

**REGULATED
INDUSTRIES
COMMISSION**



**QUALITY OF SERVICE
STANDARDS**

FOR THE

SUPPLY AND DISTRIBUTION OF WATER

AND FOR

WASTEWATER SERVICES

DRAFT FOR CONSULTATION

MARCH 2003

FOREWORD

One of the principal objectives of the Regulated Industries Commission (RIC) is to protect the interests of the consumers of the regulated services that fall under its jurisdiction. One means of achieving this objective is by ensuring that service providers meet specified levels of service quality. These prescribed levels are referred to as **Quality of Service Standards**.

Section 6 of the RIC Act (No. 26 of 1998) empowers the RIC to prescribe standards for services, monitor service providers, conduct checks for compliance and impose sanctions for non-compliance. Two such services are the supply and distribution of water and the provision of wastewater services. The Service Provider under the jurisdiction of the RIC is the Water and Sewerage Authority (WASA), which is the main provider of water and wastewater services.

This document sets out draft service standards for WASA. They are presented under the headings of Guaranteed Standards and Overall Standards, and will form the basis for measuring WASA's performance in the area of quality of service. The document also proposes a Compensatory Payment scheme for failure to meet Guaranteed Standards, but a failure to meet Overall Standards will not result in compensatory payments.

The Regulated Industries Commission is seeking the views of the interested parties on these proposed standards. On completion of this consultation process, the RIC will implement the outlined standards.

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1 INTRODUCTION

1.1 Purpose of this Document

1.1.1 This is the first consultative document to be issued by the Regulated Industries Commission (RIC) on the water and wastewater sector. It sets out the RIC's plan for the introduction of service standards for the Water and Sewerage Authority (WASA). The RIC invites comments and suggestions on the standards and performance targets that should apply to the monopoly business of water supply, transmission and distribution and the collection, treatment and disposal of wastewater.

1.1.2 The main purpose of this consultation is:

- To invite comments from the general public, WASA, Non Governmental Organizations (NGOs), businesses, professionals and academics; and
- To reach consensus on the standards to be applied for a three-year period from the date of implementation.

1.2 Comments from Interested Parties

1.2.1 All persons wishing to express opinions/suggestions on this consultative document are invited to submit their comments in writing to the RIC. Responses should be sent by post, fax or e-mail to:

The Executive Director
Regulated Industries Commission
3rd Floor, Furness Building
Cor. Wrightson Road and Independence Square
Port of Spain, Trinidad
Tel: (868) 625-5384 Fax: (868) 624-2027
E-Mail: ricoffice@ric.org.tt

1.3 Comments and Responses

- 1.3.1** In the interest of full participation, the RIC also proposes a specific period for respondents to view other responses and to make comments on them. Corrections to factual errors and counter-arguments are welcome. The photocopies of responses will be provided at a price that reflects the cost of photocopying facilities.
- 1.3.2** On completion of the Consultation, the RIC will publish a **Statement** outlining the findings of the Consultation and the final decisions made regarding the implementation of Quality of Service Standards for the water and wastewater sectors.

1.4 Confidentiality

- 1.4.1** The RIC intends to make responses to this consultation publicly available. However, if requested, the confidentiality of the responses will be respected. Respondents should clearly indicate whether or not comments should be kept confidential.

1.5 Structure of the Document

- 1.5.1** This document is divided into seven (7) sections. Section 1 contains some introductory comments and information. Section 2 attempts to explain the reasons for establishing service standards for the water and wastewater sector and the relevant areas of service for which performance should be measured. Section 3 outlines the details of the Guaranteed Standards Scheme. Section 4 introduces the concept of service standards and Sections 5 and 6 present a detailed description of the Guaranteed Service Standards and the Overall Standards. Finally, Section 7 summarizes the various issues put forward for public consultation.

1.6 Timetable for Consultation

1.6.1 The timetable for the consultation is summarized below:

Activity	Deadline Date
Responses to this Document	April 29 2003
Comments on Responses	May 23 2003
Response to Consultation	June 27 2003
Statement by the RIC	July 25 2003

2 REGULATION OF QUALITY OF SERVICE

2.1 Background

2.1.1 Section 6 of the RIC Act empowers the RIC to prescribe standards of service and impose sanctions for non-compliance. The Act also mandates the RIC to consult with service providers and representatives of consumer interest groups and any other parties it considers as having an interest. It is in this context that the standards of performance covering the provision of service to consumers are being proposed.

2.2 Regulating Quality of Service

2.2.1 The provision of water and wastewater services has natural monopoly characteristics. The customers therefore, have no alternative available at realistic cost and quality and thus regulation of both price and quality is required to prevent abuse of monopoly power. One of the instruments for addressing quality is the establishment of minimum quality standards.

2.2.2 Quality of service is a multi-dimensional concept. It might be possible to define minimum quality requirements relatively objectively but for requirements above the minimum, it is a more personal matter. In some cases, differentiated quality requirements may allow different customer classes to be better served. However, many of the infrastructure services are jointly provided and consumed and as such, the quality of service will necessarily be uniform across all customers.

2.3 Standards of Service

2.3.1 The standards cover a wide range of services and a properly designed standards programme will benefit both consumers and service providers. Certainly, standards should reflect current experiences, but they cannot be

developed intuitively based on this single factor. The most desirable standard should be one that reflects the state of the development of the country and the utility and serve as an incentive inducement to upgrade the performance of the utility to ensure better service.

2.3.2 The standards programme should also be flexible. As more experience is gained, it may be necessary to modify the initial standards to accommodate changing conditions and new insights. Furthermore, no programme can be universally applied from one jurisdiction to another. Each programme must be developed to address the unique characteristics of the service provider involved. The factors outside the provider's control should be considered before rather than after the standards are issued. Finally, a workable incentive system is key to the success of a standards programme.

2.3.3 For monopoly sectors, regulators have typically developed two sets of standards. Individual standards (generally referred to as Guaranteed Standards) present levels of service within certain quality dimensions, which should be provided to a customer on every occasion. The second set of standards, Overall Standards, set utility wide levels of performance against reference levels considered to be appropriate to the particular quality dimension. A third measure, combining overall performance for several criteria, has recently been introduced in some utilities in which quality can be incorporated as a dimension of output.

2.3.4 This document considers two sets of standards:

- **Guaranteed Standards** that set service levels that must be met in each individual case. These standards also carry compensatory payments to the affected customers if the utility fails to provide the level of service required. They generally relate to the relationship

between the utility and the individual customer.

- **Overall Standards** that cover areas of service where it is not appropriate or feasible to give individual guarantees, but where the expectation is that the utility will provide pre-determined, minimum levels of service. These standards generally relate to the quality of service affecting a group of customers.

2.3.5 In developing the proposed standards, the RIC has taken into consideration WASA's structure, operation, past history, specialist information recommended to the Authority by consultants and data on its current service quality performance (**Appendices 1 and 2**). Information was also drawn from the United Kingdom Office of Water Services, Ofwat, (Guaranteed Standards - **Appendix 3**) and the Office of Utilities Regulation (OUR) in Jamaica (Guaranteed and Overall Standards - **Appendix 4**).

2.3.6 One may ask whether WASA can meet the proposed standards. Low revenues, low quality of service and numerous customer queries of all types plague the Water and Sewerage Authority. However, even in the present scenario, standards are needed. No improvement will ever take place if standards are not set, implemented and aggressively monitored. A reasonable approach may be a phased approach to the implementation of the standards giving WASA time to make adjustments.

2.4 Issue for Consultation

The RIC invites views on whether the concept of guaranteed and overall standards is an adequate and appropriate mechanism for monitoring quality of customer service in the water and wastewater sector.

3 THE GUARANTEED STANDARDS SCHEME

3.1 Introduction

3.1.1 The Guaranteed Standards establish service levels that must be met in each individual case and they attract compensatory payments if the service provider fails to meet those prescribed standards. The RIC believes that the proposed guaranteed standards cover the main areas of concern of consumers in the water sector. These standards will be subject to periodic review by the RIC.

3.2 Duration and Review of Standards

3.2.1 The RIC is proposing that the first review of the guaranteed standards should take place at the end of three (3) years from its implementation.

3.3 Compensatory Payments

3.3.1 Failure to meet the Guaranteed Standards will result in compensatory payments. Compensatory payments benefit both the consumer and the utility as they serve two main purposes: one, to compensate consumer for poor quality of service and two, to provide efficiency incentives to service providers. While recompense for the customer is important, equally significant purposes of these payments is to encourage the utility towards better performance, to focus its attention on the causes of failure and to improve the overall level of customer service.

3.4 Compensation Issues

3.4.1 Broadly, there are three main issues for consideration:

- The level of compensation;
- Method of payment; and

- Form of payment.

3.4.2 Level of compensation

3.4.2.1 What should be an appropriate level of compensation? There are several considerations. The level of compensation is never designed to compensate **fully** the customer's actual loss. It should be set instead at a level that reasonably reflects the minimum inconvenience suffered, while not being unduly punitive to the service provider. In addition, the payments should bear some relation to the monthly billing of the customer. (See **Appendix 5** – Average billing and revenue per customer).

3.4.2.2 The average monthly billing for 2001 varied from a minimum of \$7 a month for domestic A1 customers to a maximum of \$73,206 a month for industrial B6 users. Given a significant disparity in the rates between classes of customer, consideration should be given to ensuring that the levels of compensation are appropriate for the particular class of customer.

3.4.2.3 Consequently, the following is proposed:

- The compensation level should be a percentage of a monthly bill as follows:
 - 15% for domestic customers (Class A);
 - 15% for commercial, cottage and agricultural customers (Classes C, D and E); and
 - 3% for industrial customers (Class B).
- Repeated breach of the standard will incur a percentage compensatory figure of:
 - 5% for domestic customers;
 - 5% for commercial, cottage and agricultural customers; and

- 1 % for industrial customers,
for every further period the standard is not met up to a maximum of three periods.

Indicative levels of compensation are shown in **Appendix 6**.

3.4.2.4 The corresponding levels of compensation in Jamaica are 20% and 3% of the average monthly bill for residential and non-residential customer respectively. In the United Kingdom it is approximately 9% of the average monthly bill of a residential customer.

3.4.3 Method of Payment

3.4.3.1 The payments proposed for the guaranteed scheme could be made either automatically by the service provider or claimed by the customer. In the case of the former, the system is more advantageous to customers as it ensures that they receive payment once the standard is breached. However, this will require the introduction of a sophisticated system for monitoring the standards. With regard to the second option, the customer is required to make a claim in order to receive the payment. It is proposed that initially the customer be required to make a claim to the service provider within a specified period, possibly three (3) months.

3.4.4 Form of payment

3.4.4.1 Compensation could be credited to the customer's account or paid by cheque. Payment by cheque may be more burdensome as the service provider has to prepare separate cheques, possibly requiring additional physical and financial resources and placing a strain on the resources of the service provider. The credit payment is simpler, requiring a modification to the billing system to reflect compensation. It is therefore proposed that customer accounts be credited to settle

compensation payments except where payment is being made for damages incurred to a customer's property. Such a payment shall be in the form of a cheque. In the case of customers in arrears credited payments shall be used to reduce outstanding amounts.

3.5 Force Majeure Conditions

3.5.1 It is proposed that the Guaranteed Standards Programme be suspended during natural disasters.¹ There are other events that also affect the operations of the service provider in a significant way and could qualify for suspension of the standards. These include:

- Exceptional system conditions such as major plant breakdown;
- Major accidental and/or malicious damage to property; and
- In times of war, riots or strikes or other civil commotion.

3.5.2 However, under the *force majeure* conditions, it will be the responsibility of the service provider to supply burden of proof that a *force majeure* situation exists and it should be justified to the RIC in order for consideration to be given for a suspension of standards. Under *force majeure* conditions, the service provider shall inform customers as soon as possible of the suspension of standards and the service provider shall take all necessary steps to restore normal service as quickly as possible.

3.6 Issues for Consultation

The RIC invites comments on:

- **The proposed level of compensatory payments;**
- **The proposed form and method of payments;**
- **The proposal that domestic and non-domestic customers be compensated at different amounts.**

¹ Hurricanes, earthquakes, flooding, drought etc.

4 PROPOSED SERVICE STANDARDS

4.1 Standards for the Water and Wastewater Utility

4.1.1 For a service provider, the standards for quality regulation are generally selected from the vast range of existing standards but may be categorized as follows:

- Production phase
 - Health and Safety
 - Environmental
- Product/Service Delivery phase
 - Continuity
 - Reliability
 - Flexibility
 - Frequency
- Customer Service phase
 - Billing accuracy
 - Billing timelines
 - Flexibility in payment methods
 - Response to complaints
 - Response to service requests

4.1.2 The set of standards developed for a service provider should reflect its service record, its existing operations, and existing regulations governing these operations. The standards should not be onerous, thus placing the utility under undue financial burden but seen as a measure devised to encourage the utility towards better performance for its customers.

4.2 Scope

4.2.1 This document proposes guaranteed standards and overall standards for regulation. A guaranteed standard is one where the customers of the service provider are compensated if the standard is breached. This is provided for under the RIC Act. The overall standards are used to improve the performance of the service provider in several areas but a breach of the standard does not carry a compensatory payment.

4.3 Issues for Consultation

The RIC invites views on the categories of performance that should be addressed by quality of service standards and whether other areas should be included.

The RIC welcomes comments on what should constitute guaranteed and overall standards and a rationale as to why they should be guaranteed or overall.

5 GUARANTEED STANDARDS

5.1 General

5.1.1 The proposed Guaranteed Standards for the first three (3) years are shown in **Table 5.1** and are subsequently described in greater detail. All standards are to be implemented at the beginning of the review period with the exception of GWS9, which will be implemented at the end of the second year.

GWS1 Implementation of Schedules

Rationale

The nature of the supply regime in Trinidad and Tobago is such, that water is not supplied on a 24-hour basis to all customers. This has resulted in water service schedules being set up by the service provider to serve the public. The indicator of water pressure is therefore not a useful one in areas where service schedules exist. The adherence to water service schedules will therefore be used as one of the main standards. It is expected that this standard will be eliminated over time as the service provider improves its service delivery to a 24-hour supply for all customers.

Requirement

The service provider shall publish schedules of water service so that the public is advised of the times when water will be supplied to them. If the service provider fails to supply an adequate supply of water to the customer during the prescribed schedule period and it is not due to a supply interruption, the customer shall be entitled to compensation for each and every time water is not supplied during the prescribed schedule period.

Table 5.1 - Guaranteed Standards

Code	Service Description	Performance Measure	Required Units	Further Period for Compensation
GWS1	Implementation of schedules	Specified period to provide water supply	As per scheduled times	
GWS2	Restoration of Supply <ul style="list-style-type: none"> • Planned • Unplanned 	Maximum time to restore supply	12 hrs for non –strategic mains 72 hrs for strategic mains	12 hours
GWS3	Truck borne Supply	Truck borne supply if no mains supply available	No mains supply: 1. After two prescribed water schedule service times 2. 4 hours after prescribed times for planned and unplanned supply interruptions.	
GWS4	Repair to Water Service Connections (WSC)	Maximum time to repair WSC	From 24 hrs to 7 days (see below for details)	See below for details
GWS5	Installation of new WSCs	1. Survey of customer's property 2. Installation of WSC	1. Within 5 days of application 2. Within 7 days of payment	24 hours
GWS6	Reconnections	Maximum time to reconnect supply	48 hrs	24 hours
GWS7	Response to billing queries	1. Reply to billing queries 2. Solution to billing queries	1. Within 5 working days 2. Within 30 working days	24 hours
GWS8	Response to written complaints	1. Reply to complaints 2. Solution to complaints	1. Within 5 working days 2. Within 30 working days	24 hours
GWS9	Compensatory Payments	Maximum time to make payments	90 days	7 days

Note: The above standards will not be in effect during a period of *Force Majeure*. For payment levels see Section 3.4.2

GWS2 Restoration of Supply

Rationale

A supply interruption removes the product from the customer and results in little or no service. It is important that supply be restored in a timely fashion so that customers experience no undue hardship. It is a direct measure of the service provider's performance.

Requirement

Planned interruptions

In the event of a planned interruption to the water supply the provider shall inform customers via the print and/or electronic media when the supply will be restored and shall keep to that time. The maximum duration of the interruption shall not exceed 72 hours.

Unplanned interruptions

If there is an unplanned interruption to the supply, due to a burst main for example, the company shall restore the supply within 12 hours unless the burst or leak is on a "strategic main" in which case the company has up to 72 hours. A "strategic main" is a transmission water main or major water distribution main (between 6" and 54" in diameter), which supplies a broad area.

In addition to these guaranteed standards, the service provider shall also, as soon as possible, take all reasonable steps to inform customers:

- If an alternative supply will be available;
- Where an alternative supply such as communal tanks may be obtained;
- The time it proposes to restore the supply;
- A telephone number where the customer can obtain more information.

GWS3 Supply of Truck Borne Water

Rationale

In the event that mains supply is interrupted for extended periods (more than 72 hours) for any reason, the service provider should ensure a truck borne supply is provided to the customer. Reasons for lack of supply through mains could include planned or unplanned interruptions or lack of service via the water schedule.

Requirement

The service provider shall supply a truck borne water supply in the following circumstances:

- No mains supply after two prescribed water schedule service times (GWS1)
- No mains supply 4 hours after prescribed times for planned and unplanned supply interruptions. (GWS2)

A truck borne supply for this standard is estimated to last 2-4 days.

GWS4 Repair to Water Service Connections (WSCs) affecting customers

Rationale

A broken supply pipe results in little or no supply to customers and therefore affects service. The provider should effect a restoration of supply as expeditiously as possible.

Requirement

The service provider shall repair leaking pipes according to the time frame given below in **Table 5.2**. The time frame is based on the nature and classification of the leak as outlined in the table.

Table 5.2 – Leak Type, Classification and Repair Periods

Nature of Leak	Classification	Time Frame	Further Period for Compensation
WSC leaking heavily	Urgent	Within 24 hours	12 hrs
WSC leaking and resulting in damage to property	Urgent	Within 24 hours	12 hrs
Leak affecting supply to customer	Important	Within 72 hours	24 hrs
Light to medium leak flow	Important	Within 7 days	24 hrs

GWS5 Installation of new Water Service Connections (WSC)

Rationale

A new water service connection means the provision of a supply of water to a prospective customer. This service should be provided as soon as possible after the person makes payment so that the individual is not denied that supply. It is a measure of the service provider’s commitment to the customer.

Connection Procedure

1. Person applies for WSC
2. Person seeks approvals from District Revenue Office and District Medical Office
3. Application is returned to service provider and non-refundable deposit paid
4. Service provider surveys property to ensure water supply possible and type of connection needed
5. Service provider contacts person to return to make final payment if connection viable
6. Person makes payment
7. Service provider makes connection

Requirement

1. The service provider shall survey the prospective customer’s property and provide results of the survey within 5 working days of application

for the connection being received.

2. The service provider shall provide a WSC to the prospective customer within 7 days of his paying for the connection provided that the customer has completed all necessary steps to receive the connection.

GWS6 Reconnections (Return of service)

Rationale

Customers may be disconnected for non-payment of rates. However, this should not be done arbitrarily but after due process by the utility to ensure the customer is delinquent, notification to him of same and of impending disconnection (**see OWS8**). Once the customer updates on his account, the supply should be restored within a reasonable time frame.

Requirement

The service provider shall reconnect customers within 2 working days whose supply has been locked off for non-payment of rates once they have satisfactorily settled their accounts or have made the necessary arrangements for settlement.

GWS7 Response Time to Billing Queries

Rationale

Billing is the means whereby the service provider collects its revenues. Customers are obligated to pay but must be assured that the billing is accurate. The service provider is required to respond to any queries with respect to billing.

Requirement

If a customer writes or telephones querying the correctness of his/her account, the company shall reply within 5 working days from the date of receipt of the letter or call.

The service provider shall complete an investigation and communicate the final position to the customer within 30 working days from the date of receipt of the letter or call.

GWS8 Response Time to Written Complaints

Rationale

The number of customer complaints serves to indicate the satisfaction with the service provided by the service provider. A timely response to complaints is an indication that the customer's needs are being efficiently acknowledged and addressed.

Requirement

If a customer complains in writing about water or sewerage services, the company shall reply within 5 working days from the date of receipt of the letter.

The service provider shall complete investigation and communicate the final position to the customer within 30 working days from the date of receipt of the letter.

GWS9 Compensatory Payments

Rationale

There are two issues:

1. The service provider shall meet the requirements of the guaranteed standards scheme. If these requirements are not met customers are to be adequately compensated within a reasonable time frame so that the scheme works well on their behalf.
2. There are also compensatory payments when there is damage to the customer's property or other claims made by the customer due to negligence on the part of the service provider.

The onus will be on the service provider to ensure payments are credited to the customer's account within a specified time frame.

Requirement

The service provider shall make credit payments that are due under the guaranteed standards scheme within 90 days of the date of the claim.

Compensation will be due if the compensation for the breached standard is not made within the specified period. This will also apply for further periods until payment is made.

Similarly the service provider in cases of damage to a customer's property shall complete investigation, determine liability and make payments that are due, in the form of a cheque, within 30 days of the claim being received.

Compensation will be due if the compensation for the claim is not made within the specified period. This will also apply for further periods until payment is made.

5.2 Issues for Consultation

The RIC welcomes views on:

- **The reasonableness of the proposed guaranteed standards;**
- **The implementation period and schedule for guaranteed standards;**
- **The review period of three (3) years.**

6 OVERALL STANDARDS

6.1 General

6.1.1 The proposed Overall Standards for the first three (3) years are shown in **Table 6.1** and are subsequently described in greater detail. All standards are to be implemented at the beginning of the review period with the exception of OWS2, which will be implemented at the end of the second year.

Table 6.1 - Overall Standards

Code	Service Description	Performance Measure	Required Units
OWS1	Communication in regard to Supply Interruptions	Minimum time to communicate before interruption	48 hours
OWS2	Water Pressure	Minimum and maximum Head	Minimum 14m Head Maximum 70m Head
OWS3	Metering	<ol style="list-style-type: none"> 1. Timely reading of meters 2. Maximum time to repair meters 	<ol style="list-style-type: none"> 1. Every 6 months for domestic customers and every 3 months for non-domestic customers 2. Within 30 days
OWS4	Improvement to drinking water quality & sewage effluent quality	WHO/T&T standards	As per standards
OWS5	Repair to sewers	Maximum time to repair sewers	24 hrs
OWS6	Road restoration	Code of Practice (CP)	24 hrs temporary, 7 days permanent road restoration
OWS7	Leakage	Code of Practice (CP)	As per CP
OWS8	Disconnections	Code of Practice (CP)	As per CP
OWS9	Mains Laying	Code of Practice (CP)	As per CP

OWS1 Communication in regard to Supply Interruptions

Rationale

Due to the inevitability of supply interruptions, customers could be without a water supply at any given instance. It is the responsibility of the service provider however to ensure that customers are informed of planned service interruptions ahead of time so that preparations can be made for absence of service.

Requirement

If the service provider plans to interrupt the water supply for more than 4 hours, it shall inform the customer via the print and/or electronic media at least 48 hours before it cuts off the supply.

OWS2 Water Pressure

Rationale

To ensure that customers receive an adequate supply at all times minimum water pressure needs to be sustained by the service provider. In addition, a maximum water pressure is also to be identified so that no damage results to a customer's pipes and fittings. Because of the nature of service supply in Trinidad and Tobago at present, this standard will only apply to areas that are served with a 24-hour supply.

Requirement

The service provider shall supply a minimum water pressure of 14m head in the water main adjacent to the customer's property. This is usually sufficient to serve three-storeyed properties in the supply area. A maximum of 70m head is not to be exceeded.

OWS3 Metering

Rationale

The service provider is obligated to provide metered customers with properly functioning water meters so that an accurate billing can be made.

Requirement

1. The service provider has the responsibility to provide one measured (not estimated) bill every six months to domestic customers and one measured bill every three months to non-domestic customers.
2. The service provider shall repair or replace a faulty water meter within 30 days of being informed by the customer.

OWS4 Improvement to drinking water and sewage effluent quality

Rationale

The service provider is responsible for ensuring that the water into supply is of the highest quality and fit for consumption by its customers. It must ensure that wastewater from sewage treatment plants meets required standards so that effluent discharged does not pollute watercourses.

Requirement

The service provider shall collect and analyse water and sewage samples. Water and wastewater are to conform to the requirement of the World Health Organization (WHO) standards and to local drinking water standards and wastewater standards.

N.B. It is intended that this standard become a guaranteed standard by the next review of the quality of service standards.

OWS5 Repair to Sewers

Rationale

A broken or choked sewer main is a measure of discomfort to the customer and may pose significant health risks. It may also result in significant loss or damage to his property. The service provider is to ensure that such inconvenience, loss or damage is mitigated.

Requirement

For the sewerage network owned and/or operated by the service provider, broken or choked sewers affecting customers shall be repaired within 24 hours of receipt of the complaint.

Where wastewater from a sewer enters a customer's property, customers may be entitled to receive a refund of their costs used in the cleanup of the flooding incident if this has not been undertaken by the service provider.

Claims shall be made in writing to the service provider within three months of incident.

OWS6 Road Restoration

Rationale

The service provider is obligated by law to restore the roadway it disturbs to its original condition as soon as possible.

Requirement

Where leaks have been repaired, the service provider shall restore the roadway within 24 hours, on a temporary basis, and within 7 days on a permanent basis to the condition it was before the repair was done. The service provider under this standard shall develop a code of practice outlining:

- Backfill of roadway;

- Requirements for temporary road reinstatement;
- Requirements for permanent road reinstatement;
- Any other relevant matters.

This Code of Practice shall have input from the relevant technical and supervisory bodies such as the Ministry of Works and Transport and the Ministry of Local Government. It shall be the basis for the execution of this standard and meet the approval of the RIC.

OWS7 Leakage

Rationale

Leakage results in significant decrease in service to customers. The service provider should therefore seek to minimize losses in the system so as to provide the best possible service to customers.

Requirement

The service provider under this standard shall develop a code of practice outlining:

- Elements and sub elements for unaccounted for water (UFW) reduction and control. The major elements to be considered are:
 - The identification of target areas;
 - Measurement;
 - Leak detection/location;
 - Pressure management;
 - Mains repair;
 - Modelling.
- Practices/procedures for the reduction and control of unaccounted for water (UFW).
- Targets and measures for UFW reduction and control.
- Facilitation and coordination of the implementation of UFW processes.

The Code shall be the basis for the execution of this standard and meet the approval of the RIC.

OWS8 Disconnections

Rationale

Customers are usually disconnected for non-payment of rates. However this should not be done arbitrarily but after due process by the utility to ensure the customer is delinquent and qualifies for disconnection.

Requirement

The service provider under this standard shall develop a code of practice outlining:

- Reasons for disconnection other than non-payments of rates;
- Notice of disconnection;
- Timing and scheduling of disconnection;
- Payments for disconnections;
- Any other relevant matters.

The Code shall be the basis for the execution of this standard and meet the approval of the RIC.

OWS9 Mains Laying

Rationale

The service provider undertakes mains laying works as part of its improvement works. These however shall be done in a manner that minimises inconvenience and does not endanger the customer or travelling public.

Requirement

The service provider under this standard shall develop a code of practice outlining:

- Notice for mains laying or mains repair exercises;
- Protection and safety of road works;
- Control of traffic;
- Maintenance of the roadway during construction;
- Response to damages resulting from incident during road works;
- Any other relevant matters.

The Code shall be the basis for the execution of this standard and meet the approval of the RIC.

6.2 Issues for Consultation

The RIC welcomes views on:

- **The reasonableness of the proposed overall standards;**
- **The implementation period and schedule for overall standards;**
- **The review period of three (3) years.**

7 SUMMARY OF ISSUES FOR CONSULTATION

7.1 Adequacy of Proposed Mechanism

The RIC invites views on whether the concept of guaranteed and overall standards is an adequate and appropriate mechanism for monitoring quality of customer service.

7.2 The Proposed Compensatory Payments

The RIC invites comments on:

- The proposed level of compensatory payments;
- The proposed form and method of payments;
- The proposal that domestic and non-domestic customers be compensated at different amounts.

7.3 The Proposed Service Standards

The RIC invites views on the categories of performance that should be addressed by quality of service standards and whether other areas should be included.

The RIC welcomes comments on what should constitute guaranteed and overall standards and a rationale as to why they should be guaranteed or overall.

The RIC welcomes views on:

- The reasonableness of the proposed guaranteed standards;
- The implementation period and schedule for guaranteed standards;
- The review period of three (3) years.

The RIC welcomes views on:

- **The reasonableness of the proposed overall standards;**
- **The implementation period and schedule for overall standards;**
- **The review period of three (3) years.**

7.4 Views on Document

Notwithstanding the request for views on the specific items/issues mentioned above, the RIC welcomes views on the entire document.

APPENDICES

APPENDIX 1

WATER AND SEWERAGE AUTHORITY (WASA) CORPORATE FACT SHEET

Population served:	
Water	1,161,376
Wastewater	290,344
Water Customers	356,201*
Wastewater Customers	45,938
Average population per water connection:	4.2
Length of water mains:	5800 km
Length of sewer mains:	401 km
Number of water treatment plants:	23 surface water facilities 53 groundwater facilities
Number of wastewater treatment plants:	12
Daily water production supplied:	82,712 m ³ /d*
Volume of sewage collected:	104,227 m ³ /d
Reservoir capacities:	
Caroni	53,001,600 m ³ /d
Hollis	8,395,200 m ³ /d
Navet	17,001,600 m ³ /d
Hillsborough	1,499,960 m ³ /d
Classes of water supply as at May 2002	
Class I	53.3%
Class II	15.3%
Class III	11.0%
Class IV	9.0%
Class V	11.0%
Recurrent expenditure (Oct. 2001 – Apr. 2002):	\$265,816,816.00
Total number of employees:	2547

Source: WASA

* Figures appear to be in error

APPENDIX 2

BACKGROUND INFORMATION ON WASA'S STRUCTURE AND OPERATIONS

WASA has two (2) main areas of public contact: -

- **Administrative Division – Commercial Operations** – that deals with customer issues such as new connections, billing of accounts, meter reading, and other customer transactions.
- **Operations Division** – deals with customer problems with respect to:
 - **Water Systems/Distribution** – deals with customer problems such as leaks and bursts, lack of supply, need for truck borne supplies, etc.
 - **Wastewater Services** – repair to clogged sewers, sewer flooding etc.
 - **Quality Control** – complaints about dirty water and water with taste and odour problems

Administrative

WASA is divided administratively into three regions: North, South and Tobago (**see figure**). It has a Head Office and three Regional Offices as follows:

- Head Office - Farm Rd., St Joseph
- North Region - Kew Place, Port of Spain
- South Region - Pamela's Mall, Marabella
- Tobago Region - All Fields Crown Trace, Lowlands

Commercial

WASA in 2000/01 had a customer base of 309,414 accounts (**Appendix Table 1**) with Commercial Offices located at Regional Offices as well as five separate Commercial Centres located at:

- Main Rd., Montrose, Chaguanas
- Mon Chagrin St., San Fernando and
- Caroline Building, Scarborough, Tobago
- Guapo Rd., Pt. Fortin
- Sorzano St., Arima

**Table 1 - Potable Water Customer Accounts – 1999/00 and 2000/01
(as at 30th September of fiscal year)**

User Class	Code	No. of Accounts	
		1999/00	2000/01
Social:			
Standpipe	A1	63,915	61,801
Fire		-	-
Total Social Customers		63,915	61,801
% of Total		20.8	19.8
Residential:			
Yard/Building Tap	A2	25,062	24,486
Internally plumbed – unmetered	A3	205,564	209,471
Internally plumbed – metered	A4	3,698	3,693
Total Residential customers		234,324	237,650
% of Total		76.2	76.8
Business Customers:			
Industrials – unmetered	B3	137	131
Industrials – metered	B4	288	289
Commercial – unmetered	C3	1,711	2,004
Commercial – metered	C4	4,304	4,310
Total Business customers		6,440	6,734
% of Total		2.1	2.2
Other Customers:			
Charitable Organizations – unmetered	A5	1,362	1,397
Charitable Organizations – metered	A6	8	10
Cottage – unmetered	D3	231	394
Cottage – metered	D4	404	410
Agriculture – unmetered	E3	539	568
Agriculture – metered	E4	449	450
Total Other customers		2,993	3,229
% of Total		0.9	1.0
Grand Total		307,672	309,414
% Growth			0.6
Metered Customers – Total (%)		3.0	3.0

Source: WASA Commercial Dept.

Maintenance

The Authority has twenty-five (25) Area Offices responsible for water maintenance and repair in the following areas:

- Kew Place
- Diego Martin North
- Diego Martin South
- San Juan/Santa Cruz
- Barataria/Laventille
- Blanchisseuse
- Tunapuna
- Arouca
- Caroni
- St Joseph
- Arima North
- Arima South
- Sangre Grande

- Toco
- Central North
- Central South
- San Fernando/PAP
- Rio Claro
- Mayaro
- Princes Town/Moruga
- Naparima
- La Brea
- Pt Fortin/Cedros
- Palo Seco/Erin/Debe/Penal
- Lowlands

Each Area Office is responsible for: -

- Repair to water service connections (WSC), water mains, valves and appurtenances
- Installation of new Water Service Connections
- Disconnections and Reconnections
- Mains Installations
- Road Reinstatement

In addition, WASA has three offices for sewer maintenance located at Port of Spain, Arima and San Fernando. They are responsible for repairs to sewers and correction of sewer overflow incidents.

It is from these offices that the relevant crews and personnel are dispatched to attend to matters in the aforementioned categories. Each area is staffed with different numbers and types of crews according to the number of customers within its defined boundaries.

Table 2 below highlights customer complaints handled by WASA during 2000 and 2001.

Table 2 - Complaints Received – 2000 And 2001

Type of Complaint	2000	2001
WSC Repairs	18,045	24,377
Main/Valve Repairs	7,204	8,293
Disconnections	268	1,605
Reconnections	332	629
New Services	2,212	2,780
Truck Borne Supplies	259	6,874
Road Reinstatement	3,595	3,424

Source: WASA

APPENDIX 3

OFFICE OF WATER SERVICES (OFWAT) - UNITED KINGDOM GUARANTEED STANDARDS

Service Description	Performance Measure	Required Units	Payment
Making and keeping appointments	Must offer to keep at least a morning or afternoon appointment with a customer – 24 hours notice to be given if rescheduling is necessary	As per scheduled times	£20 – all customers
Responding to account queries	Maximum time to reply to letter	Reply within 10 working days for bill accuracy Reply within 5 working days for payment method change	£20 – all customers
Responding to complaints	Maximum time to reply to complaint	Reply within 10 working days from receipt of letter	£20 – all customers
Interruptions to the water supply • Planned	Minimum notification time to inform customers of interruption Notification time for restoration of supply	48 hrs As advertised	£20 (domestic), £50 (business customers) £20 (domestic), £10 for further 24 hr period £50 (non-domestic), £24 for further 24 hr period
• Unplanned	Maximum restoration time	12 to 48 hrs	£20 (domestic), £10 for further 24 hr period £50 (non-domestic), £24 for further 24 hr period
Flooding from sewers	Compensation due if flooding occurs	N/A	Up to a maximum of £1000
Low pressure	Minimum water pressure to be maintained	Pressure <7m Head for 2 periods within 28 days	£25 – all customers Claims to be made in writing
Water Restrictions	Compensation due to interruption as a result of emergency restrictions	N/A	£10 (domestic), for each day or part thereof supply is interrupted £50 (business), for each day or part thereof supply is interrupted
Payment	Maximum time to make payments for failure to keep appointments, respond to account queries and written complaints	Payment within 10 working days	£10 plus an additional £10 if payment not made

APPENDIX 4

OFFICE OF UTILITIES REGULATION (OUR) – JAMAICA GUARANTEED AND OVERALL STANDARDS

GUARANTEED STANDARDS

FOCUS	CODE	DESCRIPTION	PERFORMANCE MEASURE	REQUIRED UNITS
ACCESS	GWS1	Connection to supply	Minimum time to connect new customer	5 working days
	GWS2	Issue of first bill	Maximum time to issue a bill after connecting a customer	48 working days
INQUIRIES	GWS3	Keeping appointments	Must offer to keep at least a morning or afternoon appointment with a customer – 12 hours notice to be given if rescheduling is necessary	N/A
	GWS4	Response to complaints (not bill related)	Time to acknowledge inquiry after receipt	5 working days
				Maximum time to complete investigation and respond from date of receipt on inquiry
BILL INQUIRIES	GWS5	Bill accuracy	Time to acknowledge inquiry after receipt	5 working days
	GWS6	Final bill	Maximum time to complete investigation and respond from date of receipt on inquiry	48 working days
RELIABILITY OF SUPPLY	GWS7	Restoration after emergency lock off	Maximum time to restore supply after payment after payment is made (urban, rural)	24,48 hours
WATER METERS	GWS8	Meter installation	Maximum time to install meter after receiving customer's order	30 working days
	GWS9	Repair or replacement of faulty meters	Maximum time to repair or replace meter after being informed	40 working days
	GWS10	Changing meters	NWC must provide written details of the date of the change, meter readings on the day and serial number of the new meter	N/A
	GWS11	Meter reading	Maximum time between each meter reading	3 months
				Maximum time between issue of bills
RECONNECTION	GWS12	Reconnection after payment of overdue amounts	Maximum time to restore supply after payment is made (urban, rural)	24,48 hours

FOCUS	CODE	DESCRIPTION	PERFORMANCE MEASURE	REQUIRED UNITS
SEWERAGE SERVICES	GWS13	Correction of sewerage payments	Maximum time to correct problems which result in flooding from sewers, after being informed	24 hours
COMPENSATION PAYMENT	GWS14	Payment of compensation	Maximum time to make compensation payment when it becomes due	60 days

OVERALL STANDARDS

FOCUS	CODE	DESCRIPTION	PERFORMANCE MEASURE
WATER QUALITY	WS1	Testing water samples	To ensure that water is within standards as specified by NRCA
WATER PRESSURE	WS2	Minimum/maximum water pressure	To maintain a pressure ranging from 25 to 35 psi
RELIABILITY OF SUPPLY	WS3	To minimize interruptions to supply for planned work	Minimum notification time of 24 hours for extended lock offs (more than 4 hours) and 12 hours for shorter lock offs (not more than 4 hours)

APPENDIX 5
WATER AND SEWERAGE AUTHORITY (WASA) AVERAGE BILLING AND REVENUE FOR
CUSTOMER CLASSES FOR THE PERIOD JANUARY TO DECEMBER 2001

Customer Class	Number of Customers as at December 31 2001	Average Monthly Billing	Average Quarterly Billing	Average Annual Billing per Customer	Expected Annual Revenue	Actual Annual Revenue	Actual/ Expected
Domestic							
A1	61,772	\$ -	\$ 21	\$ 86.00	\$ 5,312,392.00	\$ 1,414,628.10	27%
A2	25,077	\$ -	\$ 44	\$ 175.00	\$ 4,388,475.00	\$ 4,085,117.01	93%
A3	210,090	\$ -	\$ 142	\$ 566.00	\$118,910,940.00	\$115,520,243.73	97%
A4	3,693	\$ -	\$ 931	\$ 3,723.00	\$ 13,749,039.00	\$ 27,081,800.47	197%
A5	1,398	\$ -	\$ 74	\$ 298.00	\$ 416,604.00	\$ 417,559.87	100%
A6	11	\$ -	\$ 85	\$ 341.00	\$ 3,751.00	\$ 3,259.20	87%
Sub Total	302,041	\$ -	\$ 118	\$ 473.00	\$142,865,393.00	\$148,522,608.38	104%
Industrial							
B3	130	\$ 297	\$ -	\$ 3,559.00	\$ 462,670.00	\$ 329,667.71	71%
B4	289	\$ 24,855	\$ -	\$ 298,260.00	\$ 86,197,140.00	\$ 82,621,004.91	96%
B6	90	\$ 73,206	\$ -	\$ 878,474.00	\$ 79,062,660.00	\$ 75,360,273.77	95%
Sub Total	509	\$ 27,132	\$ -	\$ 325,585.00	\$165,722,765.00	\$158,310,946.39	96%
Commercial							
C3	2,010	\$ 531	\$ -	\$ 6,376.00	\$ 12,815,760.00	\$ 10,231,972.71	80%
C4	4,315	\$ 955	\$ -	\$ 11,455.00	\$ 49,428,325.00	\$ 44,305,492.88	90%
Sub Total	6,325	\$ 820	\$ -	\$ 9,841.00	\$ 62,244,325.00	\$ 54,537,465.59	88%
Cottage							
D3	396	\$ 374	\$ -	\$ 4,485.00	\$ 1,776,060.00	\$ 1,307,751.27	74%
D4	410	\$ 148	\$ -	\$ 1,774.00	\$ 727,340.00	\$ 799,557.29	110%
Sub Total	806	\$ 259	\$ -	\$ 3,106.00	\$ 2,503,436.00	\$ 2,107,308.56	84%
Agricultural							
E3	566	\$ 103	\$ -	\$ 1,240.00	\$ 701,840.00	\$ 540,353.52	77%
E4	450	\$ 231	\$ -	\$ 2,774.00	\$ 1,248,300.00	\$ 1,424,324.05	114%
Sub Total	1,016	\$ 160	\$ -	\$ 1,919.00	\$ 1,949,704.00	\$ 1,964,677.57	101%
Grand Total	310,697	\$ 2,238	\$ 118	\$ 1,208.00	\$375,321,976.00	\$365,443,006.49	97%

Source: WASA

APPENDIX 6

COMPENSATION LEVELS FOR WASA CUSTOMER CLASSES

Customer Class	Number of customers as at December 31 2001	Average Monthly Billing	Compensation Level	Compensation for repeated breach
Domestic			15%	5%
A1	61,772	\$7	\$1	\$0.35
A2	25,077	\$15	\$2	\$1
A3	210,090	\$47	\$7	\$2
A4	3,693	\$310	\$47	\$16
A5	1,398	\$25	\$4	\$1
A6	11	\$28	\$4	\$1
Industrial			3%	1%
B3	130	\$297	\$9	\$3
B4	289	\$24,855	\$746	\$249
B6	90	\$73,206	\$2,196	\$732
Commercial			15%	5%
C3	2,010	\$531	\$80	\$27
C4	4,315	\$955	\$143	\$48
Cottage			15%	5%
D3	396	\$374	\$56	\$19
D4	410	\$148	\$22	\$7
Agricultural			15%	5%
E3	566	\$103	\$15	\$5
E4	450	\$231	\$35	\$12

