutory duties. Ms. Rebecca Trevino also has determined that for each year of the first five years the proposed repeal is in effect, the repeal will not impose an economic cost on persons required to comply as the repeal is being conducted pursuant to a periodic review of the TWDB's rules that is otherwise required by statute.

ECONOMIC AND LOCAL EMPLOYMENT IMPACT STATEMENT (Texas Government Code §§2001.022, 2006.002); REGULATORY FLEXIBILITY ANALYSIS (Texas Government Code §2006.002)

The TWDB has determined that a local employment impact statement is not required because the proposed repeal does not adversely affect a local economy in a material way for the first five years, and the repeal will impose no new requirements on local economies. The TWDB also has determined that there will be no adverse economic effect on small businesses, microbusinesses, or rural communities as a result of this repeal. The TWDB also has determined that there is no anticipated economic cost to persons who are required to comply with the repeal. Therefore, no regulatory flexibility analysis is necessary.

DRAFT REGULATORY IMPACT ANALYSIS DETERMINATION (Texas Government Code §2001.0225)

The TWDB reviewed the repeal in light of the regulatory analysis requirements of Texas Government Code §2001.0225 and determined that the repeal is not subject to Texas Government Code §2001.0225, because it does not meet the definition of a "major environmental rule" as defined in the Administrative Procedure Act. A "major environmental rule" is defined as a rule with the specific intent to protect the environment or reduce risks to human health from environmental exposure, a rule that may adversely affect in a material way the economy or a sector of the economy, productivity, competition, jobs, the environment, or the public health and safety of the state or a sector of the state. The intent of the repeal is to conduct a review and reorganization of the TWDB's rules as required by state law.

Even if the proposed rule were a major environmental rule, Texas Government Code §2001.0225 still would not apply to this rulemaking because Texas Government Code §2001.0225 only applies to a major environmental rule, the result of which is to: (1) exceed a standard set by federal law, unless the rule is specifically required by state law; (2) exceed an express requirement of state law, unless the rule is specifically required by federal law; (3) exceed a requirement of a delegation agreement or contract between the state and an agency or

representative of the federal government to implement a state and federal program; or (4) adopt a rule solely under the general powers of the agency instead of under a specific state law. This rulemaking does not meet any of these four applicability criteria because it: (1) does not exceed any federal law; (2) does not exceed an express requirement of state law; (3) does not exceed a requirement of a delegation agreement or contract between the state and an agency or representative of the federal government to implement a state and federal program; and (4) is not proposed solely under the general powers of the agency, but rather under § 6.101, Texas Water Code. Therefore, this proposed rule does not fall under any of the applicability criteria in Texas Government Code §2001.0225.

The TWDB invites public comment regarding this draft regulatory impact analysis determination. Written comments on the draft regulatory impact analysis determination may be submitted to the contact person at the address listed under the Submission of Comments section of this preamble.

TAKINGS IMPACT ASSESSMENT (Texas Government Code §2007.043)

The TWDB evaluated this proposed repeal and performed an analysis of whether it constitutes a taking under Texas Government Code, Chapter 2007. The specific purpose of this repeal is conducted pursuant to TWDB review and reorganization of its existing Memoranda of Understanding between it and various other state governmental agencies. The proposed repeal substantially advances this stated purpose.

The TWDB's analysis also indicates that Texas Government Code, Chapter 2007 does not apply to this proposed rule because this is an action that is reasonably taken to fulfill an obligation imposed by state statute which is exempt under Texas Government Code §2007.003(b)(4). The TWDB as an agency is required by law to promulgate into its rules all memoranda of understanding it enters into with other Texas state agencies.

The TWDB evaluated this repeal and performed an assessment of whether it constitutes a taking under Texas Government Code Chapter 2007. Promulgation and enforcement of this proposed repeal would be neither a statutory nor a constitutional taking of private real property because it neither relates to nor impacts private property. Specifically, the subject proposed regulation does not affect a landowner's rights in private real property because this rulemaking does not burden, restrict, or limit the owner's right to property and reduce its value by 25% or more beyond that which would otherwise exist in the absence of the regulation. Therefore, the proposed rule does not constitute a taking under Texas Government Code, Chapter 2007.

GOVERNMENT GROWTH IMPACT STATEMENT (Texas Government Code §2001.0221)

The TWDB reviewed the repeal in light of the government growth impact statement requirements of Texas Government Code §2001.0221 and has determined, for the first five years the proposed rule would be in effect, the repeal will not: (1) create or eliminate a government program; (2) require the creation of new employee positions or the elimination of existing employee positions; (3) require an increase or decrease in future legislative appropriations to the agency; (4) require an increase or decrease in fees paid to the agency; (5)

create a new regulation; (6) expand, limit, or repeal an existing regulation; (7) increase or decrease the number of individuals subject to the rule's applicability; or (8) positively or adversely affect this state's economy.

AGENCY REVIEW OF EXISTING RULES (Texas Government Code §2001.039)

The TWDB reviewed Chapter 354 and the repeal in light of the statutory requirement for the Agency to review existing rules in Texas Government Code §2001.039 and has determined that the aforementioned repeals to 31 TAC Chapter 354 are necessary to comply with §6.101, which provides the TWDB with the authority to adopt rules necessary to carry out the powers and duties in the Water Code and also specifically under §6.104, Texas Water Code, which imposes a requirement on the TWDB to adopt any memorandum of understanding between the board and another state agency into rule.

The TWDB concurrently intends to review the rules in 31 TAC Chapter 354 in accordance with Texas Government Code §2001.039. The TWDB will consider whether the initial factual, legal, and policy reasons for adopting each rule in these chapters and subchapters continue to exist and whether these rules should be repealed, readopted, or readopted with amendments.

SUBMISSION OF COMMENTS (Texas Government Code §2001.024(a)(7))

Written comments on the proposed repeal may be submitted by mail to Office of General Counsel, Texas Water Development Board, P.O. Box 13231, Austin, Texas 78711-3231, by email to rulescomments@twdb.texas.gov, or by fax to (512) 475-2053. Comments will be accepted until 5:00 p.m. of the 31st day following publication the Texas Register. Include "Chapter 354 Repeal" in the subject line of any comments submitted.

STATUTORY AUTHORITY (Texas Government Code §2001.024(a)(3))

The repeal is proposed under the authority of Texas Water Code §6.101, which authorizes the TWDB to repeal or adopt rules necessary to carry out the powers and duties in the Water Code and other laws of the State, and also under the authority of Texas Water Code §6.104.

Cross-reference to statute: This rulemaking affects Texas Water Code, Chapter 6, Subchapter D.

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§354.1, Memorandum of Understanding with Texas Historical Commission

§354.2, Memorandum of Understanding Between the Office of the Governor and the Texas Water Development Board

§354.4, Memorandum of Understanding Between the Texas Department of Agriculture and the Texas Water Development Board

§354.6, Interagency Cooperation Contract between the Texas Water Development Board, the Texas Commission on Environmental Quality and Department of State Health Services

§354.9 Memorandum of Understanding Between the Public Utility Commission of Texas and the Texas Water Development Board

§354.15 Agreement in Furtherance of Transparency Initiative