

TEXAS COMMISSION ON ENVIRONMENTAL QUALITY
AGENDA ITEM REQUEST
for Rulemaking Adoption

AGENDA REQUESTED: June 18, 2025

DATE OF REQUEST: May 30, 2025

INDIVIDUAL TO CONTACT REGARDING CHANGES TO THIS REQUEST, IF NEEDED: Gwen Ricco, Rule/Agenda Coordinator, (512) 239-2678

CAPTION: Docket No. 2024-1676-RUL. Consideration of the adoption of new 30 TAC Chapter 353, Leaking Water Wells Grant Program, Sections 353.1-353.8.

House Bill (HB) 4256, 88th Texas Legislature, Regular Session, 2023, amended the Texas Water Code (TWC), Chapter 28, Subchapter E to require the Texas Commission on Environmental Quality to establish and administer a Leaking Water Wells Grant Program. This rulemaking implements the requirements in HB 4256 (88R) which includes the establishment of criteria for prioritizing projects and criteria for ensuring wells are permanently plugged. The proposed rules were published in the January 3, 2025, issue of the *Texas Register* (50 TexReg 23). (Cindy Hooper, Kayla Murray; Rule Project No. 2025-008-353-OW)



Director



Division Deputy Director

Gwen Ricco

Agenda Coordinator

Copy to CCC Secretary? NO ☒ YES ☐

Texas Commission on Environmental Quality

Interoffice Memorandum

To: Commissioners **Date:** May 30, 2025

Thru: Laurie Gharis, Chief Clerk
Kelly Keel, Executive Director

From: *cml* Cari-Michel La Caille, Director
Office of Water

Docket No.: 2024-1676-RUL

Subject: Commission Approval for Rulemaking Adoption
Chapter 353, Leaking Water Wells Grant Program
Rule Project No. 2025-008-353-OW

Background and reason(s) for the rulemaking:

House Bill (HB) 4256, 88th Texas Legislature, Regular Session, 2023 amended the Texas Water Code (TWC), Chapter 28, Subchapter E to require the Texas Commission on Environmental Quality (TCEQ or commission) to establish and administer a Leaking Water Wells Grant Program (LWWGP, or program). This rulemaking establishes the program and its associated requirements and criteria.

Scope of the rulemaking:

A.) Summary of what the rulemaking will do:

This rulemaking creates new 30 Texas Administrative Code (TAC) Chapter 353 and establishes the LWWGP. The rule adoption implements requirements in HB 4256 (88R), including the establishment of criteria for prioritizing projects and criteria for ensuring that wells are permanently plugged.

As required by TWC, §28.106(c), the following criteria are provided in 30 TAC §353.7 for prioritizing projects: well characteristics, including completion and wellbore conditions; well location relative to sensitive areas; environmental considerations; wellsite safety and access considerations; economic considerations; and other priorities determined by the commission. Additionally, criteria are proposed in 30 TAC §353.8 for ensuring that a well has been permanently plugged. Plugging criteria were established in consultation with the Railroad Commission of Texas (RRC) as required by TWC, §28.107(b). The adopted rule requires that the grant recipient use RRC information, data, and regulations to plan, execute, and document the permanent plugging of an affected well.

B.) Scope required by federal regulations or state statutes:

TWC, §28.106(c) requires that TCEQ establish, by rule, criteria for prioritizing projects eligible to receive grant funding.

C.) Additional staff recommendations that are not required by federal rule or state statute:

Separate from rule adoption, the LWWGP is developing grant documents. These documents will be finalized after the rule is effective and disbursement of funds is anticipated in Fiscal Year 2026.

Statutory authority:

TWC, Chapter 28, Subchapter E, §§28.101 through 28.107.

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Effect on the:

A.) Regulated community:

Eligible Groundwater Conservation Districts (GCDs) may receive grant funding to offset the costs of plugging leaking water wells in their district. At this time the program is limited based on county population data to the following GCDs: Middle Pecos GCD (Pecos County), Crockett County GCD (Crockett County), and Gateway GCD (King, Motley, and Cottle Counties).

B.) Public:

Leaking water wells can contaminate groundwater and surface water. This program to plug leaking water wells would limit contamination that is already occurring and prevent additional contamination.

C.) Agency programs:

The LWWGP is a new program in the Water Availability Division, which is leading program development and implementation. The Office of Legal Services and the Financial Administration Division are supporting program development and program implementation.

Stakeholder meetings:

A public hearing was held on January 29, 2025.

On May 20, 2025, TCEQ staff held a workshop on the program. More information about the Workshop is provided in the public comment section, below.

Public Involvement Plan

Is a Public Involvement Plan Required? Yes

Alternative Language Requirements

Yes, Spanish

Public comment:

The commission held a public hearing on January 29, 2025. The comment period closed on February 4, 2025. The commission received comments from Middle Pecos Groundwater Conservation District (MPGCD), who supported the rulemaking and recommended changes to the rule language; and from six individuals who supported the rulemaking.

MPGCD requested that the rule include a definition for “leaking water well” and asked for a description of what constitutes an administrative expense. MPGCD also asked whether grant funds could be issued before beginning an eligible project, as opposed to being reimbursement only, and stated that they would like to develop a sequence of wells to be plugged in order to minimize future problems. No changes to the rule language were made in response to the comments.

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In response to the request for a definition of “leaking water well,” TCEQ noted that while the term was not specifically defined in the statute, it is effectively described by the eligibility criteria in statute and the rule, and a change is not needed.

Regarding the specific question on what constitutes an administrative expense, the response provides general guidance that activities performed prior to an application being filed under this program are not eligible.

For the request that grant funds be made available before work is done on the project as opposed to reimbursement only, TCEQ stated that payments would be made based on the Texas Grant Management Standards. The state’s standard distribution method for grants is reimbursement of money actually spent on allowable expenses. An advance of funds may also be available at a grantee’s request where the LWWGP determines the advance is necessary for the purposes of the grant.

Recognizing that many of the questions asked during the rulemaking will be addressed by the grant documents as opposed to the rule itself, a LWWGP Workshop was held on May 20, 2025. All GCDs in Texas were invited to attend this workshop. At the workshop, the TCEQ presented information about the program and provided an opportunity for GCDs to ask questions and provide feedback. The workshop addressed eligibility, prioritization criteria, eligible and non-eligible expenses, and disbursement of funds (including reimbursement, advance of funds, and working capital advance).

Significant changes from proposal:

In order to ensure the rule language is consistent with the language in the statute, new §353.5(d) will be adopted with changes to the proposed text to remove the following sentence: “TCEQ may choose to credit the funding to other projects under the grant.”

New Section 353.8(b)(3) will be adopted with changes to the proposed text to more clearly describe how an approved well plugger will need to comply with RRC rules and standards related to plugging a leaking water well: “Ensure any well plugged under this chapter is plugged in compliance with the standards and criteria in 16 TAC §3.14 and RRC guidance.”

Potential controversial concerns and legislative interest:

Senator Blanco is likely to have interest in program development and implementation. Representative Virdell is also likely to have interest in the program.

Section §353.3 of the adopted rule incorporates requirements from TWC, §28.102 and specifies that the LWWGP only applies to GCDs within counties that have a population of 16,000 or less and that are adjacent to at least seven counties with populations less than 15,000. The LWWGP will utilize data from the U.S. Census Bureau’s 2020 Census for determining county populations, as this is the most recent decennial Census at the time of the rule adoption. Based on an informal review of U.S. Census’ county populations in Texas, it appears there are three GCDs that have counties meeting the population criteria. The commission did not receive comments on the proposal from any counties or districts outside of Pecos County.

The Leaking Water Wells Fund is a separate fund within the state treasury outside of the general revenue fund and may only be used to implement the Program, including the costs of TCEQ program administration and operation. To date, \$10,000,000 has been deposited to the Leaking Water Wells Fund. None of these funds were appropriated by the 88th Texas Legislature for grant

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awards during the current biennium. The legislature authorized TCEQ to use \$200,000 in fiscal 2024 for the new program and to hire two new employees and \$408,156 in fiscal 2025 to begin work to implement the program. The general appropriations bill by the 89th Texas Legislature would include \$9,391,844 for the next biennium to be used for grant awards and program administration. Any grant awarded under the LWWGP will be subject to availability of funds.

Will this rulemaking affect any current policies or require development of new policies?

No.

What are the consequences if this rulemaking does not go forward? Are there alternatives to rulemaking?

TWC, Chapter 28, Subchapter E requires TCEQ to establish and administer a Leaking Water Wells Grant Program and for the commission to establish, by rule, criteria for prioritizing projects eligible to receive a grant under the Program. If this rulemaking does not go forward, TCEQ will not be compliant with the statute. There are no alternatives to rulemaking.

Key points in the adoption rulemaking schedule:

***Texas Register* proposal publication date:** January 3, 2025

Anticipated *Texas Register* adoption publication date: July 4, 2025

Anticipated effective date: July 10, 2025

Six-month *Texas Register* filing deadline: July 3, 2025

Agency contacts:

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Kayla Murray, Staff Attorney, Environmental Law Division, (512) 239-4731

Gwen Ricco, Texas Register Rule/Agenda Coordinator, General Law Division, (512) 239-2678

Attachments:

HB 4256

cc: Chief Clerk, 2 copies
Executive Director's Office
Patrick Lopez
Jessie Powell
Krista Kyle
Office of General Counsel
Cindy Hooper
Kayla Murray
Gwen Ricco

AN ACT

relating to the establishment of a grant program to plug leaking water wells in certain counties.

BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF TEXAS:

SECTION 1. Chapter 28, Water Code, is amended by adding Subchapter E to read as follows:

SUBCHAPTER E. LEAKING WATER WELLS GRANT PROGRAM

Sec. 28.101. DEFINITIONS. In this subchapter:

(1) "District" means a district or authority created under Section 52, Article III, or Section 59, Article XVI, Texas Constitution, that has the authority to regulate the spacing of water wells, the production of water wells, or both.

(2) "Fund" means the leaking water wells fund created under Section 28.103.

(3) "Program" means the leaking water wells program established under Section 28.104.

Sec. 28.102. APPLICABILITY OF SUBCHAPTER. This subchapter applies only to a district in a county that:

(1) has a population of 16,000 or less; and

(2) is adjacent to at least seven counties with populations of less than 15,000.

Sec. 28.103. LEAKING WATER WELLS FUND. (a) The leaking water wells fund is created as a fund in the state treasury outside the general revenue fund.

1 (b) The fund consists of:

2 (1) money appropriated, credited, or transferred to
3 the fund by the legislature;

4 (2) gifts or grants contributed to the fund; and

5 (3) interest earned on deposits and investments of the
6 fund.

7 (c) Interest earned on money deposited to the credit of the
8 fund is exempt from Section 404.071, Government Code. Interest
9 earned on money in the fund shall be retained in the fund.

10 (d) The fund may be used only to implement the program
11 established under Section 28.104, including the costs of program
12 administration and operation.

13 Sec. 28.104. LEAKING WATER WELLS PROGRAM. The commission
14 shall establish and administer the leaking water wells program to
15 plug leaking water wells. Under the program, the commission shall
16 provide grants to districts for eligible projects to offset the
17 cost of plugging leaking water wells.

18 Sec. 28.105. APPLICATION FOR GRANT. (a) A district may
19 apply for and receive a grant for an eligible project under the
20 program.

21 (b) An application for a grant under this subchapter must be
22 made on a form provided by the commission and must contain the
23 information required by the commission.

24 Sec. 28.106. ELIGIBILITY OF PROJECTS FOR GRANTS;
25 PRIORITIZATION. (a) To be eligible for a grant for a project, a
26 district must:

27 (1) demonstrate that the project includes a leaking

water well:

(A) that:

(i) is located within 2,000 feet of a drinking water well, a water well for livestock or irrigation, or a sensitive wildlife area; or

(ii) has seasonal or annual flow to the surface, or a hydrological connection to surface water, including a waterway, intermittent stream, or springs system; and

(B) of which:

(i) the plug, casing, completion interval, or general integrity is known by the district to be deficient; or

(ii) the completion interval is sufficiently proximate to other known intervals or pressurized zones with high concentrations of salinity, chlorides, sulfides, or other hazardous or toxic components;

(2) obtain any necessary approval from a surface owner for access to the property where the leaking water well is located; and

(3) as necessary and subject to Subsection (b), engage in a bid process to select and hire a contractor or subcontractor to perform the work.

(b) Notwithstanding any other law, a contract for work on a project for which a grant is provided under the program:

(1) must be awarded to a contractor or subcontractor selected from a list of approved well pluggers maintained by the Railroad Commission of Texas; and

(2) may be awarded to the contractor or subcontractor

1 whose bid or proposal the recipient of the grant determines
2 provides the best value for the recipient based on the selection
3 criteria published by the recipient.

4 (c) The commission by rule shall establish criteria for
5 prioritizing projects eligible to receive a grant under the
6 program.

7 Sec. 28.107. RESTRICTION ON USE OF GRANT. (a) A recipient
8 of a grant provided under the program may use the grant only to pay
9 the cost of the project for which the grant is provided. A recipient
10 may not use the grant to pay administrative costs associated with
11 the project.

12 (b) A leaking water well plugged under the program must be
13 permanently plugged. The commission, in consultation with the
14 Railroad Commission of Texas, shall establish criteria for ensuring
15 that a well is permanently plugged.

16 (c) The amount of a grant provided under the program that is
17 not spent for the completion of a project must be returned to the
18 commission for deposit to the credit of the fund.

19 SECTION 2. This Act takes effect immediately if it receives
20 a vote of two-thirds of all the members elected to each house, as
21 provided by Section 39, Article III, Texas Constitution. If this
22 Act does not receive the vote necessary for immediate effect, this
23 Act takes effect September 1, 2023.

H.B. No. 4256

President of the Senate

Speaker of the House

I certify that H.B. No. 4256 was passed by the House on April 27, 2023, by the following vote: Yeas 131, Nays 17, 1 present, not voting; and that the House concurred in Senate amendments to H.B. No. 4256 on May 25, 2023, by the following vote: Yeas 123, Nays 17, 2 present, not voting.

Chief Clerk of the House

I certify that H.B. No. 4256 was passed by the Senate, with amendments, on May 23, 2023, by the following vote: Yeas 30, Nays 1.

Secretary of the Senate

APPROVED: _____

Date

Governor

The Texas Commission on Environmental Quality (TCEQ, or commission) adopts new 30 Texas Administrative Code (TAC) §§353.1-353.8.

New Sections 353.2, 353.5 and 353.8(b)(3) are adopted *with changes* to the proposed text and, therefore, will be republished. New Sections 353.1, 353.3, 353.4, 353.6, and 353.7 are adopted without changes to the proposed text and, therefore, will not be republished.

Background and Summary of the Factual Basis for the Adopted Rules

House Bill (HB) 4256, 88th Texas Legislature, Regular Session, 2023, amended the Texas Water Code (TWC), Chapter 28, Subchapter E to require TCEQ to establish and administer a Leaking Water Wells Grant Program (LWWGP). This rulemaking adoption establishes the LWWGP and its associated requirements and criteria by creating new 30 TAC Chapter 353. The adopted rules implement requirements in HB 4256 (88R) by establishing criteria for prioritizing projects and establishing criteria for ensuring that wells are permanently plugged.

TWC, §28.106(c) requires that TCEQ establish, by rule, criteria for prioritizing projects eligible to receive grant funding. The criteria adopted include well characteristics, including completion and wellbore conditions; well location relative to sensitive areas; environmental considerations; wellsite safety and access considerations; economic considerations; and other priorities determined by the commission.

TWC, §28.107(b) requires TCEQ to establish criteria for ensuring a well is permanently plugged. The adopted rule requires that the grant recipient use Railroad Commission of Texas (RRC) information, data, and regulations to plan, plug, and document that a well has been permanently plugged.

The Leaking Water Wells Fund (LWWF) created by HB 4256 is a separate fund within the state treasury outside of the general revenue fund and may only be used to implement the LWWGP, including the costs of TCEQ program administration and operation. The fund can be financed by various sources, including money appropriated, credited, or transferred by the legislature, gifts or grants contributed to the fund, and interest earned from deposits and investments of the fund. To date, \$10,000,000 has been deposited to the LWWF. None of these funds were appropriated by the 88th Texas Legislature for grant awards during the current biennium.

During the comment period, the commission received comments from several individuals and from Middle Pecos Groundwater Conservation District (MPGCD), which is a district that meets the eligibility requirements to apply for LWWGP funding. The individuals and MPGCD expressed support for the rule. MPGCD requested the rule include a definition for “leaking water well,” asked for a description of an administrative expense, and asked whether the commission could award grant funds to a district for an eligible project before the project begins, rather than providing reimbursement only.

In response, the commission notes that while the term “leaking water well” was not specifically defined in the statute, it is effectively described by the eligibility criteria and a change is not needed to the adopted rule. In addition, grant documents will clarify how the LWWGP will determine administrative costs and how it will award grant funds. The commission did not change the rule language for these comments but provided general guidelines that expenses incurred before an application is submitted would not be reimbursable.

The commission noted that grant documents are being developed separately from the rule adoption. Recognizing that many of the questions asked during the rulemaking will be

addressed by the grant documents as opposed to the rule itself, a LWWGP Workshop was held on May 20, 2025. All Groundwater Conservation Districts (GCDs) in Texas were invited to attend this workshop. At the workshop, the TCEQ presented information about the program and provided an opportunity for GCDs to ask questions and provide feedback. The workshop addressed eligibility, prioritization criteria, eligible and non-eligible expenses, and disbursement of funds (including reimbursement, advance of funds, and working capital advance).

Section by Section Discussion

§353.1 Purpose

TWC, Chapter 28, Subchapter E, charges the commission to establish a grant program to offset the cost of plugging leaking water wells for eligible districts for eligible projects. The commission adopts new 30 TAC §353.1 to describe the purpose of the rules and specify that these grants will be administered by the commission staff in accordance with the most recent Uniform Grant and Contract Management Act (Texas Government Code, Chapter 783) and any specific requirements of the applicable State General Appropriations Act.

§353.2 Definitions

The commission adopts new 30 TAC §353.2 to include definitions for “District,” “Leaking Water Wells Fund,” and “Leaking Water Wells Grant Program.” TWC §28.101 defines these three terms as “District,” “Fund” and “Program.” The variation in the terms defined and slight variations in the language defining these three terms is for clarity. For the purposes of this chapter, “District” means a GCD or authority established under Section 52, Article III, or Section 59, Article XVI of the Texas Constitution and endowed with the power to regulate the spacing and production of water wells. The “Leaking Water Wells Fund” and “Leaking Water Wells Grant

Program," respectively, refer to the fund created, and the program established under TWC, §§28.103 and 28.104.

The commission's rulemaking adoption defines "approved well plugger" by referencing RRC rules, 16 TAC §3.14. The definition establishes that the term "approved well plugger" in the statute is equivalent to the RRC's term "approved cementer."

Minor changes to the definitions were made to conform to the style of definitions in other TCEQ rules. Specifically, the definition for "approved well plugger" removes the word "is" as the first word of the definition; and the definitions for "district," "leaking water wells fund," and "leaking water wells program" removes the word "means" as the first word of the definition.

§353.3 Grant Eligibility

The commission adopts new 30 TAC §353.3 which incorporates requirements from TWC, §28.102 and specifies that this chapter only applies to GCDs within counties that have a population of 16,000 or less and that are adjacent to at least seven counties with populations less than 15,000.

To determine grant eligibility, the commission will utilize county population data from the most recent decennial Census conducted by the U.S. Census Bureau.

§353.4 Application for Grant

The commission adopts new 30 TAC §353.4 to incorporate requirements from TWC, §28.105(b), which specifies that districts seeking grants for eligible projects under the LWWGP must apply using a specific form provided by the commission and include the information requested on

that form by the commission.

§353.5 Restriction on Use of the Grant

The commission adopts new 30 TAC §353.5 to identify restrictions on the use of the grant funds. In accordance with TWC, §28.107, the rulemaking adoption specifies that districts may only use the funds for the cost of the project, excluding administrative expenses. The grant documents will specify what constitutes an administrative expense.

Per TWC, §28.106(b)(1-2), the rulemaking adoption will require that a district select a contractor from a list of RRC approved well pluggers after a bid process, and that the district may select a contractor based on whose bid the district determines provides the best value.

Lastly, per TWC, §28.107(c), unspent grant money must be returned to the commission to be re-allocated to the fund.

In order to ensure the rule language follows the statute, new §353.5(d) is adopted with changes to the proposed text to remove the last sentence: “TCEQ may choose to credit the funding to other projects under the grant.”

§353.6 Project Eligibility

The commission adopts new 30 TAC §353.6 to identify projects eligible for the grant funds, consistent with TWC, §28.106. A District must demonstrate that the project includes a leaking water well, and then must demonstrate either: that the leaking water well is located within 2,000 feet of a drinking water well, a water well for livestock or irrigation, or a sensitive wildlife area; or that the leaking water well has seasonal or annual flow to the surface, or a hydrological

connection to surface water, including a waterway, intermittent stream, or springs system. In addition, a District must demonstrate either: that the leaking water well is known by a District to have a deficiency in the plug, casing, completion interval, or general integrity; or that the leaking water well's completion interval is sufficiently proximate to other known intervals or pressurized zones with high concentrations of salinity, chlorides, sulfides, or other hazardous or toxic components.

A District must obtain any necessary property access from the surface owner where the leaking water well is located.

§353.7 Prioritization Criteria

The commission adopts new 30 TAC §353.7 to provide the criteria that will be used to prioritize projects, consistent with TWC, §28.106(c). In addition to the requirements adopted in the "Project Eligibility" section, the commission adopts additional criteria for the purpose of prioritizing projects. These criteria include the following: well characteristics, such as completion information and wellbore conditions; well location relative to sensitive areas; environmental considerations; wellsite safety and access considerations; economic considerations, and other priorities determined by the commission. The grant documents will include detail on prioritization criteria.

§353.8 Plugging Criteria

The commission adopts new 30 TAC §353.8 which directs a district to utilize appropriate information, data, and regulations available from the RRC and to adhere to certain RRC rules as applicable to ensure wells are properly and permanently plugged. Per TWC, §28.106(b)(1), the contract to permanently plug a leaking water well must be awarded to a contractor selected

from a list of RRC-approved well pluggers. The approved well plugger must ensure that the wells are plugged in compliance with the standards and criteria in applicable RRC rules for plugging wells under RRC jurisdiction (16 TAC §3.14). The adopted rule does not require the district or their contractor to directly coordinate with RRC. The district must ensure a leaking water well is permanently plugged. The grant will set forth the criteria for ensuring that a well is permanently plugged, and the documentation that will be required.

Section 353.8(b)(3) is adopted with changes to the proposed text to more clearly describe how an approved well plugger will need to comply with RRC rules and standards related to plugging a leaking water well.

Final Regulatory Impact Determination

The commission reviewed the rulemaking adoption in light of the regulatory analysis requirements of Texas Government Code, §2001.0225 and determined that the rulemaking is not subject to §2001.0225 because it does not meet the definition of a “Major environmental rule” as defined in the Texas Administrative Procedure Act. A “Major environmental rule” is a rule that is specifically intended to protect the environment or reduce risks to human health from environmental exposure, and that may adversely affect in a material way the economy, 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.

This rulemaking adoption does not meet the statutory definition of a “Major environmental rule” because it is not the specific intent of the rule to protect the environment or reduce risks to human health from environmental exposure. The specific intent of the rulemaking adoption is to implement legislative changes enacted by HB 4256, which establishes and funds a grant

program to plug leaking water wells in certain Texas counties.

In addition, the rulemaking does not meet the statutory definition of a “Major environmental rule” because the adopted rule will not adversely affect in a material way the economy, 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 cost of complying with the adopted rule is not expected to be significant with respect to the economy.

Furthermore, the rulemaking adoption is not subject to Texas Government Code, §2001.0225 because it does not meet any of the four applicability requirements listed in Texas Government Code, §2001.0225(a). There are no federal standards governing grant programs for plugging leaking water wells. Second, the rulemaking adoption does not exceed an express requirement of state law. Third, the rulemaking adoption 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. Finally, the rulemaking adoption is not an adoption of a rule solely under the general powers of the commission as the adopted rules are required by HB 4256.

The commission invited public comment regarding the draft regulatory impact analysis determination. During the public comment period, no comments were received on the regulatory impact analysis determination.

Takings Impact Assessment

The commission evaluated the rulemaking adoption and performed an assessment of whether the rulemaking adoption constitutes a taking under Texas Government Code, Chapter 2007.

The specific intent of the rulemaking adoption is to implement legislative changes enacted by HB 4256, which establishes and funds a grant program to plug leaking water wells in certain Texas counties. The rulemaking adoption will substantially advance this purpose by incorporating the new statutory requirements.

Promulgation and enforcement of this rulemaking adoption will be neither a statutory nor a constitutional taking of private real property. The adopted rules do not affect a landowner's rights in private real property because this rulemaking does not relate to or have any impact on an owner's rights to property. The rulemaking adoption will primarily affect districts planning to utilize the grant program to plug leaking water wells; this will not be an effect on real property. Therefore, the adopted rulemaking will not constitute a taking under Texas Government Code, Chapter 2007.

Consistency with the Coastal Management Program

The commission reviewed the rulemaking adoption and found that they are neither identified in Coastal Coordination Act Implementation Rules, 31 TAC §29.11(b)(2) or (4), nor will they affect any action/authorization identified in Coastal Coordination Act Implementation Rules, 31 TAC §29.11(a)(6). Therefore, the rulemaking adoption is not subject to the Texas Coastal Management Program.

The commission invited public comments regarding the consistency with the coastal management program (CMP) during the public comment period. No comments were received on the Consistency with the CMP.

Public Comment

The commission held a public hearing on January 29, 2025, and the comment period closed on February 4, 2025. The commission received comments from MPGCD, who supported the rulemaking and recommended changes to the rule language; and from six individuals who supported the rulemaking.

Response to Comments

Comment 1:

MPGCD and six individuals expressed their support for the rulemaking.

Response 1:

The commission acknowledges these comments.

Comment 2: Two individuals stated that the LWWGP needs to plug the leaking wells to protect water supply and water systems for humans, food, and livestock; three individuals stated that more money would be needed to plug all of the wells; and four individuals commented that the rules need to be adopted quickly in order to plug the wells as soon as practicable.

Response 2:

The commission acknowledges these comments.

Comment 3:

MPGCD requested that the commission clarify the prioritization criteria described in §353.7—
Prioritization Criteria.

Response 3:

30 TAC 353.7 of the adopted rule provides the criteria that will be used for project prioritization. On May 20, 2025, TCEQ hosted a LWWGP workshop. The workshop provided additional detail regarding the potential metrics associated with the prioritization criteria in 30 TAC 353.7. The final metrics will be included in the grant documents. No changes were made in response to this comment.

Comment 4:

MPGCD recommended that the rule include a definition of “leaking water well” to ensure that wells originally drilled for oil and gas purposes are eligible for the LWWGP if water is present in the wellbore or at the well head, such that one can reasonably conclude that water is leaking from or into the wellbore. The commentor stated that adding this definition would ensure that wells colloquially known as “P-13” wells or wells for which no known records are available—but which meet the definition—are eligible for LWWGP grant funding. MPGCD requested the commission add the following definition as a new §353.2(3):

“(3) Leaking water well—means a well leaking water, or a mix of water and other substances such as oil, gas, or minerals and/or substances, either at the surface or subsurface portions of the wellbore, irrespective of the purpose for which the well was originally drilled.”

Response 4:

The commission notes that the statute does not provide a definition for leaking water well; however, the eligibility criteria in §28.106(a) of the statute effectively define the wells that can receive the funding. These eligibility criteria are included in 30 TAC §353.6, “Project Eligibility.” Establishing a definition could create a conflict between the definition and the

eligibility criteria. This could result in projects that meet the eligibility criteria being disqualified because of the definition. As written, wells originally drilled for oil and gas will be eligible if they meet the criteria in the rule. No changes were made in response to this comment.

Comment 5:

MPGCD requested the rule include clarification on what qualifies as an administrative expense. MPGCD commented that they expect to have expenses related to identification of projects, site evaluation and preparation, downhole investigation to determine project eligibility and plugging cost estimates, preliminary engineering, hydrogeological assessments, and other related expenses. MPGCD requested the commission add the following language to the end of paragraph §353.5(a):

“Administrative costs include costs associated with preparing a grant application, but specifically do not include those costs associated with preliminary fieldwork required to develop overall project cost estimates. All costs associated with necessary preliminary fieldwork, which are first approved by the Commission, shall be recoverable costs under the Program.”

Response 5:

The commission acknowledges the benefit of addressing what may be considered an administrative expense and notes that Texas Comptroller of Public Accounts offers general guidance on reimbursable and non-reimbursable costs under the Texas Grant Management Standards.

A recipient of a grant provided under the LWWGP may use the grant only to pay the cost of

a project for which the grant is awarded. The grant documents, which the executive director is developing separately from the rule adoption, will contain specific information about both reimbursable and non-reimbursable expenses, including administrative costs. On May 20, 2025, TCEQ hosted a LWWGP workshop. The workshop provided additional detail regarding eligible and non-eligible expenses. No changes were made in response to this comment.

Comment 6:

MPGCD requested clarification as to whether grant funds can be issued prior to the commencement of an eligible project or if they are issued for reimbursement only. MPGCD states that they support a grant distribution process that does not burden the district with incurring considerable costs related to eligible projects for a prolonged period.

Response 6:

The LWWGP will award grants and distribute funds based on the Texas Grant Management Standards. The state’s standard distribution method for grants is reimbursement of money actually spent on allowable expenses. An advance of funds may also be available at a grantee’s request where the LWWGP determines the advance is necessary for the purposes of the grant. On May 20, 2025, TCEQ hosted a LWWGP workshop. The workshop provided additional detail regarding disbursement of funds, including the information needed for the grantee to demonstrate the need for advance of funds. No changes were made in response to this comment.

Comment 7:

MPGCD commented that they would like to develop a sequence or well plugging plan to ensure

that when a well is plugged, it does not create additional problems, such as blow out wells or sinkholes.

Response 7:

The commission acknowledges this comment. During the application process, it would be acceptable for an eligible GCD in its application to request grant funds to plug a sequence of wells based on studies conducted by the eligible GCD or their consultants. The prioritization criteria as included in §353.7(f) of the adopted rule includes “other priorities determined by the commission.” Considering a proposed well sequence is in line with the adopted rules’ prioritization criteria, although the study itself would not be reimbursable under the grant fund. No changes were made in response to this comment.

CHAPTER 353: LEAKING WATER WELLS GRANT PROGRAM

RULE §§353.1 – 353.8:

Statutory Authority

These new rules are adopted under Texas Water Code (TWC), §5.102, which establishes the commission's general authority necessary to carry out its jurisdiction; §5.103, which establishes the commission's general authority to adopt rules; and §5.105, which establishes the commission's authority to set policy by rule. In addition, TWC, §28.106 establishes the commission's authority to make rules for establishing criteria for prioritizing projects eligible to receive a grant under the Leaking Water Wells Program set out in this chapter; and TWC, §28.030 requires the commission to adopt rules reasonably required for the performance of the powers, duties, and functions of the commission under this chapter. Lastly, TWC, §5.124 establishes the executive director's authority to award grants for any purpose regarding resource conservation or environmental protection in accordance with this section, with the consent of the commission, and it establishes the commission's authority to adopt rules for establishing procedures for awarding a grant, for making any determination related to awarding a grant, and for making grant payments.

The rulemaking adoption implements the language set forth in House Bill 4256 88th Texas Legislature, Regular Session, 2023.

§353.1. Purpose.

This chapter sets forth the requirements for administration of the Leaking Water Wells Grant Program (Program), established by Texas Water Code, Chapter 28, Subchapter E. Under the Program, the commission will provide grants to offset the cost of plugging leaking water

wells to eligible groundwater conservation districts for eligible projects. Any grant issued under this Program is subject to the availability of funds and the requirements in 30 Texas Administrative Code Chapter 14 and any guidance issued under the Uniform Grant and Contract Management Act, Texas Government Code Chapter 783, as it may be from time to time revised.

§353.2 Definitions.

When used in this chapter, the following words and terms shall have the following meanings, unless the context clearly indicates otherwise:

(a) Approved well plugger – ~~is~~ a Railroad Commission of Texas approved cementer as defined in 16 TAC §3.14

(b) District – ~~means~~ a groundwater conservation district or authority created under Section 52, Article III, or Section 59, Article XVI, Texas Constitution, which has the authority to regulate the spacing of water wells, the production of water wells, or both.

(c) Leaking Water Wells Fund (Fund) – ~~means~~ the leaking water wells fund created under TWC, §28.103 that provides funds to certain Districts to plug leaking water wells.

(d) Leaking Water Wells Grant Program (Program) – ~~means~~ the Texas Commission on Environmental Quality (commission or TCEO) program established under TWC, §28.104 that provides funds to certain Districts to plug leaking water wells.

§353.3. Grant Eligibility.

A District in a county that has a population of 16,000 or less and is adjacent to at least seven counties with populations of less than 15,000 is eligible to apply for and receive a grant under the Program.

§353.4. Application for Grant.

A District seeking a grant under the Program must submit an application on a form provided by the commission and the application must contain the information required by the commission.

§353.5. Restriction on Use of the Grant.

(a) A District receiving a grant provided under the Program may use the grant only to pay the cost of eligible projects. A District may not use the grant to pay administrative costs associated with a project.

(b) When contracting or subcontracting for work on a project for which a grant is provided under the Program, a District shall engage in a bid process to select and hire a contractor or subcontractor.

(c) A contract for work on a project for which a grant is provided under the Program:

(1) must be awarded to a contractor or subcontractor selected from a list of approved well pluggers maintained by the Railroad Commission of Texas; and

(2) may be awarded to the contractor or subcontractor whose bid or proposal provides the best value for a District, as determined by the District based on the selection criteria published by the District in the bid solicitation documents.

(d) The amount of a grant provided under the Program that is not spent for the completion of a project must be returned to the commission for deposit to the credit of the Fund. TCEQ may choose to credit the funding to other projects under the grant.

§353.6. Project Eligibility.

(a) For a project to be eligible for a grant, a District must demonstrate that the project includes a leaking water well:

(1) that:

(A) is located within 2,000 feet of a drinking water well, a water well for livestock or irrigation, or a sensitive wildlife area; or

(B) has seasonal or annual flow to the surface, or a hydrological connection to surface water, including a waterway, intermittent stream, or springs system; and

(2) of which:

(A) the plug, casing, completion interval, or general integrity is known by a District to be deficient; or

(B) the completion interval is sufficiently proximate to other known intervals or pressurized zones with high concentrations of salinity, chlorides, sulfides, or other hazardous or toxic components.

(b) A District shall obtain written approval from a surface property owner for access to the property where the leaking water well is located.

§353.7 Prioritization Criteria.

In addition to the eligibility criteria at §353.6, the executive director may establish additional criteria for purposes of prioritizing projects for selection. The following criteria will be used for the prioritization of projects:

(a) Well characteristics, including completion information and wellbore conditions;

(b) Well location relative to sensitive areas;

(c) Environmental considerations;

(d) Wellsite safety and access considerations;

(e) Economic considerations; and

(f) Other priorities determined by the commission.

§353.8. Plugging Criteria.

(a) A District must utilize available Railroad Commission of Texas (RRC) information, data, and regulations to plan, plug, and document that a well has been permanently plugged.

(b) A District must:

(1) Ensure that the leaking water well is permanently plugged. The criteria for ensuring that a well is permanently plugged will be set forth in the grant terms and conditions.

(2) Award the plugging contract to an RRC approved plugger, and

(3) Ensure any well plugged under this chapter is plugged in compliance with that the approved well plugger adheres to the standards and criteria applicable RRC rules in 16 TAC §3.14 and RRC guidance.

(3) meet the requirements of subsections (b) or (c) of this section.

(b) Waiver of Fundamentals of Engineering Examination. Applications for a waiver of the fundamentals of engineering examination will only be accepted from persons who meet the requirements of paragraphs (1) or (2) of this subsection.

(1) Standard Application:

(A) meet the educational requirements of §1001.302(a)(1)(A) of the Act and have eight or more years of creditable engineering experience, as evaluated by the board under §133.43 of this chapter (relating to Experience Evaluation); or

(B) meet the educational requirements of §1001.302(a)(1)(B) of the Act and have twelve or more years of creditable engineering experience, as evaluated by the board under §133.43 of this chapter.

(2) Engineering Educator: meet the requirements of §133.25(a) and (b) of this chapter (relating to Applications from Engineering Educators).

(c) Waiver of Principles and Practice of Engineering Examination. Applications for a waiver of the principles and practice of engineering examination will only be accepted from persons who meet the requirements of this subsection.

(1) Currently Licensed in U.S. State or Territory or Former Standard Texas License Holder: An applicant who is applying for a standard license and is currently licensed and in good standing in any U.S. state or territory, or a former Texas license holder applying under §133.23 of this chapter (relating to Applications from Former Texas License Holders), shall:

(A) meet the educational requirements of §1001.302(a)(1)(A) of the Act and have 12 or more years of creditable engineering experience, three of which must be practicing as a registered or licensed engineer in that U.S. State or Territory, as evaluated by the board under §133.43 of this chapter (relating to Experience Evaluation); or

(B) meet the educational requirements of §1001.302(a)(1)(B) of the Act and have 16 or more years of creditable engineering experience, three of which must be practicing as a registered or licensed engineer in that U.S. State or Territory, as evaluated by the board under §133.43 of this chapter;

(2) Engineering Educator:

(A) meet the requirements of §133.25(a) and §133.25(b)(1) of this chapter (relating to Applications from Engineering Educators) and have:

(i) taught in an EAC/ABET-accredited or -approved program for at least six years and began teaching engineering prior to September 1, 2001;

(ii) at least six years of experience consisting of a combination of EAC/ABET teaching experience or other creditable engineering experience, as evaluated by the board under §133.43 of this chapter and began teaching engineering prior to September 1, 2001; or

(iii) at least four years of creditable engineering experience, as evaluated by the board under §133.43 of this chapter; or

(B) meet the requirements of §133.25(a) and §133.25(b)(2) of this chapter and have:

(i) taught in an EAC/ABET-accredited or -approved program for at least eight years and began teaching engineering prior to September 1, 2001;

(ii) at least eight years of experience consisting of a combination of EAC/ABET teaching experience or other creditable engineering experience, as evaluated by the board under §133.43 of this chapter and began teaching engineering prior to September 1, 2001; or

(iii) at least six years of creditable engineering experience, as evaluated by the board under §133.43 of this chapter.

(d) An applicant is not eligible to request a waiver of the examination on the fundamentals of engineering if the applicant has taken and failed any examination on the fundamentals of engineering in any jurisdiction within the previous two years. An applicant is not eligible to request a waiver of the examination on the fundamentals of engineering if the applicant has taken and failed any examination on the fundamentals of engineering in any jurisdiction three or more times.

(e) An applicant is not eligible to request a waiver of the examination on the principles and practice of engineering if the applicant has taken and failed any examination on the principles and practice of engineering in any jurisdiction within the previous four years.

(f) Applicants requesting a waiver from any examination(s) shall file any additional information needed to substantiate the eligibility for the waiver with the application, as provided in §133.51 of this chapter (relating to Reference Providers), and §133.53 of this chapter (relating to Reference Statements). The board shall review all elements of the application to evaluate waiver request(s) and may grant a waiver(s) to qualified applicants.

Filed with the Office of the Secretary of State on December 18, 2024.

TRD-202406103

Lance Kinney

Executive Director

Texas Board of Professional Engineers and Land Surveyors

Earliest possible date of adoption: February 2, 2025

For further information, please call: (512) 440-3080



TITLE 30. ENVIRONMENTAL QUALITY

PART 1. TEXAS COMMISSION ON ENVIRONMENTAL QUALITY

CHAPTER 353. LEAKING WATER WELLS GRANT PROGRAM

30 TAC §§353.1 - 353.8

The Texas Commission on Environmental Quality (TCEQ, or commission) proposes new 30 Texas Administrative Code (TAC) §§353.1-353.8.

Background and Summary of the Factual Basis for the Proposed Rules

House Bill (HB) 4256, 88th Texas Legislature, Regular Session, 2023, amended the Texas Water Code (TWC), Chapter 28, Subchapter E to require TCEQ to establish and administer a Leaking Water Wells Grant Program (Program). This proposed rulemaking establishes the Program and its associated requirements and criteria by creating new 30 TAC Chapter 353. The proposed

rules implement requirements in HB 4256 (88R) which includes the establishment of criteria for prioritizing projects and criteria for ensuring that wells are permanently plugged. After rule adoption, the Program will provide an opportunity for input on the terms and conditions of the grant, including a project prioritization plan.

TWC, §28.106(c) requires that TCEQ establish, by rule, criteria for prioritizing projects eligible to receive grant funding. The criteria proposed include: well characteristics, including completion and wellbore conditions; well location relative to sensitive areas; environmental considerations; wellsite safety and access considerations; economic considerations; and other priorities determined by the commission.

TWC, §28.107(b) requires TCEQ to establish criteria for ensuring a well is permanently plugged. The commission proposes that the grant recipient use Railroad Commission of Texas (RRC) information, data, and regulations to plan, plug, and document that a well has been permanently plugged.

The Leaking Water Wells Fund created by HB 4256 is a separate fund within the state treasury outside of the general revenue fund and may only be used to implement the Program, including the costs of TCEQ program administration and operation. The fund can be financed by various sources, including money appropriated, credited, or transferred by the legislature, gifts or grants contributed to the fund, and interest earned from deposits and investments of the fund. To date, \$10,000,000 has been deposited to the Leaking Water Wells Fund. None of these funds have been appropriated by the legislature for grant awards. Any grant awarded under this Program will be subject to availability of funds.

Section by Section Discussion

§353.1 Purpose

TWC, Chapter 28, Subchapter E, charges the commission to establish a grant program to offset the cost of plugging leaking water wells for eligible Districts for eligible projects. The commission proposes new 30 TAC §353.1 to describe the purpose of the rules and specify that these grants will be administered by the commission staff in accordance with the most recent Uniform Grant and Contract Management Act (Texas Government Code, Chapter 783) and any specific requirements of the applicable State General Appropriations Act.

§353.2 Definitions

The commission proposes new 30 TAC §353.2 to include definitions for "District," "Leaking Water Wells Fund," and "Leaking Water Wells Grant Program." The three terms are defined in TWC, §28.101 as "District," "Fund" and "Program." The variation in the terms defined and slight variations in the language defining these three terms is for clarity. For the purposes of this chapter, "District" means a groundwater conservation district or authority established under Section 52, Article III, or Section 59, Article XVI of the Texas Constitution and endowed with the power to regulate the spacing and production of water wells. The "Leaking Water Wells Fund" and "Leaking Water Wells Grant Program" refer to the fund created and the program established under TWC, §§28.103 and 28.104.

The commission also proposes to define "approved well plugger" by referencing RRC rules, 16 TAC §3.14. The definition establishes that the term "approved well plugger" in the statute is equivalent to the RRC's term "approved cementer."

§353.3 Grant Eligibility

The commission proposes new 30 TAC §353.3 which incorporates requirements from TWC, §28.102 and specifies that this chapter only applies to groundwater conservation districts within counties that have a population of 16,000 or less and that are adjacent to at least seven counties with populations less than 15,000.

§353.4 Application for Grant

The commission proposes new 30 TAC §353.4 to incorporate requirements from TWC, §28.105(b), which specifies that Districts seeking grants for eligible projects under the program must apply using a specific form provided by the commission and include the information requested on that form by the commission.

§353.5 Restriction on Use of the Grant

The commission proposes new 30 TAC §353.5 to identify restrictions on the use of the grant funds. In accordance with TWC, §28.107, the commission proposes that Districts may only use the funds for the cost of the project, excluding administrative expenses. The grant terms and conditions will specify what constitutes an administrative expense.

Per TWC, §28.106(b)(1-2), the proposed rules would require that a District select a contractor from a list of RRC approved well pluggers after a bid process, and that the District may select a contractor based on whose bid the District determines provides the best value.

Lastly, per TWC, §28.107(c), unspent grant money must be returned to the commission to be re-allocated to the fund.

§353.6 Project Eligibility

The commission proposes new 30 TAC §353.6 to identify projects eligible for the grant funds, consistent with TWC, §28.106. A District must demonstrate that the project includes a leaking water well, and then must demonstrate either: that the leaking water well is located within 2,000 feet of a drinking water well, a water well for livestock or irrigation, or a sensitive wildlife area; or that the leaking water well has seasonal or annual flow to the surface, or a hydrological connection to surface water, including a waterway, intermittent stream, or springs system. In addition, a District must demonstrate either: that the leaking water well is known by a District to have a deficiency in the plug, casing, completion interval, or general integrity; or that the leaking water well's completion interval is sufficiently proximate to other known intervals or pressurized zones with high concentrations of salinity, chlorides, sulfides, or other hazardous or toxic components.

A District is required to obtain any necessary property access from the surface owner where the leaking water well is located.

§353.7 Prioritization Criteria

The commission proposes new 30 TAC §353.7 to provide the criteria that will be used to prioritize projects, consistent with TWC, §28.106(c). In addition to the requirements proposed in the "Project Eligibility" section, the commission proposes additional criteria for the purpose of prioritizing projects. These criteria include the following: well characteristics, such as completion information and wellbore conditions; well location relative to sensitive areas; environmental considerations; wellsite safety and access considerations; economic considerations, and other priorities determined by the commission. Additional details about

prioritization considerations and weighting will be included in the grant agreement.

After rule adoption, the Program will provide an opportunity for input on the terms and conditions of the grant, including a project prioritization plan.

§353.8 Plugging Criteria

The commission proposes new 30 TAC §353.8 to direct a District to utilize appropriate information, data, and regulations available from the RRC and to adhere to certain RRC rules as applicable to ensure wells are properly and permanently plugged. Per TWC, §28.106(b)(1), the contract to permanently plug a leaking water well must be awarded to a contractor selected from a list of RRC-approved well pluggers. The approved well plugger must adhere to applicable RRC rules for plugging wells (16 TAC §3.14). A District must ensure a leaking water well is permanently plugged. The grant will set forth the criteria for ensuring that a well is permanently plugged and documentation will be required.

Fiscal Note: Costs to State and Local Government

Kyle Girtten, Analyst in the Budget and Planning Division, has determined that for the first five-year period the proposed rules are in effect, no fiscal implications are anticipated for the agency or for other units of state government as a result of administration or enforcement of the proposed rule.

This rulemaking may result in fiscal implications for a local governmental entity or entities. The rulemaking implements HB 4256 from the 88th Regular Legislative Session (2023), which limits the applicability of the Program to groundwater conservation districts or authorities in counties with populations of 16,000 or less that are adjacent to at least seven counties with populations of less than 15,000. Any such entities would be eligible to apply for grant funding from the Leaking Water Wells Fund (General Revenue Dedicated Account No. 0308). To date, \$10,000,000 has been deposited to this fund. None of these funds have been appropriated by the legislature for grant awards. Aside from the approximately \$200,000-\$250,000 needed annually by TCEQ to administer the program, the remainder of these funds, interest earned, and any future deposits or investments in the fund are anticipated to be eligible for grant awards. As required by HB 4256, funds awarded to an eligible district may only be used to pay for the cost of a project for which the grant is provided, and recipients may not use the funds for administrative costs. Therefore, districts receiving these funds would incur any such costs.

Public Benefits and Costs

Mr. Girtten determined that for each year of the first five years the proposed rules are in effect, the public benefit will be consistency with state law, specifically HB 4256 from the 88th Regular Legislative Session (2023). Should grants be made available and be awarded, there could also be environmental benefits resulting from leaking water wells being plugged. Plugging leaking water wells can prevent pollutants from contaminating the land, surface waters, and hydrologically connected freshwater aquifers.

Should grant funds be made available and be awarded, the proposed rulemaking is anticipated to result in fiscal benefits for contractors or subcontractors that are hired to plug leaking water wells. HB 4256 requires that such entities must be selected from a list of approved well pluggers maintained by the Railroad Commission of Texas. These businesses would be paid with

grant funds awarded to a district or districts for the completion of the work to permanently plug wells.

Should grant funds be made available and be awarded, the rulemaking would also benefit landowners in cases where the landowner would otherwise be financially responsible for plugging a well. In addition to cost savings from well plugging activities, there may also be financial benefits in terms of the value of the property.

Local Employment Impact Statement

The commission reviewed this proposed rulemaking and determined that a Local Employment Impact Statement is not required because the proposed rulemaking does not adversely affect a local economy in a material way for the first five years that the proposed rule is in effect.

Rural Community Impact Statement

The commission reviewed this proposed rulemaking and determined that the proposed rulemaking does not adversely affect rural communities in a material way for the first five years that the proposed rules are in effect. This rulemaking would apply in counties with a population of 16,000 or less with at least seven neighboring counties with populations of less than 15,000, so the rulemaking applies to rural areas. These counties would benefit from this rulemaking.

Small Business and Micro-Business Assessment

No adverse fiscal implications are anticipated for small or micro-businesses due to the implementation or administration of the proposed rule for the first five-year period the proposed rules are in effect.

Small Business Regulatory Flexibility Analysis

The commission reviewed this proposed rulemaking and determined that a Small Business Regulatory Flexibility Analysis is not required because the proposed rule does not adversely affect a small or micro-business in a material way for the first five years the proposed rules are in effect.

Government Growth Impact Statement

The commission prepared a Government Growth Impact Statement assessment for this proposed rulemaking. The proposed rulemaking creates a new government program as required by HB 4256 from the 88th Regular Legislative Session (2023). The rulemaking will not require an increase or decrease in future legislative appropriations to the agency. The proposed rulemaking does not require the creation of new employee positions, eliminate current employee positions, nor require an increase or decrease in fees paid to the agency. The proposed rulemaking would create a new rule, 30 TAC Chapter 353. The proposed rulemaking does not increase or decrease the number of individuals subject to its applicability. During the first five years, the proposed rule should not impact positively or negatively the state's economy.

Draft Regulatory Impact Analysis Determination

The commission 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 §2001.0225 because it does not meet the definition of a "Major environmental rule" as defined in the Texas Administrative Procedure Act. A "Major environmental rule" is a rule that is specifically intended to protect the environment or reduce risks to human health from environmental exposure, and that may ad-

versely affect in a material way the economy, 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.

This rulemaking does not meet the statutory definition of a "Major environmental rule" because it is not the specific intent of the rule to protect the environment or reduce risks to human health from environmental exposure. The specific intent of the proposed rulemaking is to implement legislative changes enacted by HB 4256, which establishes and funds a grant program to plug leaking water wells in certain Texas counties.

In addition, the rulemaking does not meet the statutory definition of a "Major environmental rule" because the proposed rule will not adversely affect in a material way the economy, 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 cost of complying with the proposed rule is not expected to be significant with respect to the economy.

Furthermore, the proposed rulemaking is not subject to Texas Government Code, §2001.0225 because it does not meet any of the four applicability requirements listed in Texas Government Code, §2001.0225(a). There are no federal standards governing grant programs for plugging leaking water wells. Second, the proposed rulemaking does not exceed an express requirement of state law. Third, the proposed rulemaking 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. Finally, the proposed rulemaking is not an adoption of a rule solely under the general powers of the commission as the proposed rules are required by HB 4256.

The commission invites public comment of the 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 Submittal of Comments section to this preamble.

Takings Impact Assessment

The commission evaluated the proposed rules and performed an assessment of whether the proposed rules constitute a taking under Texas Government Code, Chapter 2007. The specific intent of the proposed rulemaking is to implement legislative changes enacted by HB 4256, which establishes and funds a grant program to plug leaking water wells in certain Texas counties. The proposed rules would substantially advance this purpose by incorporating the new statutory requirements.

Promulgation and enforcement of these proposed rules would be neither a statutory nor a constitutional taking of private real property. The proposed rules do not affect a landowner's rights in private real property because this rulemaking does not relate to or have any impact on an owner's rights to property. The proposed rules would primarily affect Districts planning to utilize the grant program to plug leaking water wells; this would not be an effect on real property. Therefore, the adopted rulemaking would not constitute a taking under Texas Government Code, Chapter 2007.

Consistency with the Coastal Management Program

The commission reviewed the proposed rules and found that they are neither identified in Coastal Coordination Act Implementation Rules, 31 TAC §29.11(b)(2) or (4), nor would they affect any action/authorization identified in Coastal Coordination Act Implementation Rules, 31 TAC §29.11(a)(6). Therefore, the pro-

posed rules are not subject to the Texas Coastal Management Program.

Written comments on the consistency of this rulemaking may be submitted to the contact person at the address listed under the Submittal of Comments section of this preamble.

Announcement of Hearing

The commission will hold a hybrid virtual and in-person public hearing on this proposal in Austin on January 29, 2025, at 10:00 a.m. in building A, room 173 at the commission's central office located at 12100 Park 35 Circle in Austin, Texas. The hearing is structured for the receipt of oral or written comments by interested persons. Individuals may present oral statements when called upon in order of registration. Open discussion will not be permitted during the hearing; however, commission staff members will be available to discuss the proposal 30 minutes prior to the hearing at 9:30 a.m.

Individuals who plan to attend the hearing virtually and want to provide oral comments and/or want their attendance on record must register by January 27, 2025. To register for the hearing, please email Rules@tceq.texas.gov and provide the following information: your name, your affiliation, your email address, your phone number, and whether or not you plan to provide oral comments during the hearing. Instructions for participating in the hearing will be sent on January 28, 2025, to those who register for the hearing.

Any members of the public who do not wish to provide oral comments but would like to view the hearing may do so at no cost at:

<https://events.teams.microsoft.com/event/f1d357e0-a45e-4e8e-9d10-6fd55ec46a98@871a83a4-a1ce-4b7a-8156-3bcd93a08fba>

Persons who have special communication or other accommodation needs who are planning to attend the hearing should contact Sandy Wong, Office of Legal Services at (512) 239-1802 or 1-800-RELAY-TX (TDD). Requests should be made as far in advance as possible.

Submittal of Comments

Written comments may be submitted to Gwen Ricco, MC 205, Office of Legal Services, Texas Commission on Environmental Quality, P.O. Box 13087, Austin, Texas 78711-3087, or faxed to fax4808@tceq.texas.gov. Electronic comments may be submitted at: <https://tceq.commentinput.com/comment/search>. File size restrictions may apply to comments being submitted via the TCEQ Public Comments system. All comments should reference Rule Project Number 2025-008-353-OW. The comment period closes on February 4, 2025. Please choose one of the methods provided to submit your written comments.

Copies of the proposed rulemaking can be obtained from the commission's website at https://www.tceq.texas.gov/rules/propose_adopt.html. For further information, please contact Cindy Hooper, P.G., Groundwater Planning and Assessment Team, at (512) 239-4271.

Statutory Authority

These new rules are proposed under Texas Water Code (TWC), §5.102, which establishes the commission's general authority necessary to carry out its jurisdiction; §5.103, which establishes the commission's general authority to adopt rules; and §5.105, which establishes the commission's authority to set policy by rule. In addition, TWC, §28.106 establishes the commission's

authority to make rules for establishing criteria for prioritizing projects eligible to receive a grant under the Leaking Water Wells Program set out in this chapter; and TWC, §28.030 requires the commission to adopt rules reasonably required for the performance of the powers, duties, and functions of the commission under this chapter. Lastly, TWC, §5.124 establishes the executive director's authority to award grants for any purpose regarding resource conservation or environmental protection in accordance with this section, with the consent of the commission, and it establishes the commission's authority to adopt rules for establishing procedures for awarding a grant, for making any determination related to awarding a grant, and for making grant payments.

The proposed rules implement the language set forth in House Bill 4256 88th Texas Legislature, Regular Session, 2023.

§353.1. Purpose.

This chapter sets forth the requirements for administration of the Leaking Water Wells Grant Program (Program), established by Texas Water Code, Chapter 28, Subchapter E. Under the Program, the commission will provide grants to offset the cost of plugging leaking water wells to eligible groundwater conservation districts for eligible projects. Any grant issued under this Program is subject to the availability of funds and the requirements in 30 Texas Administrative Code Chapter 14 and any guidance issued under the Uniform Grant and Contract Management Act, Texas Government Code Chapter 783, as it may be from time to time revised.

§353.2 Definitions.

When used in this chapter, the following words and terms shall have the following meanings, unless the context clearly indicates otherwise:

(1) Approved well plugger--is a Railroad Commission of Texas approved cementer as defined in 16 TAC §3.14.

(2) District--means a groundwater conservation district or authority created under Section 52, Article III, or Section 59, Article XVI, Texas Constitution, which has the authority to regulate the spacing of water wells, the production of water wells, or both.

(3) Leaking Water Wells Fund (Fund)--means the leaking water wells fund created under TWC, §28.103 that provides funds to certain Districts to plug leaking water wells.

(4) Leaking Water Wells Grant Program (Program)--means the Texas Commission on Environmental Quality (commission or TCEQ) program established under TWC, §28.104 that provides funds to certain Districts to plug leaking water wells.

§353.3. Grant Eligibility.

A District in a county that has a population of 16,000 or less and is adjacent to at least seven counties with populations of less than 15,000 is eligible to apply for and receive a grant under the Program.

§353.4. Application for Grant.

A District seeking a grant under the Program must submit an application on a form provided by the commission and the application must contain the information required by the commission.

§353.5. Restriction on Use of the Grant.

(a) A District receiving a grant provided under the Program may use the grant only to pay the cost of eligible projects. A District may not use the grant to pay administrative costs associated with a project.

(b) When contracting or subcontracting for work on a project for which a grant is provided under the Program, a District shall engage in a bid process to select and hire a contractor or subcontractor.

(c) A contract for work on a project for which a grant is provided under the Program:

(1) must be awarded to a contractor or subcontractor selected from a list of approved well pluggers maintained by the Railroad Commission of Texas; and

(2) may be awarded to the contractor or subcontractor whose bid or proposal provides the best value for a District, as determined by the District based on the selection criteria published by the District in the bid solicitation documents.

(d) The amount of a grant provided under the Program that is not spent for the completion of a project must be returned to the commission for deposit to the credit of the Fund. TCEQ may choose to credit the funding to other projects under the grant.

§353.6. Project Eligibility.

(a) For a project to be eligible for a grant, a District must demonstrate that the project includes a leaking water well:

(1) that:

(A) is located within 2,000 feet of a drinking water well, a water well for livestock or irrigation, or a sensitive wildlife area; or

(B) has seasonal or annual flow to the surface, or a hydrological connection to surface water, including a waterway, intermittent stream, or springs system; and

(2) of which:

(A) the plug, casing, completion interval, or general integrity is known by a District to be deficient; or

(B) the completion interval is sufficiently proximate to other known intervals or pressurized zones with high concentrations of salinity, chlorides, sulfides, or other hazardous or toxic components.

(b) A District shall obtain written approval from a surface property owner for access to the property where the leaking water well is located.

§353.7. Prioritization Criteria.

In addition to the eligibility criteria at §353.6, the executive director may establish additional criteria for purposes of prioritizing projects for selection. The following criteria will be used for the prioritization of projects:

(1) Well characteristics, including completion information and wellbore conditions;

(2) Well location relative to sensitive areas;

(3) Environmental considerations;

(4) Wellsite safety and access considerations;

(5) Economic considerations; and

(6) Other priorities determined by the commission.

§353.8. Plugging Criteria.

(a) A District must utilize available Railroad Commission of Texas (RRC) information, data, and regulations to plan, plug, and document that a well has been permanently plugged.

(b) A District must:

(1) Ensure that the leaking water well is permanently plugged. The criteria for ensuring that a well is permanently plugged will be set forth in the grant terms and conditions.

(2) Award the plugging contract to an RRC approved plugger; and

(3) Ensure that the approved well plugger adheres to the applicable RRC rules in 16 TAC §3.14 and RRC guidance.

The agency certifies that legal counsel has reviewed the proposal and found it to be within the state agency's legal authority to adopt.

Filed with the Office of the Secretary of State on December 20, 2024.

TRD-202406171

Charmaine Backens

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Texas Commission on Environmental Quality

Earliest possible date of adoption: February 2, 2025

For further information, please call: (512) 239-2678



Texas Commission on Environmental Quality



ORDER ADOPTING NEW RULES

Docket No. 2024-1676-RUL

Rule Project No. 2025-008-353-OW

On June 18, 2025, the Texas Commission on Environmental Quality (Commission) adopted new rules in 30 Texas Administrative Code Chapter 353, concerning the Leaking Water Wells Grant Program. The proposed rules were published for comment in the January 3, 2025 issue of the *Texas Register* (50 TexReg 23).

IT IS THEREFORE ORDERED BY THE COMMISSION that the new rules are hereby adopted. The Commission further authorizes staff to make any non-substantive revisions to the rules necessary to comply with *Texas Register* requirements. The adopted rules and the preamble to the adopted rules are incorporated by reference in this Order as if set forth at length verbatim in this Order.

This Order constitutes the Order of the Commission required by the Administrative Procedure Act, Tex. Gov't Code Ann., Chapter 2001 (West 2016).

If any portion of this Order is for any reason held to be invalid by a court of competent jurisdiction, the invalidity of any portion shall not affect the validity of the remaining portions.

TEXAS COMMISSION ON
ENVIRONMENTAL QUALITY

Brooke T. Paup, Chairwoman

Date Signed