

The Pipeline

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Public Service Commission
201 Brooks Street, P.O. Box 812
Charleston, WV 25323

Web Address: <http://www.psc.state.wv.us>

Email: dwitt@psc.state.wv.us

Telephone: (304)340-0300

Toll Free: (800)344-5113

Fax: (304)340-3759

Contributors

Jeff Bennett
Robert Coontz
David Foster
Chuck Knurek
Elbert Morton
Charles Robinette

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Annual Reports - How Are They Used?

By: Charles Knurek, Utilities Analyst III, PSC Water and Wastewater Division

The Annual Report is a document which summarizes the district's financial operations based on a twelve (12) month period of activity. It is essential the information contained in the report be accurate and up to date. As required by the West Virginia Code, Section 16-13A-11, the board is required to have the district's books and records audited on an annual basis and Rule 2.4 of the Commission's Water and Sewer Rules and Regulations requires each utility to file annually a financial and statistical report upon forms to be furnished by the Commission. The report shall be based upon the accounts set up in conformity with Rule 2.5 (Uniform System of Accounts). The report shall be filed on or before three (3) months following the end of the utility's fiscal year or on such date as the Commission may direct.

Public Service Commission Staff frequently use the reports to determine the district's financial condition when reviewing certificate cases, petition cases for borrowing, 30-B incremental increases, engineering agreements, etc. Staff also uses the information to make comparisons between operating costs of different utilities, water and/or sewer, to determine reasonable costs, i.e., accounting and legal fees and contract labor.

The annual report would be invaluable to the district in preparing annual budget reports and making comparisons of prior years' activities. A water district may experience problems with unaccounted-for-water. The annual reports would provide a history of the total gallons of water sold to its customers and the total gallons of water pumped into the system. The percent unaccounted-for would indicate if the problem is getting better or worse. If the manager finds that each month the district has fewer dollars to pay bills and make repairs, the manager can review the operations and maintenance expenses for a three, four or five-year period and have sufficient information to present to the board concerning the need for a rate increase. The numbers are easily accessible. If the district were in need of a loan, the lending agency would have an annual history of the district's activity with each report.

The majority of the information in the annual report is produced by the accounting system. The integrity of the information rests on the district personnel who must record the revenues and expenses into the proper accounts as established by the Uniform System of Accounts. A sound bookkeeping/accounting system coupled with the annual audit will produce a reliable report that can be used by the district, the district's customers, outside agencies and Commission Staff to immediately ascertain the financial stability of the utility operations.

A task force comprised of Staff from the Public Service Commission, Bureau for Public Health, West Virginia Rural Water Association and West Virginia American Water has, for the last year, been working on revising the Annual Report and developing an annual report in electronic format. It is hoped this new report will be unveiled this year.



Chesapeake Bay & West Virginia

By: Elbert Morton P.E. & Robert Coontz, P.E. WV Department of Environmental Protection

On June 18, 2002 West Virginia Governor Bob Wise officially signed the Chesapeake Bay Program Water Quality Initiative Memorandum of Understanding making West Virginia a Headwaters Partner in the Chesapeake Bay Program. By signing the agreement, West Virginia demonstrated its intent to significantly improve water quality by establishing and implementing strategies to meet voluntary goals and objectives to reduce nutrient and sediment loads. With the agreement, the State also gained a seat at the Chesapeake Executive Council and a voice in deciding how best to achieve the Program's goals. This is a joint agreement with Delaware, Maryland, New York, Pennsylvania, Virginia, and the District of Columbia. The Potomac River Drainage Basin is one of the fastest growing areas in the State.

As described in the Executive Summary of the Draft West Virginia Tributary Strategy, the Chesapeake Bay is a national and local treasure, and an important source of livelihood, recreation and cultural heritage for the region. However, after receiving pollution from the surrounding landscape for many years, the Bay is in trouble. The states in the Chesapeake Bay watershed – Delaware, Maryland, New York, Pennsylvania, Virginia, and West Virginia – the District of Columbia, and the U.S. Environmental Protection Agency have come together to find solutions to the Bay's problems. They have determined that the key to restoring the Bay's health entails reducing the flow of nutrients (nitrogen and phosphorus) and sediment flowing from the Bay

States into the Bay, and have set maximum amounts for nitrogen, phosphorus and sediment, known as Cap Load Allocations (CLAs), for each of the jurisdictions.

Load reductions of 33% for nitrogen, 35% for phosphorus, and 6% for sediment will be required of West Virginia between 2002 and 2010. The development of a West Virginia Potomac Tributary Strategy provided the framework for a comprehensive planning process to equitably reduce these nutrient and sediment loads. In order to engage the community in this process, the West Virginia Department of Environmental Protection, West Virginia Conservation Agency, and West Virginia Department of Agriculture formed the West Virginia Potomac Tributary Strategy Stakeholder Group.

The next question that you may ask is how does this affect municipal wastewater systems in the State. The document proposes the following Implementation Strategy:

1. Include monitoring for TN and TP in new permits and existing permits upon re-issuance.

To date WV has not required monitoring for total nitrogen (TN) and has only limited data on total phosphorus (TP) from point source dischargers. Beginning February 18, 2004, all municipal and applicable industrial permits issued or re-issued in WV will include requirements to monitor for TN and TP.

2. Contingent upon affordable funding, implement a voluntary partnership with local government to achieve the following load goals for new and existing municipal facilities and to work cooperatively with new and existing industrial and

private dischargers to achieve the following goals:

- For significant facilities (400,000 gpd+), based on flow at design capacity, discharge an annual average concentration of 5 mg/l nitrogen and 0.5 mg/l phosphorus.

- For non-significant facilities (50,000-399,999 gpd), discharge an annual average concentration of 8 mg/l nitrogen and 1 mg/l phosphorus.

At a minimum, expanding and new facilities will be strongly encouraged by WVDEP to prepare for the potential for nutrient limits in the future. Facilities will be notified of the Chesapeake Bay Program goals and objectives, as well as the potential for a Total Maximum Daily Load (TMDL) in the future, and strongly encouraged to adopt Nutrient Reduction Technology (NRT) when undergoing plant upgrades or new plant construction.

3. Seek funding for BNR for upgrades and expansions.

Grant funding for Biological Nutrient Removal (BNR) must be available for facility upgrades and expansions. Available grant funding for 100% of the capital costs would, however, be a strong incentive for local governments to partner with the state to achieve these load goals. Only with some form of affordable federal or other non-state financial assistance can West Virginia achieve the reductions required to restore the Chesapeake Bay.

4. Cooperate in nutrient trading.

Should a Chesapeake Bay trading program be developed, WV will actively cooperate with the other Bay jurisdictions in nutrient trading efforts that would lead to achieving

Continued on Page 3

In Remembrance...Larry L. Rader

January 13, 1947—April 12, 2004

By: David Foster, Utilities Inspector III, PSC Engineering Division

"I had this big German Shepard dog and he wasn't afraid of anything. We came around this corner and there was this little old lady. She must have been in her 90's. Well, that dog had run right under..." I'll stop.... You've probably heard this story before, and I never could tell it as well as Larry Rader. This story was just one of my favorites that he had told me about his days working as a policeman. I think his talent for story telling along with his great technical knowledge is what made him uniquely suited for working with water utilities, agencies, venders, engineers, attorneys and others throughout the years.

I first met Larry in the late 70's while he was working for the Town of Elizabeth. The firm I was working for at the time thought concrete would float and they sent me to Elizabeth to see why it wasn't. Years later Larry told me about similar problems he had experienced with their new wastewater plant. To say that Larry was cautious when it came to engineers would be an understatement but this was a view he had arrived at through years of experience.

I still have the letter Larry sent me applying for the job of circuit rider with the West Virginia Rural Water Association. He had worked about eight years for the Town of Elizabeth and three or four had been "operating a water system that was outdated and falling apart". Larry said, "this experience has given me an insight into many of the problems faced by small water systems". He certainly was right! It's my opinion that Larry Rader was the best thing to happen to the WVRWA. I remember what it was like those first few months before Larry came to work. When I would meet with utilities or agencies they would be very skeptical and I didn't blame them. Nothing like this had worked in West Virginia before. But the day Larry started it was like you had turned on a light. Everything started to take off.

Our first trip to Southern West Virginia was with Dave Thomas

and Dennis Blair of the Health Department's Beckley office. Later, Larry would help produce a documentary of the systems that would be used to help with funding not only West Virginia but for small water system throughout the Nation. I was glad to hear that Larry had recently been to Ethiopia to provide water assistance to other nations.

I remember Larry, along with his good friend Jim Costa, playing music at WVRWA's first annual meeting and at that time, Congressman Bob Wise was there clogging. We had a lot of good times but like all good times they are always too short. I will miss Larry but I thank God that I had the privilege to know and work with him. I am a better person because of this experience and so are many of the water systems and the people in West Virginia and the World too!

Chesapeake Bay and West Virginia-Continued from Page 2

Bay goals and objectives.

The Draft West Virginia's Potomac Tributary Strategy is currently out to public notice through May 26, 2004 for the second time. Revisions were made as a result of comments received during the first public notice period. The strategy can be viewed at www.wvnet.org. Additional changes to the strategy may be made based on further comments received or as data becomes available from modeling or water quality testing and analyses.

This initiative is intended to

result in water quality improvement in the Chesapeake Bay so that a TMDL, which will be regulatory, will not be needed.

Terminations!

Customer Termination Timeline for municipalities has changed and will be published in the next issue of the PIPELINE. If you have any questions, please call Assistance Division listed on page 8.

Annual Budget
Have you prepared your annual budget for the fiscal year 2004-2005?

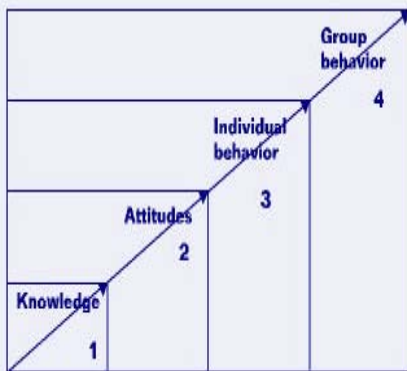
Infrastructure Demands Will Shift Management

By: Hy Pomerance, Psy.D.

Joe Marakovits, PSC Engineering Division suggested this article be reprinted from the April 2004 issue of PUBLIC WORKS, a magazine published by hanley woods

Projections over the next 20 years say U.S. utilities will have to spend \$40 billion to \$80 billion annually to rehabilitate or replace deteriorating sewer collection and water distribution systems. This “outside-the-fence” investment in buried infrastructure will be two to three times as great

Participative model
Using the participative model can help develop high impact, longer-lasting buried infrastructure solutions.



as that for rehabilitating and expanding existing treatment facilities.

To accomplish this massive task, utilities nationwide will have to initiate change within their own organizations. But this transformation will have to occur at a faster pace, and it will require more deliberate and thoughtful strategies. Four shift changes will be needed—shifts in knowledge, attitude, individual behavior, and group performance.

Historically, when we look at the relatively recent impact of Clean Water Act and Safe Drinking Water Act regulations, we see that it was the engineering departments at most utilities who developed the technical solutions and dictated the necessary changes. These typically involved unit process engineering, control systems, chemical monitoring, and other technology issues. The operations division had to implement and “live with” the solutions, rather than take ownership for the outcome.

Now, with operations and maintenance (O&M) knowledge being central to

the challenge of servicing buried infrastructure, utilities need to consider making a considerable shift in responsibility to resources in the field, as well as greater interdependency between engineering and operations.

Recognizing the new issues confronting today’s utilities, managers are taking various approaches to help their organizations develop and implement new strategies to address these new challenges. In general, they are shifting the way they manage change from a directive model to a more participative model.

Four kinds of change

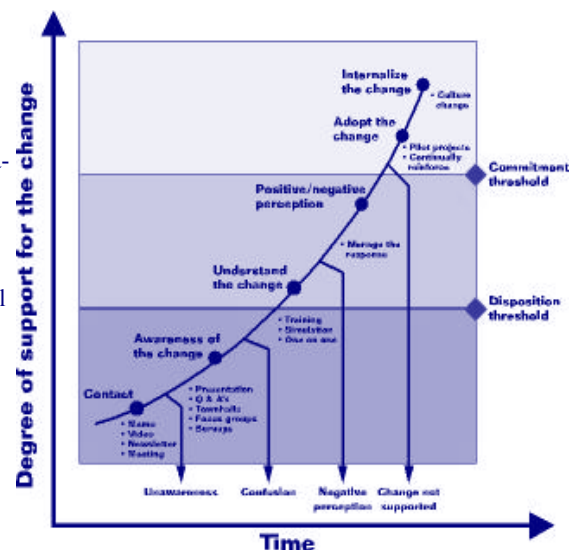
Knowledge. Clearly, the buried infrastructure challenge will require increased knowledge from managers and staff on the front lines—the operations and field crews who “know” the system in ways that will be critical to solutions design and implementation. Acquiring and incorporating this knowledge into a change program will be vital to any change strategy.

Attitude. Attitudes are different from knowledge—being emotionally charged, they are, by definition, more difficult to change. Field crews and operations teams have traditionally been perceived to be “order takers” with a dependent, passive attitude, relying on direction from management, and not taking adequate ownership or responsibility for change. By contrast, engineering teams, which have consistently been consulted during change initiatives, have developed a rigid attitude toward change (either favoring or opposing specific changes) because they have always had a voice in the process and consistently assumed responsibility for most changes.

Individual Behavior. Changing individual behavior is often difficult. Utility managers sometimes understand the importance of increasing staff participation and involvement in decision-making and may even feel that it would improve performance, yet they may be unable to delegate or share decision-making responsibility with people who have been traditionally considered peripheral stakeholders within the organi-

zation. This discrepancy between knowledge, attitude, and individual behavior is often the result of the utility’s own authoritarian past.

Group Behavior. If individual behavior change is difficult to achieve, then group behavior change is even more complicated. The leadership styles and behaviors of one or two key utility managers may be successfully changed, but drastically changing the level of commitment from staff may be a very time-consuming process. Changing group behavior involves changing customs,



values, and traditions that have developed and been institutionalized over many years.

While difficult, implementing these four kinds of change is absolutely critical if utilities wish to develop and implement an organization capable of meeting the challenge.

Two models for change

The directive model, (a top down approach to change that typically starts with an externally driven directive) the one utilities are most familiar with, is used when a new regulation (or other external force) mandates doing things differently. This forces group behavior to change, and shapes individual behavior to become more comfortable with the group or work-flow/practice reinforcement.

In turn, new modes of behavior produce new knowledge, which in turn creates

Cross Connections, Backflow, and Testers

By: Charles Robinette, PE, Manager, Regulatory Development and Compliance -
WV Bureau for Public Health

The recent legislative session approved two regulations that affect public water systems. The old Cross Connections and Backflow Prevention Regulations, approved by the Legislature in 1976, were repealed and replaced with the new regulations that became effective on March 13, 2004. A sister regulation, Certification of Backflow Testers, was also approved and became effective on March 13, 2004.

A common complaint of the repealed rule was that no approvable backflow prevention program could be developed because the State did not have a backflow tester certification program. The new backflow tester rule establishes requirements to obtain and retain tester certification. A program has already been established for obtaining certification and approximately 77 persons have a valid certificate. Inquiries for valid certificate holders can be made to Mary Mather at 304-558-6991. Any person interested in becoming certified may contact Rich Wiegand at the Cedar Lakes Conference Center at 304-372-7878. The final examination includes "hands on" testing and evaluation of backflow assemblies, thus, limiting the number of persons that may attend each 40 hour train-

ing session to twelve students per session.

The revised cross connection and backflow prevention regulations have been updated to reflect current standards and vocabulary of the industry, expanded the coverage from systems regulated by the Public Service Commission to all public water systems, and eliminated the split responsibility between the regulatory agency and the public water system. The regulations also specify that the backflow preventers must be inspected/tested upon installation and at least once per year. Air gaps, which are the easiest and simplest backflow preventer, are the easiest to bypass. There is no testing to be done for such a preventer, but still there must be a record that the preventer was inspected at least annually to verify that the air gap has not been bypassed. The public water system must retain records of these inspections and/or tests for a minimum of two years and must be available for West Virginia Bureau for Public Health personnel to review. Systems are encouraged to retain records on every backflow assembly for as long as the assembly is in operation. The requirement for the two year retention of documentation ensures that the pub-

lic water system has a current, ongoing, inspection program. The cost and responsibility for the test/inspection lies with the customer. Considering the appearance of a conflict of interest, the purveyor of water may not wish to have their employees test/inspect their systems' backflow preventers, but may wish for someone within the public water system to be knowledgeable in backflow testing and for the development of a written backflow prevention program. Public water systems needing assistance in preparing the written program may wish to contact Dan Parker at (304) 558-6748.

Persons can obtain copies of the new rules from the Secretary of State for a fee, or can download the rules at <http://www.wv.gov/Offsite.aspx?u=http://www.wvsos.com>. Look for "Search for Information", then "Search for on line databases", then "Code of State Rules". Click on this line and at the bottom of the page, click on "Agriculture-Health". Click on "Health" on the next page. The Cross Connection and Backflow Prevention Rules are identified as 64 - 15 and the Certification of Backflow Testers are identified as 64 - 25.

Tapper Says:

The Public Service Commission is in the process of developing a list serve for water and sewer utilities. If you would like to be a part of the list serve, please send your e-mail to Drema Witt, PO Box 812, Charleston, WV 25323. The list serve would be used to facilitate communications between the Commission and utilities. The list serve will not be made available to anyone outside of the Public Service Commission (we all know there is enough spam in the world and we don't want to contribute to it further).

25 Facts About Water

This Copyright © 2003 American Water Works Association article was submitted for your information by Amy Swann
Director, Water and Wastewater Division

1. The first municipal water filtration works opened in Paisley, Scotland in 1832.
2. More than 79,000 tons of chlorine are used per year in the United States and Canada to treat water.
3. Of all the earth's water, 97% is salt water found in oceans and seas.
4. Only 1% of the earth's water is available for drinking water. Two percent is currently frozen.
5. About two thirds of the human body is water. Some parts of the body contain more water than others. For example, 70% of your skin is water.
6. There are more than 56,000 community water systems providing water to the public in the United States.
7. Public water suppliers process 38 billion gallons of water per day for domestic and public use.
8. Approximately 1 million miles of pipelines and aqueducts carry water in the United States and Canada. That's enough to circle the earth 40 times.
9. About 800,000 water wells are drilled each year in the United States for domestic, farming, commercial, and water testing purposes.
10. Typically, households consume at least 50% of their water by lawn watering. Inside, toilets use the most water, with an average of 27 gallons per person per day.
11. In 1974, Congress passed the Safe Drinking Water Act to ensure that drinking water is safe for human consumption. The Act requires public water systems to monitor and treat drinking water for safety.
12. More than 13 million households get their water from their own private wells and are responsible for treating and pumping the water themselves.
13. Industries released 197 million pounds of toxic chemicals into waterways in 1990.
14. The average daily requirement for fresh water in the United States is about 40 billion gallons a day, with about 300 billion gallons used untreated for agriculture and commercial purposes.
15. You can survive about a month without food, but only 5 to 7 days without water.
16. Each person uses about 100 gallons of water a day at home.
17. The average five-minute shower takes between 15 to 25 gallons of water.
18. You can refill an 8 oz glass of water approximately 15,000 times for the same cost as a six-pack of soda.
19. An automatic dishwasher uses approximately 9 to 12 gallons of water while hand washing dishes can use up to 20 gallons.
20. If every household in America had a faucet that dripped once each second, 928 gallons of water a day would leak away.
21. A dairy cow must drink four gallons of water to produce one gallon of milk.
22. One gallon of water weighs approximately 8 ½ pounds.
23. One inch of rainfall drops 7,000 gallons, or nearly 30 tons of water, on a 60' x 180' piece of land.
24. 300 million gallons of water are needed to produce a single day's supply of U.S. newsprint.
25. A person should consume 2 ½ quarts of water per day (from all sources of water, food, etc.) to maintain health.

Tampering With Public Water Systems Is A Crime!!!!

By: Jeff Bennett, Engineer I, PSC Engineering Division

Both Federal and State laws prohibit tampering with public water systems. These laws define tampering as a crime which is punishable by imprisonment, fines, or both, in the discretion of the court.

The "Public Health, Security, and Bio-Terrorism Preparedness and Response Act of 2002" amended the "Safe Drinking Water Act" (42 USC 300 i-1) by increasing the penalties for tampering, attempted tampering, or even threats to tamper with a public water systems. Penalties now include imprisonment for up to 20 years for tampering and up to 10 years for attempts or threats to tamper. Civil penalties increased up to \$1,000,000 for tampering and up to \$100,000 for attempts or threats to tamper.

Federal law defines tampering as introducing a contaminant into a public water system with the intention of

harming persons; or to otherwise interfere with the operation of a public water system with the intention of harming persons.

If a utility suspects that someone has tampered with the public water system in a manner that may cause harm to the customers, immediate steps must be taken to protect the customers, which may include isolating the system and notifying the proper law enforcement authorities and the State Bureau of Public Health. The proper authorities will investigate and most likely prosecute the perpetrators under felony charges and in a federal court.

If a utility finds a tampering incident that is less severe, such as persons cutting a meter lock off or by-passing a meter to in an attempt to obtain water without payment, punishment under state law as a misdemeanor would be applicable. Local law enforcement

may arrest violators and the utility may build a case against the perpetrators for prosecution. Even if an arrest is not made, a police report, along with pictures, and a well documented case could be presented in magistrate court for prosecution.

WV State Code §61-3-44 and §61-3-45 provides for punishment of up to 12 months or fines up to \$1,000, or both, for every person who procures water by connecting to any water main or service pipe without the knowledge of the owner, with the intent to evade payment or to cause injury. The same penalties are applicable for every person who makes, or causes to be made, a connection around or without passing through the water meter or damages or alters the water meter with the intent to defraud or cause injury.

Infrastructure Demands Will Shift Management - Continued from Page 4

new attitudes toward or against the change. Many utilities tend to manage change using a more directive model because staff prefers receiving direction and structure from senior management, as opposed to having to make decisions they are unwilling or too inexperienced to make.

The participative model, on the other hand, starts with new knowledge. Once made available to an individual or group, the knowledge produces a positive attitude and commitment to change.

A new approach

There are many reasons why people resist change. In developing a strategy for change, utility leaders should consider potential barriers such as surprise and fear of the unknown, fear of failure, loss of status or job security, peer pressure, poor timing, lack of vision, lack of clear communications, past implementation history, non-

reinforcing reward systems, and disruption of established relationships. In the past, technical change within a utility was usually possible because the social system would support and follow the desired changes. Today, the social system is a critical component of how change will occur.

As the knowledge of the operations and field crews becomes more central to change strategy development, and managers and supervisors become more critical to change implementation, utility leaders must carefully assess how all of the various parts of the organization must work together. Shifting to a blend of participative and directive change will be an insurance policy in the efforts to rehabilitate the aging buried infrastructure which utilities hold in trust for future generations. PW

—Pomerance is national director of organizational effectiveness and a vice

president of Red Oak Consulting, a division of environmental engineering consultant Malcolm Pirnie Inc., White Plains, N.Y.

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Water & Wastewater Division
WV Public Service Commission
201 Brooks Street
P.O. Box 812
Charleston, WV 25323

