UNITED STATES ENVIRONMENTAL PROTECTION AGENCY
WASHINGTON, D.C. 20460

MAR - 7 2005

OFFICE OF
WATER

MEMORANDUM

SUBJECT: National Water Program Guidance – "State and Federal Source Water Assessment and Protection Program Measures - Final Reporting Guidance" -- Strategic Target F and Related PAMs - Fiscal Years 2005 and 2006

FROM: Cynthia C. Dougherty, Director
Office of Ground Water and Drinking Water

TO: Water Management Division Directors, Regions I - X

I am transmitting to you the attached final guidance for reporting on source water assessment and protection measures under Goal 2, Clean and Safe Water, of the EPA Strategic Plan and under the National Water Program Guidances for Fiscal Years 2005 and 2006 - a draft of which was recently circulated for review and comment. The development of this guidance was a joint endeavor of EPA (HQ and Regions), the Association of State Drinking Water Administrators, the Ground Water Protection Council and selected State officials. I want to thank you and your staff and all others for the assistance provided over the last five years. The efforts of everyone involved will help the drinking water and clean water communities in determining activities that will assess how preventing contamination of source waters is protecting public health.

The strategic target and program activities measures in the final guidance are:

Strategic Target (ST) F:

Percentage of source water areas for community water systems that achieve minimized risk to public health (minimized risk achieved by substantial implementation, as determined by a State, of source water protection actions in a source water protection strategy)

Program Activity Measures (PAMs)

- Percent of community water systems for which source water protection strategies are in place and are being implemented (cumulative) - SDW-9 in FY 2006 (PAMs 10 and 11 combined in FY 2005).

- Identify at the State level the most prevalent and/or threatening categories of existing/potential sources of contamination for surface and ground water for community water systems (annually) - SDW-11 in FY 2006 (PAM 15 in FY 2005).

While the strategic target does not change from the language in the Agency's Strategic Plan, 2003-2008, there is now a definition for "minimized risk" and a better understanding of how the States will determine substantial implementation of source water protection activities. In addition, revisions have been made to the PAMs for FY 2006 (see Attachment 1) from FY 2005. Please note that these PAMs are identified as reportable activities with targets and commitments rather than as indicators, which they are in FY 2005. While the development of the National Water Program Guidance for FY 2006 is in process to be finished later this spring, I would like to make sure that all source water targets and commitments for state-based measures have been decided so reporting in 2005 and 2006 can be settled.

With respect to FY 2005 reporting, the strategic target, as defined in February 2004, is still in effect for the current year only (see Attachment 2).

Again, I thank you for all the work you and your staff have invested in this guidance. In the near future, an analogous reporting guidance for the Underground Injection Control program should be issued. With these major activities completed, I am confident that we will make progress in implementing source water protection.

Attachments

cc: Drinking Water and Underground Injection Control Branch Chiefs, Regions I-X

Attachment 1

Elimination or Modification of Certain Source Water Protection Program Activity Measures for FY 2006

We will reduce the number of Source Water Protection Program Activity Measures (PAMs) in the National Water Program Guidance for Fiscal Year 2006 in the following ways:

Combine PAMs 10 and 11 in FY 2005 (SDW-9 in FY 2006)

PAMs 10 and 11 currently read as: (10) "Percentage of source water areas for community water systems that have source water protection strategies in place (cumulative);" and (11) "Percentage of source water areas for community water systems that have implemented some aspects of source water protection strategies (cumulative)." The new PAM will read as:

> " Percent of community water systems for which source water protection strategies are in place and are being implemented (cumulative)."

Initial implementation of source water protection programs for Community Water Systems should be counted only when a strategy is in place that structures the implementation actions. The definition of a source water protection strategy is included in the Final Program Measures Reporting Guidance.

Eliminate PAM 13 in FY 2006

PAM 13 currently reads as: "Percentage of community water systems with source waters classified as high, moderate, or low (H/M/L) for risk susceptibility. (Classifications to be made starting in 2004.)"

The four reasons to eliminate this PAM: (1) only 17 States reported in 2003 on this measure; (2) national tabulation of the H/M/L percentages across the states will not permit national priority setting without access to the State-level maps and the PAM does not envision the maps being provided to EPA; (3) the measure will not likely provide enough inducement to increase the number of states modifying and reconfiguring their assessment information to adopt H/M/L susceptibility ratings of CWSs; and (4) the reality of significant variation among the State approaches to susceptibility determinations presents significant challenges in the national interpretation of the information that would be provided.

Eliminate PAM 14 in FY 2006

PAM 14 currently reads as: "Percentage of community water systems for which delineated source water areas will be available in a GIS digitized format using agreed upon data management protocols."

The 1997 National Source Water Assessment and Protection Program guidance encouraged States, but did not require them, to delineate source water areas in Geographic Information System (GIS) format. While most States have done so, such a measure is not needed to assist states in adopting GIS approaches. States, even in the absence of this measure, will likely use GIS approaches for their source water delineated areas, since these software approaches permit better matching and overlays with many databases and increases understanding of geospatial relationships, particularly in this case between public water supply intakes and wells relative to sources of contamination. The resulting overlays and geospatial analysis, therefore, increases useful information for decision makers.

2003 -2008 Crosswalk of Strategic Targets
& Associated Program Activity Measures (PAMs)
Source Water Assessment and Protection Program

FY03 - 08 Strategic Target	2005 Program Activity Measures	2006 Program Activity Measures
Strategic Objective 2.1.1: Water Safe to Drink: Percentage of the population served by community water systems that receive drinking water that meets all applicable health-based drinking water standards through effective treatment and source water protection.	PAM #10 - Percentage of source water areas for community water systems that have source water protection strategies in place (cumulative).	PAMs 10 & 11 Combined in FY 2006 with new number SDW-9 Percent of community water systems for which source water protection strategies are in place and are being implemented (cumulative).
	PAM #11 - Percentage of source water areas for community water systems that have implemented some aspects of source water protection strategies (cumulative).	
Strategic Target F: Percentage of source water areas for community water systems that achieve minimized risk to public health (minimized risk achieved by substantial implementation , as determined by a State, of source water protection actions in a source water protection strategy).	PAM #13 - Percentage of community water systems with source waters classified as high, moderate, or low for risk susceptibility.	Eliminated in FY 2006
	PAM #14 - Percentage of community water systems for which delineated source water areas will be available in a GIS digitized format using agreed upon data management protocols.	Eliminated in FY 2006
	PAM #15 - Each year, identify at the State Level the most prevalent and threatening categories of existing/potential sources of contamination for surface and ground water for community water systems.	New number in FY 2006 - SDW-11 Identify at the State level the most prevalent and/or threatening categories of existing/potential sources of contamination for surface and ground water for community water systems (annually).

Attachment 2

February 10, 2004

MEMORANDUM

SUBJECT: FY 2005 Definition for Strategic Target F - Source Water Protection

FROM: Cynthia C. Dougherty, Director /S/
Office of Ground Water and Drinking Water

TO: Regional Water Management Division Directors, Regions I - X

Thank you for participating in the conference call on February 3. I think our discussions were extremely helpful in determining how to approach the FY 05 commitment process for the source water protection Strategic Target (F), i.e.,

> In 2005, 20% of source water areas for community water systems will achieve minimized risk to public health. ("Minimized risk" is achieved by substantial implementation, as determined by the State, of source water protection actions in a source water protection strategy.)

After our conference call, I learned that defining this target within a 10-day period of time, which we would have to do given the timetables for the Agency's FY 05 National Program Guidance and OW's Subobjective Implementation Plan, would essentially derail the process already established for defining this strategic target. A workgroup of staff from Headquarters, all Regions, and selected state representatives (picked jointly by the Association of State Drinking Water Administrators and the Ground Water Protection Council) is in the final stage of being formed and will soon start work on the definition. Consequently, I recommend that we wait and implement this Strategic Target as it is intended in Fiscal Year 2006.

This means that for 2005, I think we should stick to the concept and definition that Regions and states have been using for source water measures/commitments for the past four fiscal years. Headquarters and Regional source water protection staff are well aware of these measures and how commitments are determined. I have attached an explanation of how Regions should approach the FY 05 commitment for Strategic Target F and it will be sent, under separate cover, to each Region's Drinking Water Branch Chief and source water and UIC program manager and staff.

There may be implications, however, of using this approach when commitments are needed for FY 06. It is quite possible that commitments for Strategic Target F in FY 06 will be lower than FY 05 once the definition of "substantial implementation" is developed and agreed to because it may be a higher threshold to meet. But as long as Headquarters, Regions, and States clearly understand these definitions, I am confident that we will be able to explain any discrepancies in the FY 06 Annual Performance Report and other national reports.

My staff is also preparing definitions for the other drinking water Strategic Targets A-E as well as Program Activity Measures (PAMs) and will send them to the Regional Drinking Water Branch Chiefs on Monday, February 9. We have also scheduled a conference call for Wednesday, February 11 to discuss any last minute issues and hope to receive all FY 05 commitments on Strategic Targets and PAMs by February 13.

Again, I appreciate your time and attention to these issues.

cc. Regional Drinking Water Branch Chiefs, Regions I-X
Elizabeth Corr, Acting Director, Drinking Water Protection Division

Explanation of FY 05 Strategic Target F

Source Water Protection

The pre-FY 05 measure for source water is:
# of CWSs and % of population served by these CWSs that are implementing source water protection programs.

- A CWS is counted in this measure if it is implementing Steps 1-6 of a source water protection program. Steps 1-4 are the steps of the Source Water Assessment Program each state defined in their Regional Administrator approved programs. Steps five and six, management measures and contingency planning respectively, were defined either by each state or in coordination with Regions. In FY's 2001, 2002, 2003 and 2004, Regions, working with States, have made commitments and will use this measure for FY 2005.

- For FY 2005, a commitment should be made for the "% of CWSs and related % of population implementing source water protection programs." We will do a national conversion to ensure we can write national report language using the new Strategic Target F, which is based on source water areas. If a Region wants to do so, you could make a commitment using the "% of source water areas for CWSs and related % of population implementing source water protection programs."

- To make this measure work in FY 05, we need you to provide us with the definitions of steps five and six being used by each state separately, or by the Region for all your states. This way, we will be able to better describe nationally the nature of what the commitments and end-of-year percentages mean for 2004 and 2005 when we write the annual performance reports for each year.

- If you have any questions or concerns about Strategic target F, please contact Roy Simon. He will also discuss with you how we will collect the definitions of steps five and six mentioned in the previous paragraph.

- An e-mail will be sent out on Monday, February 9, with a matrix of all drinking water/source water/underground injection control Strategic Targets (STs) and PAMs that require FY 05 commitments to Regional Drinking Water Branch Chiefs on Monday, February 9. HQs need to get the Regions' commitments on all STs and PAMs in the matrix by February 12, and this deadline includes the source water ST.