North Carolina Capacity Development Report For Public Water Systems

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Public Water Supply Section N.C. Division of Water Resources N.C. Department of Environment and Natural Resources



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LIST OF COMMON TERMS

Capacity	Technical, managerial and financial capability to meet Safe Drinking Water Act requirements
DWP	Drinking Water Protection
DWSRF	Drinking Water State Revolving Fund
EPA	U.S. Environmental Protection Agency
MCL	Maximum contaminant level violation
NTNC	Non-transient Non-community water system
PWS Section	N.C. Public Water Supply Section
SDWA	Safe Drinking Water Act
SDWIS	Safe Drinking Water Information System (database)
TNC	Transient Non-community water system
UNC	University of North Carolina at Chapel Hill

1.0 Introduction

The primary objective of the North Carolina Public Water Supply (PWS) Section is to ensure that water delivered by public water systems is safe for consumption and does not pose a danger to public health. This is accomplished through compliance oversight through the *North Carolina Drinking Water Act* and the federal *Safe Drinking Water Act*, which are represented in 15A NCAC 18C, the *Rules Governing Public Water Systems* (*Rules*) and available online at: www.ncwater.org/?page=192. A public water system is a water provider that delivers water for human consumption to at least 15 service connections, or regularly serves an average of at least 25 individuals for at least 60 days of the year.

The PWS Section serves the public interest and assists public water systems through a multi-faceted approach that includes:

- Enforcement of water sample monitoring requirements and evaluation of analytical results,
- Review and approval of engineering infrastructure plans and specifications,
- Comprehensive site visits performed by regional office staff,
- Award of low-interest rate loans and principal forgiveness loans for water system infrastructure projects,
- Development of programs to encourage and support local drinking water protection activities,
- Examination and professional certification of water system operators, and
- Other initiatives designed to facilitate compliance with the *Rules*.

1.1 Definition of Capacity

The 1996 *Safe Drinking Water Act Amendments* obligated states to ensure that all new community water systems and non-transient non-community (NTNC) water systems, beginning operation after Oct. 1, 1999, demonstrate technical, managerial and financial capacity. In response, the North Carolina PWS Section developed a Capacity Development Program to meet the state's specific needs. The goal of the Capacity Development Program is to require technical, managerial and financial planning of new and existing community and NTNC water systems that will improve systems' service and sustainability. Therefore, "capacity," as used in this report, refers to the technical, managerial and financial capabilities of a water system to comply with the provisions of the *Safe Drinking Water Act*.

The U.S. Environmental Protection Agency (EPA) required the PWS Section to develop milestones as part of its Capacity Development Program. The milestones were published by the PWS Section in the *Public Water System Capacity Development Guidance Document* (March 2000), and they are available online at www.ncwater.org/?page=81. The milestones primarily include tracking the number of projects that have completed the engineering infrastructure approval and certification requirements. Chapter 3 of this report discusses these milestones.

The milestones, while valuable and reflective of the increase in capacity of water systems in North Carolina, do not provide a comprehensive view of overall capacity gains across the state, nor do they reflect the combined efforts of PWS Section employees in the central and regional offices. A more comprehensive view of the PWS Section's dedication to water system capacity is realized when the milestones are considered in conjunction with:

- Improvements in compliance trends (Chapter 2),
- Assistance provided to water systems by regional office staff (Chapter 4),
- Low-cost water infrastructure loans and financial assistance (Chapter 5),
- Statewide drinking water protection programs (Chapter 6), and
- Examination and certification of competent water system operators by the N.C. Operators Certification Program (Chapter 7).

2.0 Assessing Water System Capacity through Compliance with Drinking Water Rules

Systems are required to monitor water samples for regulated contaminants identified by the EPA as being harmful to human health if ingested. Water systems collect water samples according to EPA-mandated monitoring schedules, and compare sample results to contaminant-specific maximum contaminant levels. Systems base the locations and frequency of required samples on the population served, water system type, and source water type. In accordance with EPA requirements, the PWS Section issues a notice of violation (NOV) for each missed or incorrectly collected sample, which are considered "monitoring violations." The EPA also requires that systems with contaminants detected above the maximum contaminant level (MCL) receive an NOV for each exceeding contaminant. These violations are referred to as "MCL violations."

The PWS Section uses monitoring and MCL compliance rates as indicators of water system capacity. An evaluation of the water system capacity includes: the percentage of noncompliant systems, the population served by compliant systems, the performance of new public water systems and the performance of systems that have been active since the beginning of the Capacity Development Program. These factors determine if overall compliance rates and capacity are increasing.

2.1 Overall Compliance Rates of Water Systems

Table 1 (shown on page four) provides compliance information for public water systems in North Carolina regarding federal and state drinking water regulations. Data from 1999 are included for comparison since the Capacity Development Program began in 2000. The systems are categorized by type and size of population served. The table shows the total number of systems in each category and the number of systems receiving at least one monitoring or MCL violation. Table 1 also shows the percentage of systems that received an NOV as compared to the total number of active water systems within each system category. Figure 1 provides a graphical representation of the data in Table 1. The percentage of systems receiving monitoring NOVs has decreased significantly since 1999, while the percentage of systems receiving MCL NOVs has remained stable. These results are significant considering federal requirements have become more stringent during the same period and that increasing numbers of systems are completing all their monitoring requirements.



2.2 Population Served by Compliant Community Water Systems

Another method of evaluating capacity and compliance is to examine the number of people served by compliant public water systems. Figure 2 (page 5) shows that community water system compliance rates, based on population served, increased during the last four years despite federally mandated rule changes that increased compliance requirements. Large water systems serve greater percentages of the population than smaller systems, and even one violation received by a large system disproportionately decreases overall population compliance percentages. For example, the largest water system in North Carolina received one monitoring violation in 2004 and one MCL violation in 2005. The other driver for the decrease in monitoring compliance and MCLs in 2004 was the Disinfection Byproducts Rule, which expanded to almost every community system in 2004. See Appendix A for a schedule of new rule implementation.

In 2013, systems with no MCL violations served approximately 96 percent of the state's population, and systems with no monitoring violations served 92 percent of the population. Water systems that received more than one MCL violation served substantially less than 1 percent of the population. Six community systems, comprising .05 percent of the population, received MCL violations for acute contaminants. Acute contaminants differ from chronic contaminants because they can cause an immediate health risk.

Calendar		C	ommuni	ity			Non-t	ransien	t non-	commu	nity	т	ransient	non-co	mmunity			тс	TALS	5	
Year	Population	Systems	MCL	%	MR	%	Systems	MCL	%	MR	%	Systems	MCL	%	MR	%	Systems	MCL	%	MR	%
1999	< 500	1,710	45	3%	487	28%	552	25	5%	180	33%	6,016	267	4%	3,315	55%	8,278	337	4%	3,982	48%
(baseline)	500-9,999 10,000-	557	10	2%	154	28%	132	Ι	۱%	28	21%	85	0	0%	34	40%	774	П	۱%	216	28%
	49,999	92	4	4%	15	16%	0					0					92	4	4%	15	16%
	≥ 50,000	24	I	4%	2	8%	0					0					24	I	4%	2	8%
	Totals	2,383	60	3%	658	28%	684	26	4%	208	30%	6,101	267	4%	3,349	55%	9,168	353	4%	4,215	46%
2010	< 500	1,526	38	2%	209	14%	371	8	2%	71	19%	3,747	203	5%	814	22%	5,644	249	4%	1,094	19%
	500-9,999	492	44	9 %	62	13%	73	3	4%	П	15%	54	4	7%	14	26%	619	51	8%	87	14%
	10,000- 49,999	101	8	8%	10	10%	0					0					101	8	8%	10	10%
	≥ 50,000	2829	I	3%	3	10%	0					0					29	I	3%	3	10%
	Total	2,148	91	4%	284	13%	444	П	2%	82	18%	3,801	207	5%	828	22%	6,393	309	5%	1,194	I 9 %
2011	< 500	1,503	41	3%	152	10%	350	7	2%	52	15%	3,694	183	5%	597	16%	5,547	228	4%	801	14%
	500-9,999 10,000-	491	45	9 %	51	10%	70	2	3%	8	11%	53	I	2%	6	11%	614	50	8%	65	11%
	49,999	103	8	8%	6	6%	0					0					103	8	8%	6	6%
	≥ 50,000	29	I	3%	3	10%	0					0					29	I	3%	3	10%
	Total	2,126	95	4%	212	10%	420	9	2%	60	14%	3,747	184	5%	603	16%	6,293	287	5%	875	I 4%
2012	< 500	1,473	28	2%	157	11%	343	8	2%	46	13%	3,635	191	5%	638	18%	5,451	227	4%	841	15%
	500-9,999 10,000-	485	34	7%	51	11%	63	0	0%	10	16%	55	4	7%	9	16%	603	38	6%	70	12%
	49,999	103	6	6%	7	7%	0					0					103	6	6%	7	7%
	≥ 50,000	29	0	0%	2	7%	0					0					29	0	0%	2	7%
	Total	2,090	68	3%	217	10%	406	8	2%	56	14%	3,690	195	5%	647	18%	6,186	271	4%	920	15%
2013	< 500	1,457	38	3%	162	11%	342	П	3%	42	12%	3,550	178	5%	598	17%	5,349	227	4%	802	15%
	500-9,999 10,000-	479	31	6%	65	14%	59	2	3%	7	12%	58	7	12%	13	22%	596	40	7%	85	14%
	49,999	105	6	6%	10	10%	0					0					105	6	6%	10	10%
	≥ 50,000	29	2	7%	4	14%	0					0					29	2	7%	4	14%
	Total	2,070	77	4%	241	12%	401	13	3%	49	12%	3,608	185	5%	611	17%	6,079	275	5%	901	15%

Table 1: The Number of Public Water Systems with Contaminant and Monitoring Violations

* Data were generated from the SDWIS database. In previous reports, data were pulled from the legacy database and data for all years have been recalculated based on the SDWIS database. The PWS Section adjusted the classification of some water systems to match EPA water system type codes; a number of water systems included in previous reports are considered by EPA to be nonpublic systems and are not subject to federal regulation. Information is believed to be reliable and has been verified and revised as part of the data migration process.

+ "Population" indicates the grouping of systems by the number of people served. 1999 population data is based on last available record prior to Oct. 1, 2005.

Systems" means the number of public water systems serving the population size indicated.

(Footnotes continued on page 5)

(Footnotes continued from page 4)

§ "MCL" means a violation concerning the maximum permissible level of a contaminant in water delivered by a public water system.

¶ "MR" means a failure to monitor for required water quality tests as defined by federal and state regulations.

Table 1 is a summary of the number of systems receiving one or more contaminant exceedance or monitoring violations in the given time period. The compliance rates do not account for the ever-increasing number of contaminants required for testing.

Systems with MR violations (Table 1) had such violations largely because water systems have numerous opportunities to collect and report on water quality. A typical system monitors at least monthly and has a large number of required tests. Missing a single test during the course of a year causes the system to be in violation.

The MCL violations (Table 1) indicate the number of systems with at least one contaminant exceeding permissible levels during the given year. A typical system has many opportunities to test during the course of one year. Most systems receiving bacteriological MCL violations return to compliance by the next compliance period. However, a public water system receiving at least one violation will appear on this table.



2.3 New System Performance

The PWS Section evaluates performance of new public water systems by tracking compliance rates following their initial date of operation. Table 2 compares new and "found" system performance to the performance of all systems during the period from 2011 through 2013. Found systems started operations without the knowledge or approval of the PWS Section and were discovered by regional office staff while conducting fieldwork. Found systems did not complete the plan review process and thus have not completed the capacity development milestones. These systems are often improperly constructed and system owners have little or no understanding of compliance requirements. The PWS Section staff work with these systems to prepare them for compliance oversight. The data show that new community, NTNC and transient water systems exhibit better compliance with monitoring requirements than found systems.

Table 3 (page 7) shows the beginning year of new systems and the historic compliance trends of those systems that have remained active. In general, these systems exhibit improving compliance rates as time increases, meaning that the longer a system is in operation, the better able it is to comply. This implies that a water system can learn to improve their operation and compliance rates and that additional work with new systems to improve initial compliance is needed.

System Compliance Begins Period		Community					Non-transient non-community						Transient non-community						TOTALS						
(Years)	(Years)	System	s SS*	MCL	%	MR	%	System	ns SS	MCL	%	MR	%	System	s SS	MCL	%	MR	%	Systems	SS	MCL	%	MR	%
All Systems 2011-2013	2011-2013	2,139	71%	166	8%	479	22%	438	85%	27	6%	132	30%	3,825	98%	480	13%	1,250	33%	6,206	88%	669	11%	I,837	30%
New Systems that completed the Capacity Development requirements 2011-2013	2011-2013	11	55%	Ι	9%	I	9%	6	100%	I	17%	0	0%	0	0%	0	0%	0	0%	18	72%	2	11%	I	6%
Found Systems ^B 2011-2013	2011-2013	29	93%	0	0%	9	31%	13	85%	I	8%	8	62%	41	100%	11	27%	20	49%	175	95%	20	11%	59	34%

Table 2: Comparison of Public Water Systems Beginning Operation Between 2011 to 2013 and All Active Public Water Systems During the Last Three YearsWith Contaminant and Monitoring Violations

* Small Systems (SS) indicates percent of systems that serve less than 500 persons and operated during the indicated year.

^β Found Systems indicates the number of public water systems identified during this three-year period that were not previously on the PWS Section inventory list. It is anticipated that the number of found systems will increase as PWS Section staff perform more inspections.

System	Compliance				munity		• •	1	lon-tra								ion-com					тот	ALS		
Begins (Year)	Period (Year) ‡	Syste	ms SS*	MCL	%	MR†	%	Syster	ns SS	MCL	%	MR	%	Systen	ns SS	MCL	%	MR	%	Systems	SS	MCL	%	MR	%
()	(rear) ·																								
2006	2006 2007 2008 2009 2010 2011 2012 2013	39 39 35 34 34 33 31 30	95% 95% 94% 94% 94% 94% 94% 93%	2 3 1 1 2 2 2	5% 8% 3% 3% 6% 6% 7%	21 15 7 2 2 2 2 2 3	54% 38% 20% 6% 6% 6% 10%	13 11 9 7 5 4 3 3	85% 82% 89% 86% 80% 75% 100% 100%	 0	8% 9% 22% 14% 20% 25% 0% 0%	10 7 2 0 1 0 0	77% 64% 22% 0% 0% 25% 0% 0%	77 73 66 65 66 63 60	100% 100% 100% 100% 100% 98% 98%	2 6 3 4 1 4 3 4	3% 8% 4% 6% 2% 6% 5% 7%	46 38 14 12 8 10 8 4	60% 49% 19% 18% 12% 15% 13% 7%	129 127 117 107 104 103 97 93	97% 97% 97% 97% 97% 97% 97%	5 10 6 3 7 5 6	4% 8% 5% 6% 3% 7% 5% 6%	77 60 23 14 10 13 10 7	60% 47% 20% 13% 10% 13% 10% 8%
2007	2007 2008 2009 2010 2011 2012 2013	27 27 27 27 26 22 22 22	93% 93% 93% 88% 91% 91%	2 6 7 5 3 2 3	7% 22% 26% 19% 12% 9% 14%	7 4 3 3 1 0	26% 15% 11% 11% 12% 5% 0%	10 10 9 7 8 8 8	70% 70% 67% 57% 63% 63%	I 0 0 0 0 0	10% 0% 0% 0% 0% 0%	3 5 2 2 0 1 1	30% 50% 22% 29% 0% 13%	54 52 50 47 45 43 39	100% 100% 100% 100% 95% 100%	2 3 2 	4% 2% 6% 2% 2% 5% 3%	27 20 17 12 9 9 6	50% 38% 34% 26% 75% 21% 15%	91 89 86 81 79 73 69	95% 94% 94% 92% 93% 93%	5 7 10 6 4 4 4	5% 8% 12% 7% 5% 5% 6%	37 29 22 17 12 11 7	41% 33% 26% 21% 15% 15% 10%
2008	2008 2009 2010 2011 2012 2013	20 19 19 19 19 19	90% 89% 84% 84% 84% 79%	0 2 2	0% 5% 5% 11% 11%	3 	I 5% 5% 5% 5% 5%	4 4 4 4 4 4	100% 100% 100% 100% 100% 100%	0 0 0 0 0	0% 0% 0% 0% 0%	0 0 2 2 0 1	0% 0% 50% 50% 0% 25%	50 48 45 42 41 38	100% 100% 100% 100% 100% 95%	2 4 0 3 3 1	4% 8% 0% 7% 7% 3%	22 18 7 8 8 5	44% 38% 16% 19% 20% 13%	74 71 68 65 64 61	97% 97% 96% 95% 95% 90%	2 5 1 4 5 4	3% 7% 1% 6% 8% 7%	25 19 10 11 9 7	34% 27% 15% 17% 14% 11%
2009	2009 2010 2011 2012 2013	7 7 7 7 7	1 00% 1 00% 86% 86% 86%	0 0 1 0 1	0% 0% 14% 0% 14%	2 0 0 1	29% 0% 0% 14%	5 4 4 3 3	100% 100% 100% 100% 100%	0 0 0 0	0% 0% 0% 0%	2 2 0	40% 25% 50% 33% 0%	50 50 48 47 46	100% 100% 100% 100% 100%	2 3 2 3 3	4% 6% 4% 6% 7%	27 7 9	54% 34% 23% 23% 20%	62 61 59 57 56	100% 100% 98% 98% 98%	2 3 3 3 5	3% 5% 5% 5% 9%	31 18 13 12 10	50% 30% 22% 21% 18%
2010	2010 2011 2012 2013	26 26 25 23	85% 85% 84% 87%	 0 0 0	4% 0% 0% 0%	7 3 1 3	27% 12% 4% 13%	10 11 9 9	70% 73% 67% 67%	 0 0 0	10% 0% 0% 0%	2 3 1 0	20% 27% 11% 0%	66 64 57 55	100% 100% 100% 100%	 3 0 2	2% 5% 0% 4%	29 4 8 6	44% 22% 14% 11%	102 101 91 87	93% 93% 92% 93%	3 3 0 2	3% 3% 0% 2%	38 20 10 9	37% 20% 11% 10%
2011	2011 2012 2013	12 11 12	92% 91% 92%	0 0 0	0% 0% 0%	3 2 0	25% 18% 0%	6 6 6	100% 100% 100%	 0 0	17% 0% 0%	 0	7% 7% 0%	57 55 50	98% 98% 100%	6 6 3	% % 6%	22 3 7	39% 24% 14%	75 72 68	97% 97% 99%	7 6 3	9% 8% 4%	26 16 7	35% 22% 10%
2012	2012 2013	15 15	73% 73%	0 I	0% 7%	4 I	27% 7%	10 10	90% 90%	0 1	0% 10%	4 4	40% 40%	44 44	98% 98%	4 7	9% 6%	22 	50% 25%	69 69	62% 62%	4 9	6% 13%	30 16	43% 23%
2013	2013	12	83%	0	0%	3	25%	3	67%	0	0%	I	33%	28	93%	4	14%	14	50%	43	88%	4	9 %	18	42%

* Small Systems (SS) indicates percent of systems that serve less than 500 persons and operated during the indicated year.

‡ Compliance Period (Year) summarizes the number of new systems that remain active and their compliance for each subsequent compliance period. For example, in 2013, only 30 of the 39 community systems that began operation in 2006 were still active.

2.4 Trend of Compliance Violations versus Required Contaminant Sampling Events

The PWS Section analyzed contaminant monitoring schedules from 2005 through 2013 with respect to the total number of analytes, since many contaminant schedules include multiple analytes. Each analyte is a chemical compound, element or specific biological group required for analysis under state and federal rules, and omission of a single analyte results in a violation. Staff compared the number of analytes required for analysis to the number of monitoring and MCL violations issued for each calendar year during 2005 through 2013.

Figure 3 shows the total number of required analytes as bars (referenced by the scale on the left axis) versus the number of monitoring and MCL violations as lines (referenced by the scale on the right axis) issued to water systems during each calendar year. This figure shows that despite the substantial number of analytes required for analysis, the number of violations has decreased markedly since 2005. Many federal drinking water rules require three-year cyclical sampling to be performed and reported by the end of the three-year compliance periods ending in 2007, 2010, 2013, etc. The large increases of required analytes in 2007, 2010 and 2013 are due to these three-year compliance periods. Triennial samples that were not collected in 2007 resulted in the large spike in monitoring violations. The 2010 and 2013 data do not show a similar large spike, which implies that onsite activities performed by regional office staff, outreach efforts by central office staff, PWS Section-hosted trainings and other programs had a positive effect on monitoring compliance. Note that MCL violations dropped from 882 to 431 during the 9-year period.



3.0 Assessing Capacity through Capacity Development Program Objectives

The August 2000 report, "North Carolina's Capacity Development Strategy for Existing Public Water Systems," identified indicators to evaluate the progress of the Capacity Development Program. Below is an excerpt from this report.

The primary component of North Carolina's Capacity Development Program is an evaluation of technical, managerial and financial capacity during the planning stages of new construction, expansion or system alteration. Therefore, a key indicator of water system capacity is compliance with the requirements specified in Section .0300 of the *Rules Governing Public Water Systems*. Specifically, the PWS Section uses existing databases to track the following information:

- Number of public water systems with approved plans and specifications,
- Number of public water systems with a completed water system management plan (WSMP),
- Number of public water system projects with a submitted engineer's certification that documents the system is constructed in accordance with approved plans and specifications,
- Number of public water system projects with an applicant certification that documents the system has an operation and maintenance plan and an emergency management plan
- Number of public water systems that have an appropriate certified operator in responsible charge.

The above information, in addition to compliance information, is used to measure improvements in capacity.

In addition, the PWS Section tracks the number of water supply intakes with state-approved source water protection plans and/or source water assessments as a measure of improved capacity.

Supporting activities for capacity development include compliance and enforcement, source water protection planning and related activities that encourage local participation in drinking water protection activities. The PWS Section continues to explore ways in which information from these activities can enhance the capacity of regulated water systems.

3.1 Increases in Systems Completing Capacity Development Measures

Table 4 (page 10) is a summary of the numbers of systems that have completed the specific Capacity Development Program activities identified in Section 3.0. This table provides the percent completed compared to the total community and non-transient non-community systems.

By program definition, systems that complete the measures depicted in Table 4 increase their capacity. The systems represented in Table 4, with plans approved, have water infrastructure designed in accordance with applicable rules that help to ensure the water is treated and distributed safely. Systems covered by valid WSMPs have acknowledged their water system policies and have certified that their anticipated budget allows the system to remain viable over time. Systems with applicant certifications for projects have operation and maintenance protocols and emergency management plans. These are used for upkeep of the water system and can be applied during water-related emergencies. Systems with final approval have completed all the capacity development measures for at least one project.

	Total Number	Systems		Systems		Systems Co							
10/1/99	of Community and Non- transient non-	Plans Submitte	ed	Íans Approve	ed	by Comple Water Syst Manageme	tem	Systems Engineer Certifica	's	Systems O&M an Plans*		Systems Final Approva	
through:	community Systems	#	%	#	%	#	%	#	%	#	%	#	%
Dec. 31, 2003	3,087	1,075	34.8	901	29.2	1,340	43.4	606	19.6	309	10.0	298	9.7
Dec. 31, 2004	3,045	1,212	39.8	1,012	33.2	I,405	46.I	718	23.6	439	14.4	428	14.1
Dec. 31, 2005	2,776	1,310	47.2	1,118	40.3	1,453	52.3	839	30.2	538	19.4	549	19.8
Dec. 31, 2006	2,749	1,399	50.9	1,210	44.0	1,500	54.6	939	34.2	711	25.9	727	26.4
Dec. 31, 2007	2,705	1,477	54.6	1,291	47.7	1,521	56.2	1,076	39.8	995	36.8	954	35.3
Dec. 31, 2008	2,649	1,564	58.9	1,366	51.5	1,591	59.9	1,173	44.2	1,104	41.6	١,077	40.6
Dec. 31, 2009	2,549	1,644	63.2	1,445	55.6	I,577	60.6	1,310	50.4	1,255	48.3	1,247	47.9
Dec. 31, 2010	2,592	1,701	65.6	1,503	57.9	I,606	61.9	1,385	53.4	1,336	51.5	1,328	51.2
Dec. 31, 2011	2,546	1,744	68.5	1,554	61.0	1,614	63.4	1,450	57.0	1,406	55.2	1,398	54.9
Dec. 31, 2012	2,496	1,788	71.6	1,600	64. I	1,624	65.I	1,503	60.2	1,453	58.2	1,452	58.2
Dec. 31, 2013	2,471	1,829	74.0	1,645	66.6	1,637	66.2	1,555	62.9	1,506	60.9	1,508	61.0

Table 4: Capacity Development Measures

*Tank rehabilitation projects do not require an Applicant Certification or a WSMP. A water system may receive final approval for a tank rehabilitation project based on a valid engineer's certification only.

**It is important to note that not all projects are built during the same year that plans are approved and that an authorization to construct is issued. An authorization to construct is valid for a period of two years. Some projects that receive this authorization are not constructed.

^{*} The number of systems covered by complete WSMPs has been updated to include multiple systems under single ownership with a master WSMP.

"Systems with Plans Submitted" means the number of systems with at least one set of engineering plans and specifications submitted for review during the indicated period.

"Systems with Plans Approved" means the number of systems with at least one set of engineering plans and specifications reviewed and approved during the indicated period.

"Systems with Water System Management Plan Complete" means the number of systems with at least one WSMP completed during the indicated period.

"Systems with Engineer's Certification" means the number of systems having at least one engineer's certification during the indicated period in which a project was constructed according to approved plans and specifications.

"Systems with O&M and EM Plans" means the number of systems having at least one applicant certification during the indicated period that a project had an operation and maintenance plan and an emergency management plan.

"Systems with Final Approval" means the number of systems meeting all our capacity development requirements during the indicated period and for which a permit to operate was issued.

The Capacity Development Program assures that an increasing number of public water systems have evaluated their capacity in accordance with the program's objectives as discussed in Section 3.0. From Oct. 1, 1999 through the end of 2013, approximately 1,830 systems submitted 26,360 projects for review; 1,508 systems achieved final approval status for 18,157 projects. The PWS Section sends written correspondence on a monthly basis to systems that have projects approaching their "authorization to construct" deadline and for which no engineer's certification or applicant certification have been received. This correspondence informs the system to submit the required documentation, request an extension of the authorization to construct, or withdraw the application if the project will not be constructed. As of Dec. 31, 2013, approximately 1,640 systems submitted a WSMP self-assessment deemed satisfactory by the PWS Section. Note that one WSMP may include multiple systems under single ownership.

The PWS Section has received an average of approximately 1,760 plans per year since the inception of the Capacity Development Program. The PWS Section either approves the plans or issues comments for plans that do not meet

minimum rule requirements. The PWS Section does not approve all plans submitted. Plans that are withdrawn by the applicant or recycled by the PWS Section due to the applicant's lack of response to comments after an extended period, make up about 7 percent of plans submitted for review. The PWS Section sends reminder letters to applicants and provides an opportunity to respond to comments prior to recycling the project.

Completion of the Capacity Development Program requirements indicates that a public water system has completed both operation and maintenance plans and emergency management plans. These plans are valuable tools for the proper maintenance of the water system and provide incentive for the system to prepare for emergency and disaster events. With this requirement, the PWS Section has built a strong foundation regarding recent security concerns and federal requirements for vulnerability assessments and disaster preparedness for public water systems. A potential weakness, however, may be the lack of requirement to update the plans on a set frequency.

4.0 The PWS Section Regional Offices

The PWS Section regional offices play a vital role in supporting and maintaining water system capacity throughout the state. Regional office staff provide services that are crucial to increasing water system capacity through better compliance with sampling and engineering infrastructure requirements. Regional office staff also provide input to improve system management, operations and operator compliance.

4.1 Site Visits

The seven regional offices provide support primarily through direct interaction with water systems. The most common reasons for visits are to perform sanitary surveys, provide technical assistance, perform informal and construction inspections, perform investigations regarding violations or complaints and to provide compliance assistance. As seen in Figure 4, the PWS Section regional office staff performed approximately 7,470 visits to water systems in 2013, of which 2,846 were sanitary surveys. The numbers in Figure 4 depict only distinct site visits performed regardless of the number of staff that participated in the visit. The solid line depicts the number of systems visited annually and the stacked columns depict the number and type of visits performed per year.



Many site visits focus on customer service and provide assistance regarding technical and regulatory concerns. PWS Section regional staff often make several visits to a given system during the course of the year to help solve site-specific problems. Of the 3,676 water systems visited in 2013, 1,588 were community systems, which serve nearly 7.7 million consumers.

4.1.1 Sanitary Surveys

The sanitary survey is the most comprehensive site visit the regional offices perform. Sanitary surveys are EPAmandated site visits performed by field staff to identify deficiencies in technical and managerial capacity. The PWS staff evaluate the following aspects of a water system during the sanitary survey:

- Source water,
- Water treatment,
- Distribution system,
- Finished water storage,
- System pumps,
- Monitoring and reporting data verification,
- Management and operations, and
- Operator compliance.

During the sanitary survey, the PWS Section staff member inspects the water system for approximately 190 potential deficiencies that can exist within the aspects listed above. The deficiency classifications range from significant deficiencies to minor deficiencies to recommendations. All significant and minor deficiencies are rule-based, whereas recommendations represent preferred practice. The regional staff assists water systems by providing technical assistance to correct any deficiencies that exist. Technical and managerial capacity issues are identified and corrected, because of these surveys. Additionally, the PWS Section regional staff is able to recommend improvements that have the potential to benefit the water system and improve capacity.

The PWS staff perform sanitary surveys at the minimum frequency of surface systems once a year, community well systems every three years, and non-community systems every five years.

4.1.2 Non-Sanitary Survey Site Visits

In addition to sanitary surveys, regional office staff perform other types of visits to water systems. Described below are the most common types of non-sanitary survey site visits.

- Technical Assistance Staff provide assistance with technical issues that require industry knowledge and expertise. Examples of technical assistance visits include evaluating leaks, well water pump and storage issues, treatment adjustments, and cross connection control.
- Informal System Inspection These inspections vary in scope and can include updating ownership information, testing residual disinfectant concentration, collecting new well information, reviewing rules with the owner or operator to facilitate compliance and other tasks.
- Construction Inspection Staff periodically inspect projects under construction to confirm they are constructed in accordance with the approved plans and specifications. Any non-approvable variations noted during construction will have the opportunity to be corrected prior to completion of the project, which helps ensure that approved projects can be placed into service as quickly as possible.
- Investigation Staff may choose to perform an investigation when a water system receives a violation or if a customer has issued a complaint regarding water service or quality. In the event of a coliform violation, regional staff may help collect samples to determine if the coliform contamination has been abated. PWS Section staff provide instruction if the water remains positive for coliform. Regional staff provide training to water system representatives for response to other violations. If there are customer complaints, regional staff communicate with the complainant and may collect and analyze water samples if warranted.
- *Compliance Assistance* Regional staff provide education and materials to water system representatives to facilitate a return to compliance.

Visits performed by regional office staff help systems improve compliance with sampling and engineering infrastructure requirements, as well as with management, operations and operator compliance concerns.

5.0 Water System Infrastructure Funding

The PWS Section, through the Drinking Water State Revolving Fund (DWSRF), has increased the capacity of water systems by providing funding mechanisms for capital improvement projects. DWSRF funding is available through low-interest and principal forgiveness loans. The loan program moved to the new N.C. Division of Water Infrastructure effective July 1, 2013, but was part of the PWS Section for six months of this reporting period.

5.1 Drinking Water State Revolving Fund

Water systems must apply to the DWSRF Program for water infrastructure funding consideration. The PWS Section prioritizes the applications and selects the highest priority projects for funding. The PWS Section uses the DWSRF Program to address the following short-term objectives associated with water systems:

- Provide loans to reduce acute health risks,
- Provide loans to enable water systems with the adequate capacity to consolidate non-viable water systems,
- Provide funding for preventative and efficiency measures, such as proactive source water protection and replacement of aging infrastructure, and
- Provide technical assistance for small systems.

Through its ongoing funding activities, the DWSRF Program increases capacity for water systems throughout North Carolina by promoting the following long-term objectives:

- Increase the percent of population served by safe public water systems,
- Increase the safety of public water systems,
- Promote safe and affordable drinking water by reducing costs associated with capital improvements,
- Assist water systems to remain compliant with increasingly complex rules under the *Safe Drinking Water Act*, and
- Ensure technical integrity of the proposed water system improvements, advocate self-sufficiency, protect water resources from new pollution sources and promote sustainability.

As of the end of Fiscal Year 2014, approximately \$556 million of DWSRF Program funds were committed to systems in the form of low-interest and principal forgiveness loans. The DWSRF Program continually increases its ability to provide low-interest loans to water systems through federal capitalization grants, the required 20 percent state match and the repayment-funding stream of revolving loans.

5.1.1 Failing System Loans

Many systems, especially small systems, lack the resources needed to provide consistent safe drinking water to the public as required by the EPA. This situation may result in long-term noncompliance. Principal forgiveness loans are available to water systems having adequate capacity to take over a failing system. In most cases, this process includes installing supply lines and replacing the distribution system in the failing system. Currently, the PWS Section is working to consolidate nine non-viable public water systems. These systems serve about 98,000 consumers. Completion of these consolidation projects will give these consumers access to water systems with greater capacity. In addition to these efforts, the PWS Section has consolidated 24 non-viable systems since the program's inception in 2004.

5.1.2 Fast-Track Loans

The DWSRF Program implemented a fast-track loan option to decrease the time required to provide funding for infrastructure projects. The fast-track loan option allowed faster funding for applicants that were ready to proceed and willing to waive the opportunity to compete for principal forgiveness loans. In contrast to the traditional DWSRF application process, applicants seeking a fast-track loan were not required to submit prioritization information or wait for the annual review cycle. The fast-track loan option provided access to available funds on a first-come first-serve basis to increase the speed of awarding funds significantly. This option allowed applicants to begin construction of water system infrastructure projects sooner than those funded through traditional DWSRF loans. The DWSRF Program committed about \$13 million to eight fast-track loan projects during Fiscal Year 2013. The Division of Water Infrastructure has since discontinued this program.

6.0 Drinking Water Protection

The PWS Section, through the N.C. Drinking Water Protection Program, offers services to assist in the protection of local drinking water sources. This program is non-regulatory. Water systems may voluntarily participate to improve their current and long-term capacity by implementing proactive steps to reduce potential contamination. The program offers technical assessments of the state's more than 9,000 drinking water sources, and it maintains financial incentives through a network of collaborating state agencies.

6.1 N.C. Drinking Water Protection Program

The PWS Section continued to improve and implement North Carolina's Drinking Water Protection (DWP) Program in 2013. The DWP Program evaluates the susceptibility to contamination and initiates protective strategies for the state's public drinking water resources. It is the only statewide program with an exclusive concentration on proactive drinking water source protection. Activities include delineation and assessment of drinking water sources, wellhead and surface water protection, coordination with other state agencies, and initiation of new programs designed to encourage local DWP Program efforts. These activities encourage public water systems to protect their water sources, supporting a multi-barrier approach to drinking water protection. Systems that maintain drinking water sources that are less susceptible to contamination may achieve greater financial and technical capacity because fewer resources may be expended for water treatment.

Partnership arrangements with other agencies and programs are a major component of the PWS Section's drinking water protection strategy. Specifically, other agencies integrate DWP Program data into their agendas and funding priorities. The DWP Program maintains relationships with agencies that fund agricultural best management practices (BMPs), stormwater BMPs, land conservation, and stream restoration projects. Additionally, the N.C. DWP Program continued to facilitate a statewide collaborative (formed in December 2011) that includes representatives from university programs, government agencies, non-profit organizations, professional associations, and regional councils of government. This diverse and semi-autonomous group has agreed to provide expertise and resources to implement strategies that encourage DWP activities.

The DWP Program continued to improve the functionality of its geographic information system mapping applications, which exist to assist local governments, water system owners, volunteer organizations and other agencies with information vital to protect drinking water. Susceptibility ratings and associated assessment results are critical components of this data and are summarized in reports made available via the PWS Section's geographic information application, and can be found at: www.ncwater.org/?page=63. Agencies enlisting drinking water protection as a priority item within their own environmental programs use the PWS Section's geographic information system locator to help locate and prioritize environmental projects. To see the GIS locator, go to: http://149.168.87.14/pws/.

The N.C. DWP Program promotes and provides technical expertise to assist communities with local source water protection planning. The program uses a successful seven-step process across the state to protect both ground and surface water sources. To date, the PWS Section has approved six local surface water protection (SWP) plans, which serve to protect drinking water for approximately 225,000 people. The source water protection planning process empowers local stakeholders to define and achieve long-term, proactive drinking water protection goals.

North Carolina's DWP Program is a national leader and considered as a model for other states by the EPA. As such, program staff are often invited to share successful strategies and to provide perspective at national meetings and conferences. For example, in 2013 two DWP Program staff gave presentations about our Source Water Collaborative at national conferences.

6.2 N.C. Wellhead Protection Program

The SDWA Amendments of 1986 established requirements for states to develop Wellhead Protection (WHP) programs. Congress intended these programs to be a key part of a national groundwater protection strategy, which prevents contamination of groundwater used for public drinking water. North Carolina's EPA-approved WHP Program is part of this national strategy. The WHP Program is a pollution prevention and management program designed to protect groundwater sources of public drinking water supply. Public water systems that choose to participate in the program develop and submit a local WHP plan to the PWS Section for review and approval.

In North Carolina, development of a local WHP plan is voluntary and viewed as a valuable supplement to existing state groundwater protection programs. The PWS Section's WHP Program is for city and county governments and water supply operators that decide to provide added protection to their local groundwater supplies. Upon implementation, the local WHP plan reduces the susceptibility of wells to contaminants. The reduction of susceptibility to contamination increases the capacity for water systems to provide compliant drinking water by reducing the need to install costly treatment options to remove contaminants.

The PWS Section approved nine WHP plans comprising 21 water systems during the current reporting period. Of these plans, four were renewals of previously approved plans. This brings the number of unique WHP plans

approved during the reporting period to 136. Five of these WHP plans were developed for PWS systems, which are no longer active. At the end of the current reporting period, the 131 active WHP plans cover 146 PWS systems with 872 public water supply wells serving approximately 920,000 people. The PWS Section expects these plans will assist in reducing the susceptibility of these sources of public drinking water to contamination.

In addition to the review of completed WHP plan submittals, the WHP Program reviewed draft wellhead protection area (WHPA) delineations submitted by public water systems in the early stages of plan development. This allows the systems to receive tentative approval of their WHPAs prior to proceeding with development of the remaining plan components (*i.e.*, potential contamination source inventory, management plan, etc.), which could be impacted by changes to the WHPAs.

The WHP Program continued to provide support to the state's Source Water Assessment Program (SWAP) and the Drinking Water Protection Program. Program support included review of work products and analysis relevant to delineation and assessment activities participation in the Source Water Collaborative, as well as assisting in the generation of SWAP reports.

7.0 Operators Certification Program

The N.C. Water Treatment Facility Operators Certification Board has authority to oversee the examination of water system operators and the certification of their competency to operate drinking water system facilities. The Operators Certification Program, which is located within the Public Water Supply Section of the Division of Water Resources, provides support to serve the board and initiate its policies. Program staff perform a variety of functions that include: administering statewide examinations, approving continuing education opportunities, managing database and state records, providing training and outreach, depositing fee receipts, participating in the enforcement of *Rules Governing Water Treatment Facility Operators* (Title 15A Subchapter 18D), and coordinating an annual renewal process. North Carolina currently has approximately 5,000 certified water system operators with about 7,000 active certifications.

The Operators Certification Program continues to increase the capacity of public water systems by influencing the technical training and increasing the competency of public water system operators. In 2013, changes were initiated to improve business efficiency and to expand customer services to the state's certified operator community. The most notable change included a divisional restructuring that consolidated programs serving the state's wastewater, animal waste and drinking water operators. This consolidation readily allows sharing of technical advancements (*i.e.*, IT-based solutions) and provides greater opportunity to coordinate training activities. For example, the Operators Certification Program has initiated the development of new software to improve data management related to continuing education, a web-based mechanism to accept electronic fee payment, and an on-site training facility to offer computerized examinations and educational opportunities.

8.0 Partnerships

The PWS Section engages in voluntary and contractual partnerships to enhance capacity development efforts in North Carolina. Participation with U.S. EPA's Area-Wide Optimization Program and contracts with the N.C. Rural Water Association and the UNC School of Government Environmental Finance Center serve to augment the already substantial efforts put forth by the PWS Section.

8.1 Area-Wide Optimization Program

The Area-Wide Optimization Program, or AWOP, is a joint program between the EPA and the states. EPA developed the program to help water systems meet increasingly stringent regulations and achieve higher levels of water quality. The PWS Section has participated in AWOP since 2000 and works cooperatively with water systems to use existing equipment and treatment processes to improve or optimize water quality.

A typical scenario under AWOP is for PWS Section employees, AWOP participants from other states, representatives from the EPA, and the water system operators to optimize the water treatment processes of a water system that has volunteered to host the AWOP activities. These activities enhance capacity by optimizing the capabilities of the volunteering water system while allowing all AWOP participants to share and increase their knowledge of water treatment.

In 2013, AWOP team members were involved in many outreach activities at water systems throughout the state. The team observed extended terminal subfluidization wash procedures, which reduce filter ripening periods and reduce or eliminate filtering to waste, in Statesville and Concord. AWOP team members provided disinfection byproduct performance-based training, addressing strategies to control disinfection byproduct concentrations. Another of the major efforts undertaken in 2013 by the N.C. AWOP team members was the development and demonstration of the distribution representative sampler to systems and regional staff throughout the state. The sampler flushes a specific volume of water from fire hydrants so staff can analyze a water sample representative of water in the distribution system. The sampler enables systems to evaluate water quality throughout their distribution system, providing the information necessary to make operational changes to improve the quality of drinking water in North Carolina.

The PWS Section will award 38 systems the 2013 AWOP Award for optimized treatment at their drinking water treatment facilities. PWS Section regional staff present these awards in the presence of the governing body of the water system. The PWS Section awards water systems each year that demonstrate outstanding turbidity and microbial removal and for meeting performance goals that are more stringent than the state and federal drinking water standards. Water systems meet these goals by increased surveillance, by reducing treatment fluctuations and by maintaining excellent coagulation and filter performance. By reaching this level of optimized performance, employees of these water systems have demonstrated their dedication to provide their customers with the best possible drinking water quality. Providing public recognition of these awards builds elected officials' support with the utility staff activities and may help expand the number of participating systems.

8.2 UNC School of Government Environmental Finance Center

The PWS Section, through partnership with the UNC School of Government's Environmental Finance Center, has assisted in the establishment and strengthening of partnerships and collaboration between water systems, maintaining sustainable finances and rate setting. The Environmental Finance Center updated deliverables from previous contracts and executed new projects.

The Environmental Finance Center is currently working with the PWS Section on the following projects:

- Assessing the managerial capacity of water systems in North Carolina and ranking systems in terms of their managerial capacity needs;
- Training to assist water systems with managerial capacity needs; and
- Assessing the feasibility of water system management partnerships.

The projects under development will assist water systems with financial planning and enable the PWS Section to increase financial capacity of water systems in North Carolina.

8.3 N.C. Rural Water Association

The PWS Section has a contractual agreement with the N.C. Rural Water Association for circuit riders to provide technical assistance to water systems that serve less than 10,000 people. A circuit rider receives system referrals from the PWS Section and requests for assistance from other sources. During the reporting period, the circuit riders completed 871 contacts to systems with issues such as compliance and treatment, operation and maintenance, water loss and leak detection, management techniques and emergency response. Circuit riders conduct initial visits to referred water systems to explain monitoring requirements and to enhance the systems' ability to meet all regulatory requirements.

9.0 Conclusion

Water system compliance has increased significantly since the PWS Section started implementing the capacity development strategies discussed in this report. During this time, implementation of several federal drinking water rules occurred. This initiated additional sampling requirements and new MCLs, resulting in a more complex regulatory environment for water systems. The PWS Section continues to add new initiatives to improve compliance. Compliance with sample collection and monitoring requirements has increased from 55 percent of systems in 1999 to 85 percent of systems in 2013. Compliance with MCLs has remained roughly constant during the period.

The PWS Section focuses the intent of all activities to increase water system compliance and the protection of public health. Some of these include:

- Regional office site visits,
- Central office-sponsored trainings and outreach activities,
- Review and approval of water system infrastructure plans,
- Certification and training of water system operators, and
- Partnerships with other institutions to increase system outreach activities and develop tools to aid in achieving and maintaining compliance.

The PWS Section believes these activities continue to improve overall water system compliance throughout the state and that these activities will continue to be crucial to achieving and maintaining water system compliance with federal drinking water rules.

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Appendix A

Table A.1:	Schedule of New Rule Implementation by EPA
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Calendar		New Monitoring	New Level (MCL or Treatment Technique)	
Year	Rule	Requirements	Requirements	System Description
2002	Arsenic		MCL lowered from 0.05 mg/l to 0.01 mg/l	CWS, NTNC
	Disinfectants and		THM MCL lowered from 0.10 mg/L to 0.080 mg/L as a	
	Disinfection Byproducts	THM and HAA quarterly	running annual average (RAA). HAA MCL established	CWS, NTNC
2002	Rule (DDBP)	sampling	at 0.060 mg/L as RAA.	Subpart H, population >= 10,000
		Disinfectant residual		
		monthly sampling (with		
		total coliform rule	Chlorine and chloramines maximum residual	CWS, NTNC
2002	DDBP	schedule)	disinfectant level established at 4.0 mg/L as RAA.	Subpart H, population >= 10,000
		Total organic carbon		
		(TOC) monthly	Treatment technique for TOC removal; ratio of actual	CWS, NTNC
2002	DDBP	monitoring	to required removal >= 1.00 as RAA.	Subpart H, population >= 10,000
				CWS, NTNC
		Bromate monthly		Subpart H using ozone, population >=
2002	DDBP	monitoring	Bromate < 0.010 as RAA.	10,000
	Interim Enhanced Surface			
	Water Treatment Rule	Profiling and		All system types
2002	(IESWTR)	benchmarking		Subpart H, population >= 10,000
			Maximum turbidity level lowered from 5 NTU to 1	
			NTU. 95% turbidity level lowered from 1 NTU to 0.3	All system types
2002	IESWTR	Turbidity	NTU.	Subpart H, population >= 10,000
				CWS, NTNC
		THM and HAA quarterly	THM MCL lowered from 0.10 mg/L to 0.080 mg/L as	Subpart H including populations <
2004	DDBP	or annual sampling	RAA. HAA MCL established at 0.060 mg/L as RAA.	10,000; Groundwater
		Disinfectant residual		CWS, NTNC
		monthly sampling (with	Chlorine and chloramine maximum residual	Subpart H including populations <
2004	DDBP	TCR schedule)	disinfectant levels established at 4.0 mg/L as RAA.	10,000; Groundwater
				CWS, NTNC
		TOC monthly	Treatment technique for TOC removal; ratio of actual	Subpart H including populations <
2004	DDBP	monitoring	to required removal >= 1.00 as RAA.	10000
				CWS, NTNC
		Bromate monthly		Subpart H including populations <
2004	DDBP	monitoring	Bromate < 0.010 as RAA.	10,000; Groundwater

Cont'd on page A-3

Calendar Year	Rule	New Monitoring Requirements	New Level (MCL or Treatment Technique) Requirements	System Description
	Long Term 1 Surface Water	Profiling and		All system types
2005	Treatment Rule (LT1SWTR)	benchmarking		Subpart H, populations <10,000
			Maximum turbidity level lowered from 5 NTU to 1	
			NTU. 95% turbidity level lowered from 1 NTU to 0.3	All system types
2005	LT1SWTR	Turbidity	NTU.	Subpart H, populations <10,000
			Although new radionuclides monitoring	
			requirements do not take effect until 2008, a	
			number of systems began monitoring early in order	
		Radium 228, monitored	to grandfather data. Early monitoring led to	
2008	Radionuclides	at each entry point	additional MCL violations.	CWS
			Introduces source water monitoring requirements	
		Microbial source water	and treatment technique requirements for	All system types
2009	Ground Water Rule	monitoring	groundwater systems.	Not Subpart H
			MCLs and regulated contaminants do not change	
	Stage 2 Disinfectant /	Location-specific	but compliance is calculated by locational running	
	Disinfection Byproducts	sampling points in the	annual average. Every sampling site must be	
2012	Rule	distribution system	compliant with MCL.	CWS, NTNC

Table A.1 cont'd: Schedule of New Rule Implementation by EPA