January 2021 SFR-047/20

T E X A S GROUNDWATER PROTECTION C O M M I T T E E

Report to the 87th Legislature



MEMBER AGENCIES

Texas Commission on Environmental Quality
Texas Water Development Board
Railroad Commission of Texas
Texas Department of State Health Services
Texas Department of Agriculture
Texas State Soil and Water Conservation Board
Texas Alliance of Groundwater Districts
Texas A&M AgriLife Research
Bureau of Economic Geology of
The University of Texas at Austin
Texas Department of Licensing and Regulation

Prepared by the Texas Groundwater Protection Committee

Activities and Recommendations of the Texas Groundwater Protection Committee

Report to the 87th Legislature

Prepared by Texas Groundwater Protection Committee

SFR-047/2020

www.tceq.texas.gov/assets/public/comm_exec/pubs/sfr/047-20.pdf
January 2021



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Contents

Abbreviations	v
Executive Summary	1
Introduction	3
Abbreviations Executive Summary	
<u>-</u>	
Review of Statute	7
Section 26.403, Creation and Membership of TGPC	7
Section 26.405, Powers and Duties of TGPC	8
Section 26.406, Groundwater Contamination Information and Reports; Rules	9
Abandoned Water Well Plugging and Education	10
Support of Agency Programs	11
Activities 2019 and 2020	12
Groundwater Protection Coordination	12
Texas Groundwater Protection Strategy	13
Groundwater Monitoring Strategy	15
Public Outreach and Education	15
Ioint Groundwater Monitoring and Contamination Reports	17
Groundwater Monitoring	17
Notification of Groundwater Contamination	21
Prevention of Pollution from Agricultural Chemicals	22
Appendices	24
Appendix 1. Texas Groundwater Protection Committee Membership	25
Appendix 2. Selected Publications of the TGPC	27
Water Wells Fact Sheets	
Pacticidae Roet Managament Practicae Trifold Rrochura	28

Tables

Table 1. Groundwater Classification System of the Texas Groundwater Protection	
Committee	14
Table 2. Groundwater Contamination Cases by Jurisdictional Agency, 2018-2019	19

Abbreviations

ACTF Agricultural Chemicals Task Force
AgriLife Extension Texas A&M AgriLife Extension Service

AgriLife Research
ASR
Texas A&M AgriLife Research
Aquifer Storage and Recovery

BEG Bureau of Economic Geology The University of Texas at Austin

DSHS Texas Department of State Health Services

ET Evapotranspiration

FAQs Frequently Asked Questions

GCD Groundwater Conservation District
GWI Groundwater Issues Subcommittee

Joint Report Joint Groundwater Monitoring and Contamination Report

OSSF On-site Sewage Facility

LPST Leaking Petroleum Storage Tank
PMP Pesticide Management Plan

POE Public Outreach and Education Subcommittee

POINTS Pesticides of Interest Tracking System

QA Quality Assurance

RRC Railroad Commission of Texas

SMP State Management Plan

Texas Groundwater Protection Strategy
TAGD Texas Alliance of Groundwater Districts

TCEQ Texas Commission on Environmental Quality

TDA Texas Department of Agriculture

TDLR Texas Department of Licensing and Regulation

TDS Total Dissolved Solids
TWC Texas Water Code

TGPC or committee Texas Groundwater Protection Committee

TNRCC Texas Natural Resources Conservation Commission

TSSWCB Texas State Soil and Water Conservation Board

TWDB Texas Water Development Board

TWON Texas Well Owner Network

USGS United States Geological Survey

UWCD Underground Water Conservation District
WCAC Water Conservation Advisory Council
WSEP Water Supply Enhancement Program

Executive Summary

This report describes the Texas Groundwater Protection Committee (TGPC) activities during 2019 and 2020, discusses selected groundwater protection issues, and provides recommendations to improve groundwater protection for the 87th Texas Legislature's consideration. The Texas Commission on Environmental Quality (TCEQ) prepared the report for the TGPC. The report fulfills the requirements of Texas Water Code (TWC), Section 26.405.

The TGPC has reviewed its statutory guidance and recommends that the legislature reconsider the TGPC's membership and review its present powers and duties. The recommendations include all of the following:

- Adding the Texas Parks and Wildlife Department as a TGPC member.
- Amending language to move the annual TGPC *Joint Groundwater Monitoring* and Contamination Report (*Joint Report*) due date from April to June.
- Amending language concerning pesticide management plans.
- Amending language concerning notice of groundwater contamination.
- Establishing an abandoned water well plugging fund.
- Supporting agency programs or initiatives concerning groundwater.

The state agency members of TGPC recommend favorable consideration of their appropriation requests that would provide funds necessary to carry out the existing groundwater protection programs.

During the previous biennium, the TGPC updated the *Texas Groundwater Protection Strategy* (TCEQ publication AS-188, November 2018) which includes a summary of the dynamic and interactive processes by which information is exchanged and recommendations are made within and between the TGPC, its subcommittees, and the public to further protect groundwater resources in the state. The comprehensive strategy for protecting groundwater in Texas includes both the TGPC member's internal programs and the TGPC's internal processes outlined in the new edition of the *Texas Groundwater Protection Strategy* (*Strategy*).

As indicated in the updated *Strategy*, the Groundwater Issues (GWI) Subcommittee continued developing white papers on the groundwater issues listed in their biannual activity plan.

The Public Outreach and Education (POE) Subcommittee has developed a total of 42 frequently asked questions (FAQs). FAQs are the most cost-effective means of outreach and are posted on the TGPC website www.tgpc.texas.gov along with nine links to member agency FAQs. The POE Subcommittee continues to support statewide water well screening events and provides the public with groundwater information through exhibit booths at over a dozen conferences statewide.

The TGPC produced and published two annual joint reports during the previous two calendar years (TGPC, 2018 & 2019) as required by TWC, Section 26.406. Monitoring groundwater quality for regulatory requirements occurred in about 47,000 monitor wells statewide in 2019. The *Joint Report* documents a two-year decrease in cases: 3,307 groundwater contamination cases in 2018 and 3,085 cases in 2019. The most common contaminants originated from leaking petroleum storage tanks (LPSTs). For 2019, about 82 percent of the cases were under TCEQ jurisdiction and 18 percent were under Railroad Commission of Texas (RRC) jurisdiction. During fiscal years 2018 and 2019, TCEQ mailed 602 notices for 52 cases of groundwater contamination that might affect private drinking water wells. The TGPC adopted the notice format in 2003.

The Agricultural Chemicals Task Force, as part of the GWI Subcommittee, continued its support of statewide protection of groundwater from pesticide contamination. The GWI Subcommittee reviewed and approved the annual groundwater pesticide monitoring plans which include cooperative monitoring between TCEQ and the Texas Water Development Board. Exhibit booths at several conferences provided pesticide-related groundwater information to the public.

Introduction

This report was prepared for the 87th Texas Legislature by the Texas Groundwater Protection Committee (TGPC), as required by Texas Water Code (TWC), Section 26.405. The purpose of this report is to describe TGPC activities conducted in 2019 and 2020 and provide recommendations to improve groundwater protection for consideration by the 87th Legislature. This is the 16th TGPC biennial report provided to the Texas Legislature. A summary of the Texas Groundwater Protection Policy, creation, membership, and duties of the TGPC follows.

Texas Groundwater Protection Policy

The 71st Legislature established the policy of non-degradation of the state's groundwater resources as the goal for all state programs. The state's groundwater protection policy recognizes:

- The variability of the state's aquifers in their potential for beneficial use and susceptibility to contamination.
- The value of protecting and maintaining present and potentially usable groundwater supplies.
- The need for keeping present and potential groundwater supplies reasonably free of contaminants for the protection of the environment and public health and welfare.
- The importance of existing and potential uses of groundwater supplies to the economic health of the state.

The state's groundwater protection policy provides that discharges of pollutants, disposal of wastes, and other regulated activities be conducted in a manner which will maintain current uses and not impair potential future uses of groundwater or pose a public health hazard. The use of best professional judgment by the responsible state agencies in attaining the goal and policy is also recognized.

TGPC Creation and Membership

The Texas Legislature created the TGPC and established its membership in 1989 and amended the membership in 1993 and 1999. The TGPC includes members from ten state agencies or organizations. State law designates the Texas Commission on Environmental Quality (TCEQ) as the lead agency, with the Executive Director designated as the TGPC's chair.

The Executive Administrator of the Texas Water Development Board (TWDB) is designated as the TGPC's vice chair. The other members of the TGPC are:

- Executive Director of the Railroad Commission of Texas (RRC)
- Commissioner of Health of the Texas Department of State Health Services (DSHS)
- Deputy Commissioner of the Texas Department of Agriculture (TDA)
- Executive Director of the Texas State Soil and Water Conservation Board (TSSWCB)
- Representative selected by the Texas Alliance of Groundwater Districts (TAGD)
- Director of Texas A&M AgriLife Research (AgriLife Research)
- Director of the Bureau of Economic Geology (BEG) of The University of Texas at Austin
- Representative of the Water Well Drillers and Pump Installers Program at the Texas Department of Licensing and Regulation (TDLR)

Members serve on the TGPC in addition to their normal agency duties and each agency must provide additional staff as necessary for the TGPC to carry out its responsibilities. All members may designate a representative to the TGPC, but they remain responsible for the representative's acts and decisions. Appendix 1 lists the current TGPC members and their designated representatives. Detailed groundwater protection program descriptions for all of the member agencies and organizations are developed on an annual basis by the TGPC and included in the annual *Joint Groundwater Monitoring and Contamination Report (Joint Report*) and is available online at www.tceq.texas.gov/publications/sfr/056.

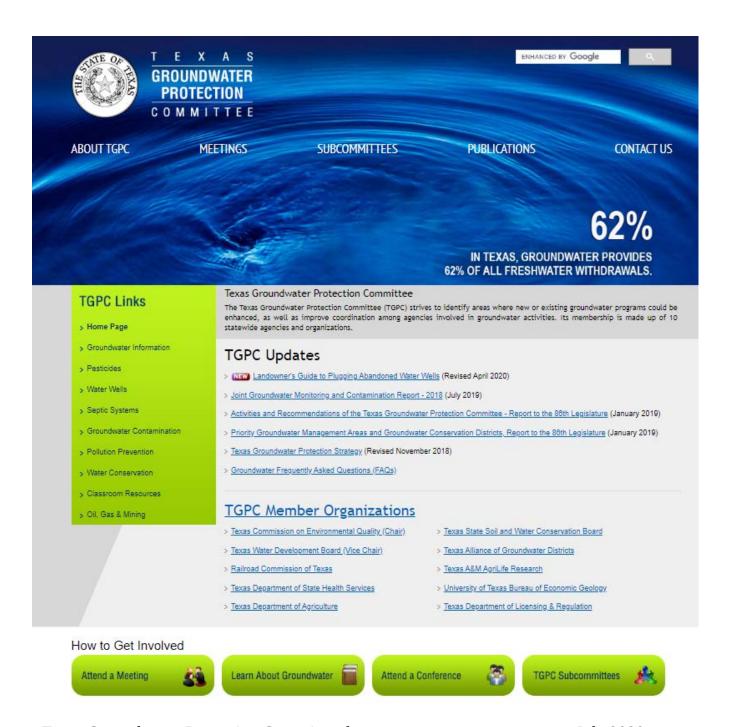
TGPC Statutory Charges

The TGPC implements the state's groundwater protection policy by identifying opportunities to improve existing groundwater quality programs and promoting interagency coordination. In addition to its biennial report to the Texas Legislature, the TGPC's major responsibilities are:

- Coordinate groundwater protection activities of the member agencies and organizations.
- Develop and update a comprehensive state groundwater protection strategy to coordinate groundwater protection activities, prevent contamination, and conserve groundwater resources.
- Publish an annual groundwater monitoring and contamination report that describes the current monitoring programs of each member agency and the status of groundwater contamination cases documented or under enforcement during the calendar year.

- Prescribe by rule the reporting form and report contents for TCEQ to provide a notice of groundwater contamination to the owners of private drinking water wells.
- Advise TCEQ on the development of plans for the protection and enhancement of groundwater quality pursuant to federal statute, regulation, or policy, including management plans for the prevention of water pollution by agricultural chemicals and agents.

Most of the powers and duties of the TGPC outlined in the Texas Water Code have not changed since enacted in 1989. TGPC duties related to the annual groundwater monitoring and contamination report were amended in 1995, and TGPC responsibilities related to notices of groundwater contamination were added in 2003.



Texas Groundwater Protection Committee home page, www.tgpc.texas.gov July 2020.

Recommendations to the 87th Texas Legislature

High-quality groundwater resources are of vital importance to the state's economy and the public health and welfare. As required by TWC, Section 26.405, the TGPC submits the following groundwater protection recommendations for legislative consideration. Although the TGPC's recommendations represent the majority opinion of the membership, they do not necessarily reflect the views and policies of each participating organization.

Review of Statute

In preparation of this report, the TGPC reviewed TWC, Chapter 26, Subchapter J, Sections 26.401 through 26.408. Based on this review of the statute, the TGPC offers the following observations and recommendations.

Section 26.401, Legislative Findings

The state's groundwater protection goal and policy has stood without change since enacted in 1989. The TGPC affirms these findings are still valid and notes an emphasis on groundwater quality protection. The legislative findings are silent on groundwater quantity and groundwater conservation issues; however, a requirement to include guidelines for groundwater conservation in the state's groundwater protection strategy appears in Section 26.405. This requirement is discussed in the following review of that section. The TGPC believes a statement from the legislature clarifying the committee's intended role in groundwater conservation and quantity management, if any, would be appropriate.

Section 26.403, Creation and Membership of TGPC

The Texas Legislature created the TGPC in response to environmental protection regulations that became federal law in the 1970s and 1980s. The legislature spread state responsibilities to implement the federal programs among many state agencies. In 1989, the legislature tasked the TGPC with coordinating the state's groundwater protection activities. At its inception, the TGPC was composed of the chief executives of the Texas Water Commission (TCEQ predecessor), TWDB, RRC, TSSWCB, Texas Department of Health (now DSHS), Deputy Commissioner of the TDA, and a representative of the Texas Groundwater Conservation Districts Association (now TAGD). The state agencies are subject to the legislative sunset review process and have undergone multiple reviews since 1989.

In 1993, the Texas Legislature consolidated most of the state's environmental protection activities and programs into the Texas Natural Resource Conservation Commission (TCEQ immediate predecessor). During the same year, the legislature added research organization members from the BEG and AgriLife Research. The legislature added the TDLR, which includes the Water Well Drillers and Pump Installers Program, in 1999.

The TGPC has determined that once again, additions to committee membership are needed. Legislative findings in Section 26.401(b) include: "the legislature determines that, consistent with ... the propagation and protection of terrestrial and aquatic life, ... it is the goal of groundwater policy in this state that the existing quality of groundwater not be degraded."

Because of the Texas Parks and Wildlife Department's responsibilities and expertise for the propagation and protection of terrestrial and aquatic life, the TGPC recommends that the legislature expand committee membership to include this agency.

Section 26.405, Powers and Duties of TGPC

Most of the powers and duties of the TGPC outlined in the Texas Water Code have not changed since enacted in 1989. In Section 26.405 (2), there is no timetable for the development and maintenance of the required groundwater protection strategy.

In 2018, the TGPC updated the *Texas Groundwater Protection Strategy (Strategy)*. This new updated *Strategy* is a dynamic document modeled around the topics being discussed in the TGPC Groundwater Issues Subcommittee. This procedural document outlines how groundwater issues are identified and evaluated, as well as the processes by which information is exchanged and recommendations are made to protect the groundwater resources in the state.

This same subsection of the statute includes a provision for the groundwater protection strategy to contain guidelines "for the conservation of groundwater." This provision is outside of the findings in Section 26.401, and outside of the realm of groundwater quality protection.

Recognizing the importance of conservation in meeting our future demand, the 80th Regular Session of the Texas Legislature (2007) via the passage of Senate Bill 3 and House Bill 4, created the Water Conservation Advisory Council (WCAC). The legislature created the WCAC to provide the Governor, Lieutenant Governor, Speaker of the House of Representatives, legislature, TWDB, TCEQ, political subdivisions, and the public with the resource of a select council with expertise in water conservation. The WCAC includes most of the TGPC member agencies.

As the WCAC's focus extends well beyond groundwater conservation, the TGPC will coordinate with the WCAC on matters related specifically to groundwater conservation. The TGPC coordinates with the WCAC on matters related to groundwater conservation and endorses the following WCAC legislative recommendations.

 Continue support of the Texas Alliance for Water Conservation promoting water conservation through best management practices and new technologies through general revenue appropriations deposited to the Agricultural Water Conservation Fund and distributed through the TWDB's Agricultural Water Conservation Grants Program. • Support the Texas Project for Ag Water Efficiency (AWE) for the education, research, and development of agricultural water conservation initiatives through the TWDB's Agricultural Water Conservation Grants Program.

Section 26.406, Groundwater Contamination Information and Reports; Rules

When this statute was crafted, the legislature required the TGPC "publish, not later than April 1 of each year, a joint groundwater monitoring and contamination report covering the activities and findings of the committee made during the previous calendar year." Because of the inter-agency coordination needed to compile the information for this report, and the amount of data manipulation and editing necessary to publish the report, the April 1 deadline has been consistently difficult to achieve. The TGPC has contemplated establishing an electronic database, administered by TCEQ and shared by member agencies, to track groundwater contamination case information: this initiative will continue to be pursued.

The TGPC respectfully requests the *Joint Report* deadline be moved from April 1 to June 1 of each year.

Section 26.407, Protection and Enhancement Plans

This statute was intended to address the plans for dealing with impacts to groundwater from pesticides (State Management Plan [SMP] or Pesticide Management Plan for Prevention of Pesticide Contamination of Groundwater). The TGPC developed the SMP but the final federal rules for the plan never fully materialized. Although the TGPC and the TCEQ maintain the plans that were developed and continue a monitoring program for pesticides in groundwater, there is no federal or state "driver" behind this mandate.

The TGPC recommends amending the statute as follows:

"Sec. 26.407. PROTECTION AND ENHANCEMENT PLANS. (a) The commission, with the advice of the committee, [shall] may develop plans, except for those plans required by Section 201.026, Agriculture Code, for the protection and enhancement of water quality pursuant to federal statute, regulation, or policy, including management plans for the prevention of water pollution by agricultural chemicals and agents."

Section 26.408, Notice of Groundwater Contamination

This statute requires TCEQ to make every effort to provide notice, via first class mail, to each owner of a private drinking water well that may be affected by contamination, once TCEQ receives notice from another agency or independently documents a case of groundwater contamination. The notice must be provided within 30 days of TCEQ's determination, or receipt of information from another agency. Additionally, notice must also be provided to any applicable Groundwater Conservation District (GCD).

The TGPC recognizes the importance of this statute in protecting Texas citizens; however, more flexibility on the notification process would be helpful to expedite the

process and better fulfill the spirit of the law. There is no comprehensive list of private water well owners in the state, and TCEQ staff must go to significant lengths to find mailing addresses for them. In the case of rental properties with private wells, some of which are owned by large out-of-state corporations, notifying the owner may not mean notifying the persons using the water. Other direct means such as a door hangtag or personal delivery methods are effective ways of notifying private water well owners.

The TGPC recommends that the statute be amended as follows:

"Sec. 26.408. NOTICE OF GROUNDWATER CONTAMINATION. (b) Not later than the 30th day after the date the commission receives notice under Subsection (a) or obtains independent knowledge of groundwater contamination, the commission shall make every effort to give notice of the contamination by first class mail or other direct means to each owner of a private drinking water well that may be affected by the contamination and to each applicable groundwater conservation district."

Abandoned Water Well Plugging and Education

For over 25 years, the TGPC has recognized abandoned domestic, municipal, industrial, irrigation, and livestock water wells as the most significant threats to Texas groundwater quality. Abandoned wells function as surface contaminant conduits to groundwater. Large diameter abandoned wells are also hazardous to humans and animals.

The TGPC recommends that the legislature provide positive incentives for landowner-initiated closure of abandoned and/or deteriorated water wells through the establishment of an abandoned water well plugging fund.

Fund disbursement could be contingent upon prioritization of potential groundwater quality impacts, hazards, and the landowner's assets. The plugging fund program should be administered by the TDLR, the agency currently responsible for the oversight of water well drillers, well drilling, and well plugging. The TDLR should work cooperatively with local GCDs to disburse monies for the plugging of abandoned and/or deteriorated water wells within the GCD's jurisdiction. Furthermore, the funds could be disbursed on a regional geographic model based on the areas of selection for member appointment to the Water Well Driller Advisory Council. Because of the number of abandoned wells and the ability to "scale" the program, a cost estimate cannot be provided and has not been submitted by any member agency in a Legislative Appropriation Request.

To support the abandoned well plugging program, the TGPC recommends that the Texas Well Owner Network (TWON) outreach program be carried out by Texas A&M AgriLife Extension Service (AgriLife Extension) in coordination with the Texas Water Resources Institute continue to provide educational publications and other resources that can be used by the public, county extension agents, and other local and regional agencies to facilitate the proper plugging and management of abandoned wells.

Support of Agency Programs

State agency members of the TGPC have submitted their appropriation requests to the legislature that would provide the funds necessary to carry out existing groundwater protection programs. State funding may allow an agency to leverage the monies with additional federal funding from the U.S. Geological Survey (USGS), U.S. Environmental Protection Agency, or other federal agencies to implement these activities.

The TGPC recommends continued support, through legislative appropriations, for the many programs which enable the TGPC member agencies to protect groundwater quality. This support provides for groundwater protection activities through technology transfer, educational programming, research, quantification monitoring, and regulatory protection. The TGPC has reduced the number of recommendations in this report, compared to previous reports, as some were addressed by the 86th Legislature and some were suspended in view of the current economic conditions. In no explicit order, the TGPC suggests that further groundwater protection could be enhanced by additional support to:

- Provide funding for private water well testing for well owners in counties with natural disaster designations due to flooding.
- Provide educational tools, programs, and assistance to Texans through the TWON program.
- Provide funding for the TexasET (Evapotranspiration) Network in support of a Statewide ET network and the Statewide Meteorological Monitoring Network (TexMesoNet), and to allow the two networks to collaborate and share data.
- Provide funding for the development of a state-wide system to collect and record the location and detailed permit and design information for all Onsite Sewage Facilities (OSSFs) at the time of installation or servicing because of the potential of failing systems to negatively affect groundwater quality.

Activities 2019 and 2020

The TGPC carries out numerous administrative duties required by state law, such as developing this biennial report to the Texas Legislature, holding required quarterly meetings, and ensuring that documents are maintained in a manner that makes them easily accessible to the public. In addition, the TGPC and its subcommittees are subject to the state's open meeting laws.

Periodically, state laws are enacted that require the TGPC to undertake rulemaking. Much of the TGPC's work is performed in quarterly meetings and through the efforts of its subcommittees.



Texas Groundwater Protection Committee Quarterly Meeting in Austin, Texas, October 2019.

Groundwater Protection Coordination

The TGPC met quarterly during the biennium, as required by TWC, Section 26.404, with one exception – the FY2020 third quarter meeting was canceled due to the COVID-19 pandemic. The FY2020 fourth quarter meeting was conducted via videoconference using the Microsoft Teams platform. Regularly scheduled items on the TGPC agenda include subcommittee reports, groundwater-related presentations, roundtable discussions, business items, information exchanges, announcements, and public comment. In addition, agencies share and discuss current and ongoing rule development relating to the protection of groundwater. Meeting presentation topics during 2019 and 2020 included:

- An overview of the spatial and temporal variability in produced water in Texas and the implications for management.
- A history of the Texas Groundwater Protection Committee's 30 years of service to the citizens of Texas.

• The status of TWDB's brackish groundwater mapping project in aquifers of the upper coastal plains in central Texas.

With a membership that includes ten statewide agencies and organizations, the TGPC bridges the gap between groundwater programs across the state and works to protect groundwater as a vital resource. Over its 31-year history, the TGPC has produced and delivered 16 reports to the legislature with recommendations; produced and delivered 31 *Joint Reports*, tracked 21,588 cases of groundwater contamination; produced numerous brochures, factsheets, and white papers on groundwater-related subjects; participated in the preparation of three Pesticide Management Plans; and, produced three groundwater protection strategies for the state.

The TGPC oversees the GWI, POE, and Legislative Report Subcommittees. Selected Task Forces meet as directed by the TGPC or its subcommittees to address specific issues. The TGPC considers subcommittee findings, recommendations, and materials at its quarterly meetings. During 2019 and 2020, the GWI and POE Subcommittees were the most active.

The TGPC rules define the environmental conditions that constitute groundwater contamination for inclusion of cases in public files of state agencies having groundwater protection responsibilities. The rules describe the contents of the TGPC's *Joint Report* and specify the form and content of notices of groundwater contamination. The TGPC is required to develop and implement a rules review plan for the periodic review and re-adoption of its rules in accordance with Government Code, Section 2001.039. The TGPC adopted its most recent rules review in April 2018. The next quadrennial rules review will be in 2022.

State law requires TCEQ to be the TGPC's administrative agent, and like other state agencies, the TGPC is subject to the state's open meeting laws. The TCEQ maintains a mailing list of the TGPC members (designated and alternate members), subcommittee members, and agency staff for correspondence. The TCEQ also notifies TGPC members, agency staff, and interested parties of upcoming meetings by e-mail. TCEQ provides meeting information through the *Texas Register* for public notification, maintains digital recordings of the TGPC meetings, prepares meeting records, and keeps meeting and correspondence files for the TGPC and its subcommittees. In addition, the TGPC publishes documents that are available through TCEQ's Agency Communications Division. See <u>Appendix 2</u> for a list of selected TGPC publications. Unlike other state agencies, the TGPC is not subject to sunset review since it does not receive direct state appropriations.

Texas Groundwater Protection Strategy

The Texas Legislature charged the TGPC with developing a comprehensive strategy for the state that includes guidelines for the prevention of groundwater contamination, conservation of groundwater, and provides for the coordination of the groundwater protection activities of all the entities represented on the TGPC. Simply put, the focus of the strategy is documenting what needs to be done to protect groundwater in the State of Texas.

The most recent edition of the *Strategy*, TCEQ publication AS-188 (TCEQ, 2018), was developed during the last biennium.

As required by statute, the TGPC publishes the *Joint Report*, TCEQ publication SFR-056) every year. The *Joint Report* explains the status of groundwater protection and monitoring activities that are conducted or required by each member of the TGPC to assure regulatory compliance with groundwater protection, assess ambient groundwater quality, and conduct research activities.

The plan for preserving and conserving groundwater in the state starts with the existing regulatory and non-regulatory groundwater protection, remediation, and conservation programs listed in the *Joint Report*. In addition, the most recent edition of the *Strategy* introduced a summary of how information is exchanged, and recommendations are made within and between the TGPC, its subcommittees, and the public to further protect groundwater resources in the state. The comprehensive strategy for protecting groundwater in Texas includes both the TGPC members' internal programs and the TGPC's internal processes outlined in the updated *Strategy*.

Groundwater Classification System

The TGPC and its member agencies recognize that groundwater classification is an important tool in the implementation of the state's groundwater protection policy. Through classification, the groundwater in the state can be categorized and protection or restoration measures can then be specified by member agencies according to the quality and present or potential use of the groundwater.

The TGPC has developed a Groundwater Classification System (Table 1) for use by state agencies. Four groundwater classes are defined based on quality as determined by total dissolved solids (TDS) content. The TGPC believes that this method of classification remains valid and has made no changes to the system during this biennium.

Table 1. Groundwater Classification System of the Texas Groundwater Protection Committee

CLASS	QUALITY*	EXAMPLES OF USE	AGENCY RESPONSE
Fresh	Zero to 1,000	Drinking and all other uses.	Level I: Protection or restoration measures based on current use as a human drinking water supply.
Slightly Saline	More than 1,000 to 3,000	Drinking if fresh water is unavailable, livestock watering, irrigation, industrial, mineral extraction, oil and gas production.	Level I

Moderately Saline	More than 3,000 to 10,000	Potential/future drinking and limited livestock watering and irrigation if fresh or slightly saline water is unavailable; industrial, mineral extraction, oil and gas production.	Level I
Very Saline to Brine	More than 10,000	Mineral extraction, oil and gas production.	Level II: Protection or restoration measures based on indirect exposure or no human consumption.

^{*}TDS concentration range in milligrams per liter (mg/L).

Groundwater Monitoring Strategy

The need for enhanced groundwater data is obvious – there have been high-profile incidents where the presence of comprehensive groundwater quality data could have avoided unnecessary Federal involvement, litigation, and associated expenses for the state. The TGPC previously identified gaps in groundwater monitoring information, and commissioned development of two versions of a monitoring plan or strategy for the state. Although the plans that were developed provided valuable suggestions for a representative monitoring program for the state, the documents neither individually nor collectively satisfied the TGPC's desire for a comprehensive monitoring program. Additionally, funding for such an undertaking remains an issue.

Public Outreach and Education

The TGPC's POE activities have two overarching themes: (1) the protection of human health from contaminated groundwater that contains high levels of naturally occurring compounds that could affect human health, and (2) the protection of groundwater from contamination.

In 2013, the TGPC's POE Subcommittee developed the 2nd Edition of its *Groundwater Educational Outreach Plan* which focused specifically on four areas highlighted in the *Activities and Recommendations of the Texas Groundwater Protection Committee - A Report to the 83rd Legislature.*



TCEQ geologist Alan Cherepon at the TGPC POE exhibit booth.

The four topic areas are:

- Abandoned Water Wells
- TSSWCB Water Supply Enhancement Program (formerly known as the Brush Control Program)
- TWON
- Texas ET Networks

For each topic, this plan identified the most important groundwater-related messages, audiences, and actions that would deliver these messages to the public. As of September 2018, the TSSWCB WSEP is no longer being funded, therefore there are only three areas that are championed by a subcommittee member agency.

During 2019 and the first half of 2020, the TGPC continued its sponsorship of exhibitor booths and displays at 11 Austin-area conferences, seminars, and meetings with an estimated 3,784 visitors (estimated as ten percent of registered attendees). From its exhibitor booth, the TGPC distributed its trifold brochure, hydrogeological maps, fact sheets, booklets, and links to downloadable groundwater publications at TGPC and other websites. In March of 2019 and 2020, a TGPC-sponsored poster for National Groundwater Awareness Week was displayed in a dozen central Texas locations, including the Texas Capitol.



Texas A&M AgriLife Extension Service staff deliver a presentation at a Texas Well Owner Network educational event.

During 2019 and the first half of 2020, AgriLife Extension conducted several TGPCsupported educational events targeting domestic water well owners, and TGPCsupported drinking water fact sheets were used in conjunction with their water well testing program (1,165 well samples were screened from 37 counties). As a part of each of these events, participants are encouraged to contact a licensed water well driller and/or the local GCD to decommission water wells that are not in use or deteriorated. An Outreach Events Status Report, listing both recent and upcoming TGPC booth displays, and water well screening events, is updated on the TGPC POE Subcommittee web page before each quarterly meeting.

The TGPC website, www.tgpc.texas.gov, established in 2002, redesigned in 2013, and upgraded in 2015, is frequently updated with new information on groundwater protection activities. In addition to providing information about TGPC business to its members and the public, the website is a clearinghouse for many groundwater-related topics, supplying links to the websites and publications of TGPC members and other organizations. Three existing Frequently Asked Questions (FAQs) were updated and one new FAQ was added to the TGPC website during the last two years. These 42 FAQs are one-to two-page summaries of topics related to groundwater quantity, groundwater quality (e.g., pesticides,

radionuclides, uranium mining, and oil and gas activities). The FAQs also discuss septic systems, water wells, administrative entities (e.g., GCDs, Regional Water Planning Groups, Municipal Settings Designations), and publications. These popular press articles assist state-wide newsletter editors and webmasters in disseminating groundwater-related information to the public.

An email subscription service with over 6,600 recipients is used to notify the public of upcoming meetings and new TGPC website information. TGPC website activity in 2019 and the first half of 2020 averaged 17 new and returning visitors per day, two Web pages viewed per visit, and two minutes spent on the website per visit.

Joint Groundwater Monitoring and Contamination Reports

The TGPC is required by TWC, Section 26.406 to publish an annual groundwater monitoring and contamination report. This report:

- Describes the status of groundwater monitoring activities conducted or required by each agency at regulated facilities or associated with regulated activities.
- Identifies each case of groundwater contamination newly documented during the previous calendar year.
- Lists the cases of contamination documented during previous calendar years for which enforcement action was incomplete when the preceding report was issued.
- Indicates the status of enforcement action for each listed case of contamination.

The TGPC produced and published two monitoring and contamination reports during the previous two years: *Joint Groundwater Monitoring and Contamination Report*—2018 (TGPC, 2019) and *Joint Groundwater Monitoring and Contamination Report*—2019 (TGPC, 2020).

Each TGPC member agency or organization provides data for the *Joint Report* and a description of its programs that protect groundwater. Each regulatory program with enforcement authority provides a brief description of each case of groundwater contamination as well as the enforcement status for the case. Groundwater contamination cases are listed in the report by regulatory agency, then sorted by county and the specific regulatory program with jurisdiction over the case.

Groundwater Monitoring

The groundwater monitoring programs of the TGPC member agencies fall within one of three categories:

- Regulatory agencies that require or conduct monitoring to assure compliance with guidelines and regulations for the protection of groundwater from discharges of contaminants.
- Agencies or entities that conduct monitoring to assess ambient or existing groundwater quality conditions and to track changes in water quality over time.

• Agencies or entities that conduct research activities related to groundwater resources and groundwater conservation.

Each regulatory agency that requires or conducts groundwater monitoring to assure compliance with guidelines and regulations to protect groundwater from discharges of contaminants has its own monitoring program requirements and procedures. The criteria used to assess the need for groundwater monitoring varies among the regulatory entities. Currently, there are 23 regulatory monitoring programs within two state agencies described in the report: 21 within TCEQ and two at the RRC. Fifteen of these programs required some form of groundwater monitoring in 2019.

Monitoring of groundwater quality for permit and operational requirements occurred at about 16,000 TCEQ facilities statewide in 2019. Of those facilities, the majority are in the TCEQ's Public Drinking Water program (60 percent) and TCEQ's Remediation programs (28 percent). In addition, about 47,000 monitor wells were used in 2019, including approximately 14,000 at public water supply facilities. Most of the monitored facilities (about 98 percent in 2019) are under the jurisdiction of TCEQ, with the remainder under the jurisdiction of the RRC (two percent).

The TWDB, GCDs, and USGS conduct non-regulatory groundwater monitoring to assess ambient groundwater quality conditions and to track changes over time. Some monitoring programs are developed for the assessment of water quality that target specific geographic areas, contaminants, constituents, or activities. Contamination cases discovered by these agencies or entities through groundwater studies or groundwater sampling programs are referred to the regulatory agency with the appropriate jurisdiction.

The TWDB and participating organizations reported sampling 302 water wells and monitoring sites (including springs) in 2018 and 324 in 2019. The TWDB's collection of these samples and analyses of additional samples from cooperative entities comprise the state's ambient groundwater quality sampling program. The TWDB enters groundwater quality data collected under this program in its groundwater database.

Groundwater Contamination

The TGPC defines "groundwater contamination" for inclusion in the *Joint Report* (31 TAC, Chapter 601). Contamination means the detrimental alteration of the naturally occurring physical, thermal, chemical, or biological quality of groundwater reasonably suspected of having been caused by the activities of entities under the jurisdiction of the state agencies. The TGPC recognizes that groundwater contamination may result from many sources, including: agricultural activities; commercial and business endeavors; current and past oil and gas exploration and production and related practices; domestic activities; industrial and manufacturing processes; and, natural sources that may be influenced by, or may be the result of, human activities.

The contamination cases identified in the *Joint Report* are primarily those where contaminants have been discharged to the surface, to the shallow subsurface, or directly to groundwater from activities such as the storage, processing, transport, or disposal of products or waste materials. The most common contaminants reported in both 2018 and 2019 were gasoline, diesel fuel, and other petroleum products due to the large number of cases related to petroleum storage tank systems. Less commonly reported contaminants

were organic compounds (such as phenol, trichloroethylene, carbon tetrachloride, dichloroethylene, naphthalene, and creosote constituents), pesticides (such as alachlor, atrazine, bromacil, dicamba, and prometon), solvents, and heavy metals.

There were 3,307 documented groundwater contamination cases in the *Joint Report* for 2018 and 3,085 cases in 2019. About 82 percent of the documented cases in 2019 were under TCEQ jurisdiction. The rest of the cases were under RRC jurisdiction (about 18 percent).

<u>Table 2</u> lists the documented groundwater contamination cases reported by each agency with enforcement jurisdiction and is further broken down by program within the agency. Table 2 also illustrates the total percentage of documented cases attributable to each agency and program and the net change and percentage change from 2018 to 2019.

Table 2. Groundwater Contamination Cases by Jurisdictional Agency, 2018-2019

Agency / Division / Program	2018 Number of Cases	2019 Number of Cases	% of total cases (2018)	% of total cases (2019)	Net Change (# of cases)	Percentage change (# of cases)	
TCEQ - Radioactive Materials Division							
Radioactive Materials Licensing	1	1	0.03%	0.03%	0	0%	
Uranium & Technical Assessments	3	3	0.09%	0.1%	0	0%	
TCEQ - Remediation Division							
Brownfield Site Assessment	0	1	0%	0.03%	1	n/a	
Corrective Action	606	556	18.3%	18.0%	-50	-8.3%	
Dry Cleaner Remediation	234	233	7.1%	7.6%	-1	-0.4%	
Innocent Owner/Operator	85	80	2.6%	2.6%	-5	-5.9%	
Preliminary Assessment/Site Assessment	0	1	0%	0.03%	1	n/a	
Petroleum Storage Tank	1,140	1,050	34.5%	34.0%	-90	-7.9%	
Superfund Cleanup	84	81	2.5%	2.6%	-3	-3.6%	
Superfund Site Discovery & Assessment	7	7	0.3%	0.2%	0	0%	
Voluntary Cleanup	525	436	15.9%	14.1%	-89	-16.9%	
TCEQ - Waste Permits Division							
Municipal Solid Waste	54	51	1.6%	1.6%	-3	-5.6%	
Industrial and Hazardous Waste	1	1	0.03%	0.03%	0	0%	
TCEQ - Water Quality Division							
Water Quality Assessment	15	16	0.5%	0.5%	1	6.7%	
TCEQ - Water Supply Division							
Public Drinking Water	0	1	0.0%	0.03%	1	n/a	
TCEQ - Water Availability Division							
Groundwater Planning & Assessment	0	0	0%	0%	0	0%	

Agency / Division / Program	2018 Number of Cases	2019 Number of Cases	% of total cases (2018)	% of total cases (2019)	Net Change (# of cases)	Percentage change (# of cases)
TCEQ - Enforcement Division	1	2	0.03%	0.1%	1	100%
TCEQ - Subtotal:	2,756	2,519	83.3%	81.6%	-237	-8.6%
Railroad Commission of Texas – Oil and Gas Division	551	566	16.7%	18.3%	15	2.7%
Texas Alliance of Groundwater Districts	0	0	0%	0%	0	0%
TOTAL:	3,307	3,085			-222	-6.7%

The *Joint Reports* for both 2018 and 2019 document the number of groundwater contamination cases attributed to leaking petroleum storage tanks (LPSTs). As reported by TCEQ, the number of documented groundwater contamination cases resulting from the failure of petroleum storage tank systems remained relatively steady in 2018 (1,140 cases) and 2019 (1,050 cases). These numbers are consistent with the number of LPST cases in the previous two-year period, 2016 (1,170 cases) and 2017 (1,173 cases).

While the number of documented contamination cases from LPST sites is high compared to other programs, it can be directly linked to the number of regulated facilities. Although contamination from LPSTs remains the largest category in the *Joint Report*, the number of cases has declined about 84 percent from the 6,504 contamination cases attributed to LPSTs listed in the 1999 *Joint Report*.

This declining trend does not necessarily indicate that a smaller percentage of regulated petroleum storage tanks are leaking. It does, however, show the effectiveness of new regulations implemented during the 1990s that helped catch leaks and address them before affecting groundwater.

Table 2 also illustrates an increase in the number of active cases reported by the RRC. The RRC case count increased by almost three percent between 2018 and 2019. Active RRC cases are under the jurisdiction of the Oil and Gas Division's Operator Cleanup Program.

The TCEQ programs with a decrease in the number of active cases from 2018 to 2019 are: Corrective Action (50 fewer cases), Dry Cleaner Remediation (one less case), PST (90 fewer cases), Voluntary Cleanup (89 fewer cases), Innocent Owner/Operator (five fewer cases), Superfund Cleanup (three fewer cases), and Municipal Solid Waste (three fewer cases).

The *Joint Report* also shows the status of enforcement action for each instance of groundwater contamination. For purposes of the *Joint Report*, enforcement action includes any agency action that carries out or needs identification, documentation, monitoring, assessing, or remediation of groundwater contamination. In general, regulatory programs are structured to achieve the desired degree of environmental protection and mitigation with the lowest possible level of agency oversight; and, although the status of a contamination case may remain at an agency action level for a long period, physical activities related to the assessment and remediation may change often. The comparison of the level of agency action and the status or level of

contamination assessment and mitigation allows a one-to-one correlation between an agency's response (enforcement status) and the completion of the discrete phases in the progression of contamination investigation (activity status).

Once groundwater contamination has been confirmed, either the regulated entity or the agency will address the groundwater contamination incident following a general sequence of actions until the investigation concludes that no further action is necessary. Each of the 3,085 cases listed in the 2019 report have documented groundwater contamination and the activity status for these cases can be summarized as follows:

- No activity has occurred in 183 reported cases.
- Contamination is confirmed (validated) in 240 cases.
- Investigations are ongoing for the largest number of cases: 1,033.
- Corrective action planning is complete in 196 cases.
- Action was implemented in 432 cases.
- Monitoring action is ongoing in 630 cases.
- No further action is necessary for 366 cases designated as "action completed".
- For five cases, no activity status information was provided.

Historically, the number of new groundwater contamination cases documented each year has been greater than the number of cases in which action was completed. This was evident in the first publication of the report in 1989 and continued through the 1999 calendar year. Starting in 2000, the trend reversed, and since 2012 the number of new cases and completed cases has been similar.

The *2019 Joint Report* includes a summary of the changes since 1998. In the past 20 years, the average number of new cases each year is approximately 470, which is significantly lower than the average number of new cases each year before 2000. The number of new cases reported in 2019 is about 14 percent lower than 2018 and is generally consistent with the past 20 years. The number of completed cases has also varied over the years but has remained relatively steady since 2000 and through 2019.

Notification of Groundwater Contamination

TWC, Section 26.408 requires TCEQ to inform private drinking water well owners of groundwater contamination that has the potential to affect their water wells. TCEQ has 30 days from the date notice of groundwater contamination is received to notify well owners of the potential contamination and any possible adverse health effects associated with the contaminant of concern. GCDs located in the county where the contamination is occurring are also notified. In November 2003, and in accordance with the statute, the TGPC developed by rule the form and content of the TCEQ notice. During FY2019 and FY2020, 789 notices were mailed for 93 cases of potential groundwater contamination to the owners of private drinking water wells.

Prevention of Pollution from Agricultural Chemicals

TWC, Section 26.407 requires TCEQ to develop any necessary management plans for agricultural chemicals, with the advice of the TGPC. TCEQ with participation from the TGPC, in 2001, developed the Texas State Management Plan for Prevention of Pesticide Contamination of Groundwater www.tceq.texas.gov/assets/public/comm_exec/pubs/sfr/070_01.pdf. This plan, as a generic Pesticide Management Plan (PMP) for the state, serves as a guide for the prevention of pesticide contamination of groundwater. The plan was developed as a joint effort of the former TGPC Agricultural Chemicals Subcommittee, now a Task Force within the GWI Subcommittee.

Agricultural Chemicals Task Force (ACTF) status reports are provided at the quarterly subcommittee meetings.

The PMP explains the general policies and regulatory and non-regulatory approaches the state will use to protect groundwater resources from pesticide contamination. The plan describes how the responsible agencies will coordinate while executing the PMP. It also provides specific responses and actions needed to protect groundwater.

The PMP reflects the state's philosophy toward groundwater protection and recognizes the importance of agriculture to the state's economy. Much of the TGPC's work on agricultural chemicals follows the PMP and is performed by the ACTF within the GWI Subcommittee.

Currently, due to ongoing grant budget reductions, the ACTF focus is only on two areas of the PMP: (1) continued cooperative monitoring; and (2) identifying and providing outreach on Best Management Practices in problem areas. Monitoring efforts have been reduced and enhanced through TCEQ and TWDB cooperative sampling.

The 2019 cooperative effort succeeded in collecting a total of 102 well samples and 29 Quality Assurance (QA) samples for atrazine analyses, and 79 were also analyzed for 2,4-D. There were no quantifiable atrazine detections in the 131 immunoassay analyses performed by TCEQ. There were also six non-quantifiable 2,4-D detections. These results are consistent with the historical trend of no detections with an occasional low-level detection of atrazine or 2,4-D.

The 2020 cooperative monitoring efforts succeeded in collecting a total of 59 wells and spring samples and 26 Quality Assurance (QA) samples for atrazine analyses, and 32 were also analyzed for 2,4-D. There were three quantifiable atrazine detections in the 85 immunoassay analyses performed by TCEQ. There were no quantifiable 2,4-D detections. All detections were well below action limits.

Results of the pesticide sampling of groundwater by the USGS for 2018 and 2019 were entered into the Interagency Pesticide Database (IPD) in 2019 and early 2020. Some of this work included conducting QA/QC tasks. New totals for the IPD include 6,870 wells/springs, 15,206 samples, and 384,055 analytes. Also, the TCEQ updated the online Pesticides of Interest Tracking System (POINTS) through 2019 and the update is scheduled for December 2020.

The TGPC sponsored educational outreach activities at the annual Texas Plant Protection Conference in December 2019, the TCEQ Environmental Trade Fair in May 2019, the TCEQ Public Drinking Water Conference in August 2019, and the Milam/Burleson Counties Groundwater Summit in August 2019. During these conferences, the PMP program was explained through the distribution of brochures and the display of various pesticide monitoring graphics, including maps of water wells monitored for pesticides in Texas. The quarterly GWI Subcommittee meetings included status reports for the Agricultural Chemicals Task Force.

Due to in-person meeting limitations brought on by the COVID-19 pandemic, the regularly scheduled TGPC-sponsored educational outreach activities at the TCEQ Environmental Trade Fair in May 2020, the TCEQ Public Drinking Water Conference in August 2020, and the Texas Plant Protection Conference in December 2020 had to be either conducted virtually or not at all. During these conferences, the PMP program was explained through the distribution of brochures and the display of various pesticide monitoring graphics, including maps of water wells monitored for pesticides in Texas.

Appendices

Appendix 1. Texas Groundwater Protection Committee Membership

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Toby Baker, Executive Director

MC-109

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Appendix 2. Selected Publications of the TGPC

Texas Groundwater Protection Strategy. TCEQ publication AS-188 (November 2018). www.tceq.texas.gov/assets/public/comm_exec/pubs/as/188.pdf

Joint Groundwater Monitoring and Contamination Report - 2019. TCEQ publication SFR-056/19 (June 2020); and *Joint Groundwater Monitoring and Contamination Report - 2018.* TCEQ publication SFR-056/18 (July 2019). www.tceq.texas.gov/publications/sfr/056

Texas State Management Plan for Prevention of Pesticide Contamination of Groundwater. TCEQ publication SFR-070 (January 2001).

www.tceq.texas.gov/assets/public/comm_exec/pubs/sfr/070_01.pdf

Texas Ground-Water Data Dictionary. TNRCC publication GI-272 (August 1996). www.tgpc.texas.gov/groundcommittes/gi-272.pdf

Landowner's Guide to Plugging Abandoned Water Wells. TCEQ publication RG-347 (April 2020). Available from the TGPC web site: tgpc.texas.gov/tgpc-publications/#Current or TCEQ Publications: www.tceq.texas.gov/publications

Drinking Water Problems Fact Sheets

Arsenic. AgriLife Extension publication (English) EL-5467 (electronic download) (December 2005) and (Spanish) EL-5467S (electronic download) (June 2006).

Perchlorate. Texas AgriLife Extension Service publication (English) EL-5468 (November 2005) and (Spanish) EL-5468S (February 2006).

Nitrates. AgriLife Extension publication (English) EB-6184 (May 2006) and (Spanish) EB-6184S (May 2006).

Radionuclides. AgriLife Extension publication (English) EB-6192 (July 2006) and (Spanish) EB-6192S (November 2006).

MTBE. AgriLife Extension publication (English) L-5502 / EL-5502 (June 2008).

Benzene. AgriLife Extension publication (English) L-5513 / EL-5513 (April 2009).

Note: These publications can be accessed at www.agrilifebookstore.org/

On-site Wastewater Treatment Systems Fact Sheets

Homeowner's Guide to Evaluating Service Contracts. AgriLife Extension publication (in English) B-6171 (paper copy) / EB-6171 (electronic download) (July 2005).

Graywater. AgriLife Extension publication (English) EB-6176 (electronic download) (October 2005).

Understanding and Maintaining Your Septic System. AgriLife Extension publication (English) L-5491 / EL-5491 (March 2008).

Note: These publications can be accessed at www.agrilifebookstore.org/Default.asp

Water Wells Fact Sheets

Capping of Water Wells for Future Use. AgriLife Extension publication (English) EL-5490 (electronic download) (August 2007).

Plugging Abandoned Water Wells. AgriLife Extension publication (English) B-6238 / EB-6238 (April 2010).

Note: These publications can be accessed at www.agrilifebookstore.org/Default.asp

Pesticides Best Management Practices Trifold Brochure

Keep Pesticides Out of Texas Water Supplies – Best Management Practices to Prevent Pesticide Contamination. AgriLife Extension publication (English) L-5500 / EL-5500 (July 2008).

Note: This publication can be accessed at www.agrilifebookstore.org/Default.asp



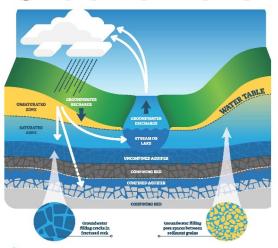
Plenty of rain in the Panhandle during 2019. TCEQ geologist Scott Underwood collects a groundwater sample for pesticide analysis from a center pivot located north of Texline, Texas, June 2019.

National Groundwater Awareness Week

MARCH 7-13, 2021

Groundwater is a precious resource in Texas that needs to be protected and preserved

Groundwater



- 92% of Texans depend on public drinking water supplies. 19% of that supply, 1,027 million gallons per day, is from groundwater, serving over 5,428,588 Texans.
- There are 13,818 active public water supply wells in Texas ranging in depth from 18 to 5,407 feet.
- 9 major aquifers and 22 minor aquifers supply 62% of all the water used in the state.
- 1,320,000 Texans rely on groundwater from their own wells for their drinking water and use 137 million gallons per day.
- The quality of Texas' groundwater is generally good, and after the required disinfection, meets the U.S. Environmental Protection Agency's safe drinking water standards without additional treatment.

NATIONWIDE, GROUNDWATER PROVIDES AN ESTIMATED:

- 27% of all freshwater withdrawals
- 43% of agricultural use (mostly for irrigation
- \blacksquare 21% of the public water supply withdrawals
- 98% of drinking water for the rural population

IN TEXAS, GROUNDWATER PROVIDES AN ESTIMATED:

- 62% of all freshwater withdrawa
- 62% of all freshwater withdrawals
- 19% of the public water supply withdrawals
- 19% of the public water supply withdrawais
- >99% of drinking water for the rural population

From the United States Geological Survey, the National Groundwater Association, the Texas Water DevelopmentBoard, and the Texas Commission on Environmental Quality



FOR MORE INFORMATION ON GROUNDWATER ISSUES IN TEXAS, visit the Texas Groundwater Protection Committee's website at www.tgpc.texas.gov