

# **ANNEX A**

## **EMERGENCY DRINKING WATER**



### **STATE OF TEXAS DROUGHT PREPAREDNESS PLAN**

For additional copies of this document, contact:

Texas Department of Public Safety  
Texas Division of Emergency Management  
Preparedness Section  
P.O. Box 4087  
Austin, Texas 78773-0223

[TDEM.Drought@dps.texas.gov](mailto:TDEM.Drought@dps.texas.gov)

Telephone: 512/424-2450  
Facsimile: 512/424-5637

**STATE OF TEXAS**  
**DROUGHT PREPAREDNESS PLAN**

**ANNEX A**

**Emergency Drinking Water Contingency Annex**

**APPROVAL AND IMPLEMENTATION**

This annex is hereby approved for implementation and supersedes all previous editions.

Date

*2/7/12*



W. Nim Kidd, CEM®  
State Drought Manager  
Texas Drought Preparedness Council



## TABLE OF CONTENTS

I.	EXPLANATION OF TERMS .....	A-1
	A. Acronyms.....	A-1
	B. Explanation of Terms .....	A-1
	C. Purpose .....	A-1
II.	SITUATION AND ASSUMPTIONS .....	A-2
	A. Situation Overview .....	A-2
	B. Planning Assumptions.....	A-2
III.	CONCEPT OF OPERATIONS .....	A-3
	A. Overview .....	A-3
	B. Emergency Drinking Water Task Force .....	A-3
IV.	ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES.....	A-5
	A. Organization.....	A-5
	B. Assignment of Responsibilities.....	A-5
V.	CONTINUITY OF GOVERNMENT .....	A-7
VI.	ADMINISTRATION AND SUPPORT .....	A-8
	A. Support.....	A-8
	B. Agreements and Understandings.....	A-8
	C. Status Reports and Records.....	A-8
	D. Expenditures and Record Keeping .....	A-8
	E. Critiques.....	A-9
VII.	PLAN DEVELOPMENT AND MAINTENANCE.....	A-9
	A. Development.....	A-9
	B. Maintenance.....	A-9
VIII.	AUTHORITIES AND REFERENCES .....	A-9
	A. Authorities .....	A-9
	B. References .....	A-9

## **I. EXPLANATION OF TERMS**

### **A. ACRONYMS**

EDWTF	Emergency Drinking Water Task Force
JIC	Joint Information Center
PWS	Public Water System
SOPs	Standard Operating Procedures
TCEQ	Texas Commission on Environmental Quality
TDEM	Texas Division of Emergency Management
TWDB	Texas Water Development Board

### **B. EXPLANATION OF TERMS**

1. **Emergency condition:** The public water system is out of water or could be out of water in 180 days or less (the term "at risk" also has the same meaning)
2. **Sanitation/drinking water:** Potable water for drinking and sanitation to ensure public health and safety

### **C. PURPOSE**

1. This Annex is a supplement to the State Drought Preparedness Plan focusing specifically on developing procedures to enable public water systems to provide adequate potable water for drinking and sanitation to ensure public health and safety. It is intended to help mitigate the effects of a prolonged drought. It is applicable to the member agencies specified herein and to all other agencies and organizations with emergency drinking water responsibilities in Texas.
2. This Annex defines the organization, operational concepts, responsibilities of participating agencies, and procedures for providing immediate and longer-term emergency assistance to public water systems (PWSs) for obtaining, transporting, and distributing potable drinking and sanitation water.
3. Short-term outages or shortages of drinking and sanitation water that are not related to drought conditions, such as mechanical failure or damage due to other natural or man-made disasters, are not intended to be covered under the provisions of this Annex. Should these situations occur, they will be handled according to Annex V, Food and Water, of the State of Texas Emergency Management Plan.
4. The ability of the State to succeed in achieving the purpose of this Annex, applying the procedures for providing aid to PWSs outlined herein, depends on the ability of a PWS to identify their water availability and report their situation to TCEQ in a timely manner, and on the participation and responsibilities of local jurisdictions according to Chapter 418 of the Texas Government Code.
5. The State Drought Preparedness Plan employs coordinated actions for problem solving as identified in the State of Texas Emergency Management Plan.

## **II. SITUATION OVERVIEW AND ASSUMPTIONS**

### **A. SITUATION OVERVIEW**

1. Texas is a semi-arid state with a history of severe drought.
2. In serious drought conditions, unless it employs conservation and other water management strategies, Texas will not have enough water to meet all the needs of its people, businesses, and agriculture.
3. Texas has had the experience that, in some cases, as a result of a severe, prolonged drought, water supplies for private and public water systems have become so depleted that there has not been a sufficient supply of drinking water and sanitary water.
4. The water systems that are most at risk for running out of water during a prolonged, severe drought are those systems that are dependent on either surface water or climate-sensitive groundwater as a sole source, and are located upstream of a reservoir.
5. This Annex is intended as a framework by which the State can prepare for all drought situations that affect water supplies for drinking and sanitation purposes.

### **B. PLANNING ASSUMPTIONS**

1. The governor will have made a drought proclamation, which allows for the modification or suspension of routine water-use rules, regulations, and procedures.
2. The local water system will have already activated their drought contingency plan and reached the highest level of conservation.
3. The local water system will have reported to TCEQ when the system initiates either voluntary or mandatory water restrictions.
4. The local public water system will notify TCEQ when the system reaches the 180-day threshold, or as soon as it becomes aware that it has less than 180 days of water supply. The 180-day threshold is when a public water system, in its own estimation, reaches a level where the existing water supply will last only 180 days, without additional rainfall.
5. The local public water system will notify the chief local elected official, either county judge or mayor, that the system has reached the 180-day threshold and that they have reported this condition to TCEQ.
6. Decision-making authority for the local public water system will remain at the local level. The agencies identified in this plan, with the assistance of other agencies and organizations with emergency drinking water responsibilities in Texas, will provide guidance, recommendations, and support to the local public water system as it deals with the crisis.
7. The activation of an Emergency Drinking Water Task Force is necessary to

support local water systems in identifying and obtaining a new water supply and assisting in establishing funding.

8. A Joint Information Center (JIC) may also be established to coordinate information flow between local, state, and federal agencies, which will function in accordance with Annex I of the State of Texas Emergency Management Plan: Public Information.

### **III. CONCEPT OF OPERATIONS**

#### **A. OVERVIEW**

1. The State's Drought Preparedness Council will increase its activities during verified, extended periods of drought.
2. The Emergency Drinking Water Task Force (EDWTF) will be established and will support the efforts of local jurisdictions to secure a reliable source of drinking and sanitation water.
3. The goal of this Annex and the EDWTF is to ensure the availability of ample water supplies for a public water system to maintain the minimum daily consumption target established by the local public system's drought contingency plan at its most restrictive level, BEFORE the system completely runs out of water.
4. An essential element to the success of this Annex and to the EDWTF established in this Annex is the timely notification to TCEQ by the public water system that it has approximately 180 days of water left in its supply.

#### **B. EMERGENCY DRINKING WATER TASK FORCE**

1. The Emergency Drinking Water Task Force consists of representatives of TDEM, TCEQ, and TWDB. The EDWTF will call upon the assistance of other agencies and organizations with emergency drinking water responsibilities in Texas as needed to achieve the goals of this Annex.
2. The EDWTF will be activated by TDEM, in consultation with TCEQ and TWDB, when the Governor issues a Disaster Proclamation for drought.
3. The EDWTF coordinates the actions of its members in order to respond to the need of providing emergency drinking water to a community once it becomes evident the community will exhaust its supply of, or access to, potable drinking and sanitation water in approximately 180 days.
4. PWSs that are experiencing "emergency conditions" self-report to TCEQ.
5. TCEQ will inform the EDWTF of the PWS that self-reports an emergency condition. The classification of an emergency condition is the state's trigger to begin responding to a community's lack of, or anticipated lack of, drinking water and water for sanitation uses.



6. The primary role of the EDWTF is to support the local jurisdictions' efforts to secure a reliable source of drinking water, including:
  - a. Providing technical assistance
  - b. Identifying alternative sources of water
  - c. Identifying funding sources
  - d. Identifying additional water conservation measures to implement
  - e. Facilitating funding application processes
  - f. Expediting the permitting process
7. Once the supply is at 180 days or less of water, the EDWTF will support the local public system's attempts to obtain a new supply of water. The following outlines the steps to be taken by the local public water system:
  - a. Implement and enforce the water system's water-conservation restrictions
  - b. Disseminate press releases and communicate with the public
  - c. Move the intakes, if possible (via barge), deeper into the resource pool
  - d. Establish an interconnection with a nearby water system
  - e. Reestablish a previously used well
  - f. Drill a new well
  - g. Establish a new source of surface water and/or groundwater via pipeline
  - h. Establish inter-basin transfers
  - i. Conduct temporary desalination
  - j. Haul treated water from another public water system
  - k. Haul untreated water for insertion into a PWS's holding water tank or reservoir
  - l. Make a senior water-rights call
  - m. Assist with measuring stream flows, reservoir levels, and aquifer levels
8. The EDWTF will meet at least weekly until the local PWSs have established a new water supply.
9. In the event of an extreme, prolonged drought, there may be many systems reaching the 180-day criteria. To meet this need, the EDWTF will increase its activities and frequency of coordination, as appropriate. TDEM, TCEQ, and

TWDB will provide the necessary personnel to support the activities of the EDWTF, calling upon the assistance of other agencies and organizations with emergency drinking water responsibilities in Texas, as needed.

10. In the eventuality that all efforts by the local water system will not prevent the depletion of its water source, all requests for state assistance will be directed through the established emergency management system. Requests for state assistance will be routed through the appropriate Disaster District Chair to the State Operations Center. At this point, Annex V, Food and Water, of the State of Texas Emergency Management Plan will take effect.
11. In the event Annex V is activated, the coordination of emergency efforts will take place at the State Operations Center.

#### **IV. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES**

##### **A. ORGANIZATION**

1. The chief of TDEM is the state drought manager. TDEM is responsible for overall direction and coordination of drought-related issues.
2. TDEM will chair the EDWTF, coordinating activities of the EDWTF member agencies and other agencies and organizations with emergency drinking water responsibilities in Texas providing assistance, as needed, to address requirements for adequate drinking water and water for sanitation uses.
3. The complexity of the issues related to public water systems, water availability, and demand also requires coordinated efforts by TCEQ and TWDB.
4. TCEQ will serve as the lead agency for issues related to public drinking water and water rights and will coordinate with TWDB and TDEM, as needed, to help achieve the goal of this Annex.
5. TWDB will serve as the lead agency for issues related to funding for projects to develop water sources for public water systems and to providing information on surface water and groundwater resources.

##### **B. ASSIGNMENT OF RESPONSIBILITIES**

1. All Member Agencies-All agencies and organizations with assignments in this Annex have certain responsibilities in common. These responsibilities, necessary to achieve the goal of this Annex, include:
  - a. Designating a primary agency representative to the EDWTF.
  - b. Being aware of the agency's capabilities to assist in efforts to achieve the goal of this Annex.
  - c. Being prepared to respond to assignments using agency resources (Some agencies will provide agency personnel, equipment, and supplies, while other agencies may provide primarily technical advice and assistance).

- d. Developing and maintaining procedures to ensure that a current inventory of agency resources and contact lists are available.
  - e. Coordinating with other member agencies and providing situational awareness and operational status reports to the EDWTF.
  - f. Identifying staffing requirements and maintaining current notification procedures to ensure appropriately trained agency personnel are available for extended support activities, as needed, to help achieve the goal of this Annex.
  - g. Providing additional staffing and resources for the EDWTF, as needed, for effective operations in the event of an extreme prolonged drought that results in numerous public water systems reaching the 180-day criteria.
2. Texas Division of Emergency Management (TDEM) will:
- a. Direct and coordinate drought-related activities.
  - b. In conjunction with the TCEQ and TWDB, activate the EDWTF when the Governor issues a Disaster Proclamation for drought.
  - c. Serve as Chairperson of the EDWTF.
  - d. Coordinate with the EDWTF member agencies and other agencies and organizations with emergency drinking water responsibilities in Texas providing assistance, as needed, to address requirements for adequate drinking water and water for sanitation uses.
  - e. In the event Annex V is activated, coordinate emergency efforts at the State Operations Center.
3. Texas Commission on Environmental Quality (TCEQ) will:
- a. In conjunction with TDEM and TWDB, activate the EDWTF when the Governor issues a Disaster Proclamation for drought.
  - b. Lead the actions of the EDWTF in support to public water systems, including providing situational awareness of systems that self-report an "emergency condition," providing technical assistance, identifying alternative sources of water, coordinating with TWDB and other funding agencies to identify funding sources, facilitating funding application processes, and expediting permitting processes.
  - c. Host meetings of the EDWTF on at least a weekly basis when the EDWTF is activated.
  - d. Develop and maintain a process to obtain and track the status of public water systems that have self-reported an "emergency condition."
  - e. Ensure that EDWTF is provided situational awareness of the "emergency

condition" of the public water system(s) as the agency becomes aware of the situation.

f. Manage water rights.

4. Texas Water Development Board (TWDB) will:

a. Maintain the State Water Plan and ensure that TDEM and TCEQ are informed of short-term and long-term strategies and projects that are able to provide water for "at-risk" public water systems.

b. In conjunction with TDEM and TCEQ, activate the EDWTF when the Governor issues a Disaster Proclamation for drought.

c. Lead the actions of the EDWTF in identifying projects and funding to ensure adequate water for drinking and sanitation.

d. Ensure that the EDWTF is provided situational awareness of activities that affect the status of the "emergency condition" of the public water system(s).

e. Provide weekly water resource storage and status information.  
direction, control, and coordination

5. The direction and control of emergency response to public water system coordination operations will be exercised by TDEM in conjunction with TCEQ and TWDB, as outlined in this Annex.

6. The State Drought Preparedness Council will assist the state as much as possible within the operational and financial framework of its member agencies.

## **V. CONTINUITY OF GOVERNMENT**

1. Lines of succession for agency representatives with emergency drinking water responsibilities will be in accordance with existing policies, required emergency management standard operating procedures (SOPs), and Continuity of Operations Plans of each agency/organization.

2. Each member agency of the EDWTF will identify at least one back-up person and ensure that individual is trained and prepared to act in an emergency drinking water situation in the event the regular primary agency representative is absent.

3. Both the primary and alternate person(s) representing each agency and organization should:

a. Understand their agency's or organization's assigned responsibilities in support of the EDWTF;

b. Be knowledgeable of their pre-delegated authorities to ensure immediate actions can be taken as, and when, appropriate; and

- c. Ensure appropriate procedures and provide Action Guides that contain sufficient detail so that alternate/back-up personnel can use them in performing their responsibilities.
4. Agencies and organizations supporting the EDWTF will ensure all records necessary for emergency management operations can be easily obtained from each member agency and organization in an emergency, and that, if needed, these records are also duplicated at another location(s) in the event the primary records are destroyed.

## **VI. ADMINISTRATION AND SUPPORT**

### **A. SUPPORT**

Requests for emergency assistance will be resolved at the lowest level direction and control facility with appropriate response resource capabilities. Unresolved assistance requests will normally flow upward from cities to the county and, if unresolved at the county level, will continue upward to the responsible Disaster District, to the State Emergency Management Council and, as needed, to other states or the federal government.

### **B. AGREEMENTS AND UNDERSTANDINGS**

All agreements and understandings entered into for the purchase, lease, or otherwise use of equipment and services will be in accordance with the provision of state law and procedures. The Proclamation of a State of Disaster issued by the Governor may suspend selected rules and regulations affecting support operations. The specific impact of the situation will be determined by the EDWTF Chairperson, and each agency or organization on the EDWTF will be advised accordingly of administrative and/or procedural changes that may affect emergency operations.

### **C. STATUS REPORTS AND RECORDS**

Each member agency of the EDWTF will maintain a record of the actions being proposed or taken by that committee. This information will be summarized into periodic status reports and/or lists and submitted to the chairperson of the EDWTF in accordance with applicable operating procedures.

### **D. EXPENDITURES AND RECORD KEEPING**

1. Each agency and organization is responsible for establishing administrative controls necessary to manage the expenditure of funds and to provide reasonable accountability and justification for federal reimbursement, if applicable, in accordance with the established guidelines.
2. The first source of funds for expenditures by state agencies in response to an emergency, imminent disaster, or recovery from a catastrophic incident, is to be from funds regularly appropriated to that agency by the Texas Legislature.
3. In accordance with established procedures, state agencies may seek financial assistance from the Disaster Contingency Fund.

## **E. CRITIQUES**

Following the conclusion of any significant emergency event/incident or exercise, each committee chairperson will conduct a Lessons Learned review of the group activities during the event/incident/exercise. Support agencies to that unit/subcommittee will provide written and/or oral inputs for this critique, and the chairperson of that unit subcommittee will consolidate all inputs into a final written report and submit it to the EDWTF Chairperson who will, in turn, provide a report to the State Coordinator and the Drought Preparedness Council as appropriate.

## **VII. PLAN DEVELOPMENT AND MAINTENANCE**

### **A. DEVELOPMENT**

The State Drought Manager is the approving authority for this annex (as a part of the Drought Preparedness Plan) and is responsible for its implementation.

### **B. MAINTENANCE**

1. The designated Chairperson for the EDWTF is the TDEM State Coordinator for Preparedness. That individual is responsible for development, maintenance, and distribution of this annex.
2. The Chairperson of the Task Force, in conjunction with the State Drought Manager, is also responsible for conducting an annual review, coordinating all review and revision efforts, and incorporating information learned from exercises and actual events into this annex.

## **VIII. AUTHORITIES AND REFERENCES**

### **A. AUTHORITIES**

1. State of Texas Emergency Management Plan
2. State of Texas Drought Preparedness Plan
3. Texas Water Code

### **B. REFERENCES**

1. Drought Assistance Directory for Public Officials and Drinking Water Utilities
2. Drought Assistance Reference Guide for State Agencies
3. State Water Plan