

May 2022

Strategic regional water resource solutions:

**New proposed solution
gate one final decision for
Upper Derwent Valley
Reservoir Extension**

Strategic regional water resource solutions: New proposed solutions gate one final decision for Upper Derwent Valley Reservoir Extension

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1. Introduction

The purpose of this publication is to set out our final decision in respect of the Upper Derwent Valley Reservoir Extension (UDVRE) strategic regional water resource solution submitted for the gate one assessment by solution owners Severn Trent and Yorkshire Water¹.

The solution seeks to support a continued bulk transfer agreement from Severn Trent to Yorkshire Water, whilst maintaining a surplus in Severn Trent's own supply-demand balance, and potentially providing support for environmental flows and abstractions downstream for other RAPID solutions. The solution proposes doing this through options of raising existing dams; building new dams downstream of existing dams or siting a new reservoir in the vicinity of the Upper Derwent Valley Reservoir complex.

This publication should be read in conjunction with the final decision letters issued to each solution owner. Both this document and the final decision letters have been published on our website today.

The assessment process is overseen by RAPID, with input from the partner regulators Ofwat, the Environment Agency and the Drinking Water Inspectorate. The Environment Agency together with Natural England have reviewed the environmental sections of the submissions and provided feedback to RAPID. CCW provided input to the assessment on customer engagement.

The solution owners and other interested parties had the opportunity to respond to the draft decision during the representation period, which followed the publication of the decisions on 1 March 2022. We have taken all relevant representations into account in making our final decision.

We would like to thank Severn Trent and Yorkshire Water for the level of engagement, collaboration, and innovation that they have exhibited during this stage in the gated process.

¹ Referred to in PR19 final determination as “Derwent Valley Storage Increase”

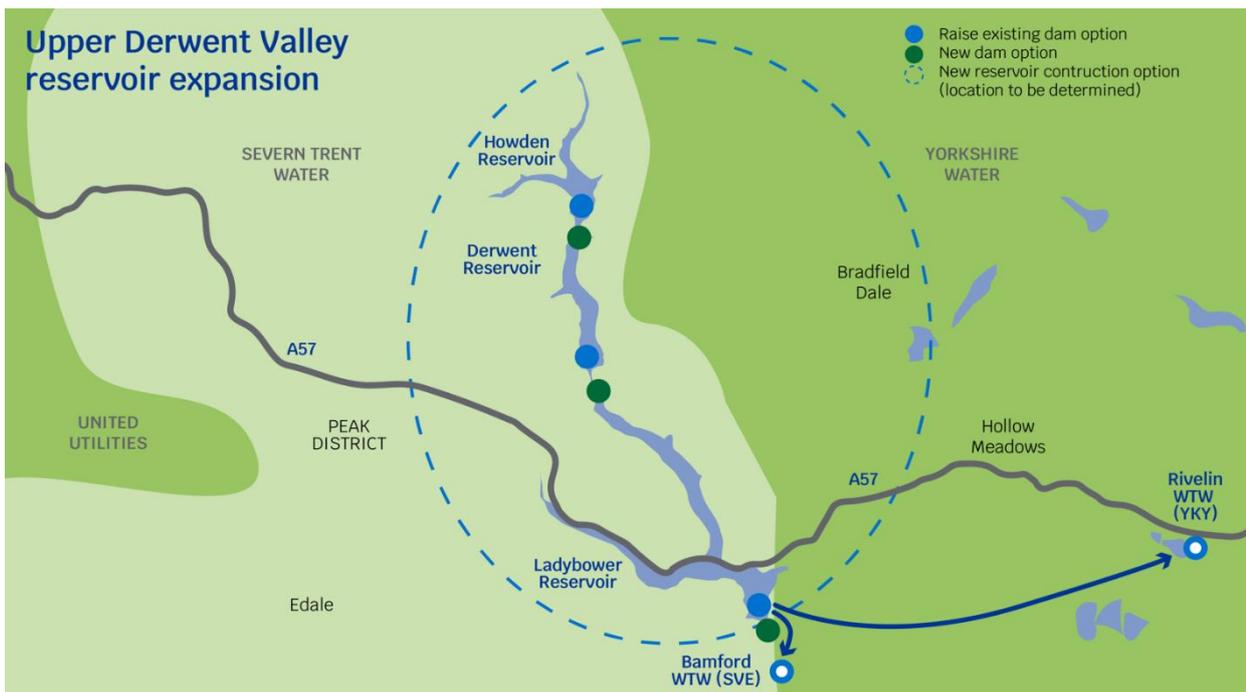
2. Solution Summary

The Upper Derwent Valley Reservoir Expansion solution looks to increase the overall storage capacity of the Upper Derwent Valley reservoirs (Ladybower, Derwent and Howden reservoirs). It proposes three options to achieve this:

- Raise the dam height of one or more of the three reservoir dams;
- Construct a new dam downstream of one or more of the three reservoir dams;
- Construct a new reservoir in the vicinity of the Upper Derwent Valley reservoirs.

The solution is required to provide additional resource to increase the resilience of the Severn Trent Water company area and Water Resource West region via Bamford water treatment works. It will also enable Severn Trent Water to maintain a key resource transfer to Yorkshire Water via Rivelin water treatment works. A schematic of the proposed solution and its options is presented in figure 1 below.

Figure 1. UDVRE solution schematic



Further information concerning the background and context of the Severn Trent and Yorkshire Water Upper Derwent Valley Reservoir Extension can be found in the Upper Derwent Valley Reservoir Extension publication document on the Severn Trent² and Yorkshire Water websites.

²<https://www.severntrent.com/content/dam/stw-plc/about-us/sro-documents/udv-gate-one-submission.pdf>

3. Summary of representations

3.1 Representations received

We have received the following representation relevant to the UDVRE solution.

Table 1. Summary of representations

Representation from	Summary of representation
<p>Severn Trent Water and Yorkshire Water</p>	<p>Gated Allowance</p> <p>Severn Trent and Yorkshire Water have revised their options and indicate that the most likely option is to raise both the Howden and Derwent dams. This is in the light of ongoing regional planning reconciliation that has indicated that an increased water supply is required to meet future demands.</p> <p>They suggest that this option should be used as the basis for calculation of the gated allowance. The capex estimate for this option is £664m.</p> <p>Priority Actions</p> <p>Severn Trent and Yorkshire Water have presented a remediation plan, to achieve completion of some priority actions, which were raised in the gate one draft decision document, by 18 July 2022. Other priority actions relate to tasks being undertaken as a part of gate two's programme of work. In this situation, full, detailed answers may therefore best be submitted at gate two, with interim outcomes, progress updates, and ongoing work programmes presented on 18th July.</p> <p>Gate Two Timing</p> <p>Severn Trent and Yorkshire Water requested that their gate two submission date should be 31 March 2023, in order to allow more time to develop the solution and meet the gate two standard, given the current maturity of the solution, and the timing of the solution entering the RAPID programme.</p>

3.2 Our response

We have taken the representation into account in our final decisions and set out below our response to the key points and issues raised.

3.2.1 Gated Allowance

We have amended the gated allowance proposed in our draft decision to reflect the representation from the solution owners that the option most likely to be required is raising both the Howden and Derwent dams. The gated allowance has been re-calculated based on the projected costs of this option. The detail of the amended final decision is set out in section 4.1 Table 4.

3.2.2 Priority Actions

The remediation plan provided meets our expectations for addressing the priority actions. We agree with the timings for completion of priority actions proposed by the solution owners. We accept that it is more appropriate for some priority actions to be completed in full by gate two, providing initial outcomes earlier in the gate, in order to ensure that the work is completed in the most efficient manner. Where priority actions will not be completed in full by 18 July 2022, we expect an interim outcome, progress update, and a proposed work programme for completion to be provided to RAPID on 18 July 2022. We have amended section 5 and the appendix to our decision to reflect this.

3.2.3 Gate Two Timings

We agree to changing the date of the gate two submission for UDVRE, which will now be April 2023. The exact date is still to be confirmed and will be published on the RAPID website³.

³ <https://www.ofwat.gov.uk/regulated-companies/rapid/the-rapid-gated-process/timetable-for-the-rapid-gated-process/>

4. Solution assessment summary

Table 2. Final gate one submission decision summary

Recommendation item	Upper Derwent Valley Reservoir Extension
Solution owners	Severn Trent and Yorkshire Water
Should further funding be allowed for the solution to progress to gate two?	Yes
Is there evidence all expenditure is efficient and should be allowed?	Not applicable
Delivery incentive penalty?	Not applicable
Is there any change to partner arrangements?	Not applicable
Are there priority actions for urgent completion?	Yes
Funding will be allowed for the solution to join the standard gate programme.	

4.1 Solution progression and funding to gate two

In considering whether this solution should join the RAPID programme we considered the following questions:

- Is there value in accelerating the solution's development to be 'construction ready' for the 2025-2030 period?
- Does the solution need additional enhancement funding for investigations and development?
- Does the solution need the additional regulatory support and oversight provided by the Ofwat gated process and RAPID?
- Does the solution provide a similar or better cost / water resource benefit ratio compared to current solutions?
- Does the solution have the potential to provide similar or better value (environmental, social and economic value – aligned with the Water Resources Planning Guideline) compared to current solutions?

Table 3. Final decision summary to join the RAPID programme

Recommendation item	Additional solution (Upper Derwent Valley Reservoir Extension)
Solution owner	Severn Trent and Yorkshire Water
Is there value in accelerating the solution's development to be 'construction ready' for the 2025-2030 period?	Yes
Does the solution need additional enhancement funding for investigations and development?	Yes

Does the solution need the additional regulatory support and oversight provided by the Ofwat gated process and RAPID?	Yes
Does the solution provide a similar or better cost / water resource benefit ratio compared to current solutions?	Yes
Does the solution have the potential to provide similar or better value (environmental, social and economic value – aligned with the Water Resources Planning Guideline) compared to current solutions?	Yes
Funding will be allowed for the solution to join the standard gate programme.	

This solution has been presented to RAPID to support Severn Trent Water and Yorkshire Water customers.

- We conclude that there is value in accelerating the solution development to be construction ready for the 2025/2030 period.

Severn Trent and Yorkshire Water need to investigate and develop the solution to be construction-ready by 2025–2030 in order to support a decision by Severn Trent regarding whether to continue or terminate its bulk supply to Yorkshire Water. Further the solution provides potential water resource supporting benefits to other RAPID solutions that align with this construction ready period.

- We conclude that the solution does need additional enhancement funding for investigations and development.

The solution has been selected in emerging regional plans and we understand in work completed by Severn Trent and Yorkshire Water on preparation of their draft WRMP24s. Enhanced funding will enable its continued development, beyond the level of investigations required for water resource management plans and in keeping with the development timetable for which regions and other solutions may need to benefit from it.

- We consider that the additional regulatory oversight and governance and structure around the RAPID process will support Severn Trent and Yorkshire Water in working together to develop this solution.

Regulatory oversight through inclusion in the RAPID gated process will allow the potential benefits of this solution to other regions and other RAPID solutions to be investigated and developed alongside the other similar timescales to the development of regional plans and RAPID solutions and will ensure consistency with equivalent regional solutions.

- We have concluded the solution has the potential to provide a similar or better cost-to-water resource benefit ratio to other current RAPID solutions.

Due to gravity feeds and existing infrastructure, certain options within the UDVRE solution may be able to supply water resource benefit at low additional OPEX to current Severn Trent operational costs.

- We have concluded the solution does have the potential to provide similar or better value to other current RAPID solutions, in respect to environmental, social, and economic value.

The solution type and scope is similar to other solutions within the RAPID programme, and therefore has the potential to provide similar value.

The evidence suggests that the solution is a potentially valuable way of supplying water to customers. Based on our assessment of the potential solution costs and benefits we have concluded that the solution should progress through the gated process to gate two, and that the funding identified in Table 4 should be allowed.

Table 4. Upper Derwent Valley Reservoir Extension funding allowances

	Gate one	Gate two	Gate three	Gate four	Total
Upper Derwent Valley Reservoir Extension-Draft Decision	N/A	£2.78m	£6.49m	£7.42m	£16.70m
Upper Derwent Valley Reservoir Extension-Final Decision	N/A	£5.98m	£13.94m	£15.94m	£35.86m
Comment	N/A	15% of development allowance calculated as 6% of option to raise Howden and Derwent dams	35% of development allowance calculated as 6% of option to raise Howden and Derwent dams	40% of development allowance calculated as 6% of option to raise Howden and Derwent dams	90% of development allowance calculated as 6% of option to raise Howden and Derwent dams

Gate funding has been calculated using the total option costs for the option to raise both the Howden and Derwent dams, which is identified by the solution owners as the option that they believe is most likely to be required at this stage.

We will review the funding allowance for UDVRE at gate three, when a preferred option is expected to be presented to take account of the scope of the preferred option.

Funding will be shared equally between the solution owners, Severn Trent and Yorkshire Water.

This funding is allowed in accordance with the conditions and requirements as outlined in the [PR19 final determinations: Strategic regional water resources solution appendix](#).

4.2 Evidence of efficient expenditure

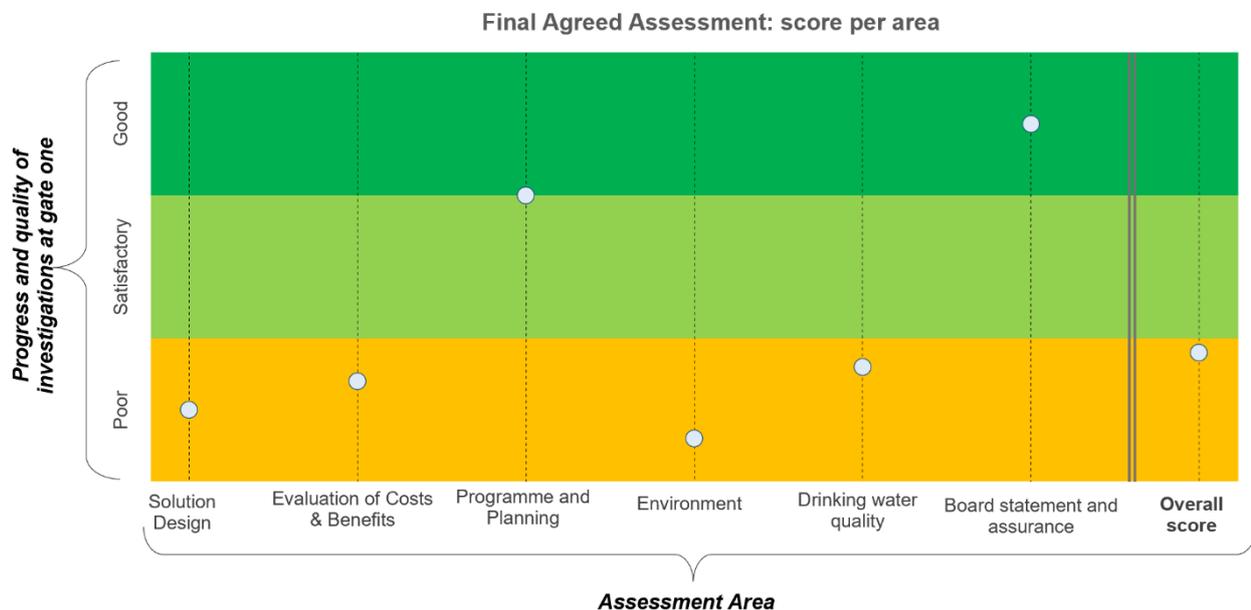
This is a new solution to the programme being proposed at gate one. The Upper Derwent Valley Reservoir Extension solution has received no funding from the RAPID programme to date and therefore no assessment of expenditure has been undertaken.

4.3 Quality of solution development and investigation

The aim of the assessment was to determine whether appropriate progress has been made towards delivery of the solution. We recognise at this stage solutions may be at different development points and the assessment takes this into account.

Error! Reference source not found.2 shows our assessment of the work completed on the solution, which was presented in the submission. Our assessment was made against the criteria of robustness, consistency, and uncertainty to grade each area of the submission as good, satisfactory, or poor in accordance with [our guidance published on 22 February 2021](#). We also assessed the Board assurance provided.

Figure 2. Assessment of progress and quality of investigation



Our overall assessment for the solution submission is that the quality of the assessment does not meet gate one expectations in many areas. We consider that a significant amount of work will need to be completed quickly to enable the solution to reach the stage of investigation and development expected at gate two.

4.3.1 Solution Design

Our assessment of the solution design considered the quality of the evidence provided on the initial solution and options; the anticipated operational utilisation of solutions; the interaction of the solution with other proposed water resource solutions and stakeholder and customer engagement. The assessment also considered whether information was provided on the context of the solution's place within company and regional plans.

We consider Severn Trent and Yorkshire Water to have provided poor evidence of progress in developing the solution design for gate one. The submission fell short of expectations in many areas, including in particular, the presentation of options, evidencing the anticipated operational utilisation and the interaction of this solution with other proposed water solutions.

Key themes for activities that will be required at the start of gate two include developing the scope of each option within the solution and setting out the expected utilisation of the options under normal year and dry year events, including explaining the methodology to further refine utilisation calculations through gate two. The solution owners should ensure the solution and its options are fully integrated with regional planning so that regional reconciliation decisions reflect the developed solution. Further discussions should also be undertaken with the regulators regarding the extent to which the solution could support other RAPID solutions and environmental flows as appropriate. We also expect continued stakeholder engagement, particularly regarding local impacts.

4.3.2 Evaluation of Costs & Benefits

Our assessment of the evaluation of costs and benefits considered the quality of the information provided on initial solution costs; the societal, environmental, and economic cost and benefits, water resource benefits and wider resilience benefits. The assessment also considered whether evidence was provided on how the solution delivers a best value outcome for customers and the environment.

We consider Severn Trent and Yorkshire Water to have provided poor evidence of evaluating the costs and benefits of the solution to standards expected for gate one. The submission fell short of expectations in many areas, including evaluating the solution and options' societal, environmental and economic costs and benefits, and the water resource benefits. A best value assessment should also be developed to work towards a preferred option.

Key themes for activities that will be required at the start of gate two include setting out the approaches to calculating social, environmental and economic costs of the solution and its options. Solution owners should also calculate and present the annual average and peak water resource benefit of each option. We expect both Biodiversity Net Gain (BNG) and Natural Capital Assessments (NCAs) to be completed through gate two, as well as further exploring potential wider benefits through multi-sector benefits of downstream abstractions, and local flood risk benefits. Addressing these themes should also work towards developing a best value assessment.

4.3.3 Programme and Planning

Our assessment of the programme and planning considered whether Severn Trent and Yorkshire Water presented a programme with key milestones and whether its delivery is on track. The assessment also considers the quality of the information provided on risks and issues to solution progression, the procurement and planning route strategy and subsequent gate activities with outcomes, penalty assessment criteria and incentives.

We consider the evidence provided by Severn Trent and Yorkshire Water regarding the procurement, programme and planning for Upper Derwent Valley Reservoir Extension to be satisfactory for gate one. The submission fell short of expectations in some areas, including the detail of evidence behind the procurement strategy.

Key themes for activities that will be required at the start of gate two include a more detailed, evidenced assessment of whether the solution is suitable for delivery via Direct Procurement for Customers (DPC), and detail of alternative delivery strategies. You should also further consider regulatory barriers, and other barriers that may exist due to designation of structures and national parks.

4.3.4 Environment

Our assessment of environment considered the initial environmental assessment; the identification of environmental risks and an outline of potential mitigation measures; the detailed programme of work used to address environmental assessment requirements and the initial outline of how the solution will take into account the carbon commitments.

We consider Severn Trent and Yorkshire Water to have provided poor evidence of progress in this area for gate one. The submission fell short of expectations in many areas, including environmental assessments, identifying environmental risks, provision of environmental monitoring plans, and the carbon assessment.

Key themes for activities that will be required at the start of gate two include an outline environmental monitoring plan, and the development of environmental assessments for all options within the solution in line with gate two guidance. Environmental monitoring should commence early in gate two, as soon as possible. Assessments should also outline environmental risks posed by the solution and mitigation measures required, particularly those associated with designated sites in the vicinity of the solution. A carbon assessment is also required for each option within the solution, which considers whole life carbon and consideration should be given to incorporating carbon reduction into the solution design. Carbon assessments should be presented in the context of the relevant guidance and frameworks, as well as commitments to All Company Working Group (ACWG) net-zero targets. The Environment Agency must also be consulted on changes to discharge and abstractions,

including where this relates to feasibility of supporting or altering environmental flows and multi-sector abstractions downstream.

4.3.5 Drinking water quality

Our assessment of drinking water quality considered drinking water quality and risk assessments; evidence that the solution has been discussed with the drinking water quality team and a plan for future work to develop Drinking Water Safety Plans (DWSPs).

We consider that the information provided in this submission on drinking water quality for gate one was poor. The submission fell short of expectations in many areas, including impact on drinking water quality, particularly associated with the options to develop a new dam and reservoir. The solution owner also did not consult with local water quality teams on the solution and the potential risks from new dams and reservoirs.

Key themes for activities that will be required at the start of gate two include development of Drinking Water Safety Plans and water quality monitoring programmes, including for emerging contaminants and upstream catchment considerations. Water quality monitoring should then also commence early in gate two, as soon as possible. Engagement with the Drinking Water Inspectorate will be expected at gate two.

4.3.6 Board Statement and Assurance

We consider that the assurance provided by the Boards of each of the solution owners is good. They have provided statements that indicate that they are satisfied that the Upper Derwent Valley Reservoir Expansion meets the requirements for a new solution outlined in RAPID's guidance and that they support the recommendation for the solution to be included in the RAPID programme. We note that the statement was unsigned; at gate two statements must be signed by the full Board or on behalf of the Board with clear explanation of delegation of authority from the Board to sign the statement. Further guidance regarding board assurance at gate two is provided in RAPID's gate two guidance.

5. Proposed changes to partner arrangements

This is a new solution. The proposed partners are Severn Trent and Yorkshire Water. Funding allowances are shared equally between the proposed partners.

6. Actions and recommendations

Where the submission has not been assessed as 'meeting expectations' we have provided feedback on where we will seek remediation of the issues. We have also identified specific steps that solution owners should take in preparing for gate two.

We have categorised these remediation issues and steps into priority actions, actions and recommendations.

Priority actions are those that should have been completed at gate one and must now be addressed on a short timescale in order to make sure the solution stays on track. They require urgent remediation in full.

Each priority action is viewed with equal importance, and therefore the solution team should resolve each of them to a suitable standard. Priority actions 3, 4, 5, 7 and 9 should be completed by July 18th. The remaining priority actions, 1, 2, 6, 8 and 10 should be progressed with an interim outcome, progress update, and ongoing work programme required by 18 July 2022 and should be completed by gate two.

We consider it would be appropriate to apply a delivery incentive penalty at gate two should one or more of the priority actions not be completed to a suitable standard by the dates indicated in the Appendix.

We have also identified actions that should be addressed in full in the gate two submission. The response to these actions will influence the assessment of the gate two submission.

Recommendations are issues where additional information or clarification could improve the quality of future submissions. All priority actions, actions and recommendations are listed in the Appendix.

7. Gate two activities

The solution will be funded to gate two as part of the gate track.

For its gate two submission, we expect Severn Trent and Yorkshire Water to complete the activities listed in [PR19 final determinations: strategic regional water resources solutions appendix](#) as expanded on in its gate one submission and to comply with the [Strategic regional water resource solutions guidance for gate two](#).

7.1 Gate two timetable

We acknowledge the recommendation by the solution owners to move this gate two submission to 31 March 2023 because of their concerns regarding the time left to complete a full programme of gate two activities that meet gate two expectations by the gate two submission date of 14 November 2022.

Given the current maturity of the solution and taking into account that it does not interact with other solutions in the RAPID programme, we agree that the date of this gate two submission should be later than 14 November 2022. The timing of the gate two submission for this solution will be moved to April 2023. The exact date is still to be confirmed and will be published on the RAPID website.

Appendix: Actions and Recommendations

Priority Actions – to be addressed in full or an update provided early in gate two			
Number	Section	Detail	Due
1	Solution & Options	Each solution option must be further developed to give specific detail of the scope of the option. This should include detail on feasible and realistic ranges of dam raising heights, reservoir storages, locations of each option, and Deployable Output (DO) modelling to determine water into supply benefits	Interim outcome, progress update & ongoing works programme by 18 July 2022. Complete by gate two.
2	Utilisation	Ensure utilisation is determined through regional modelling, or utilising regional modelling outputs early in gate two, including normal year use and for events up to the 1:500 year event. Provide detailed explanation of the methodology for defining utilisation at gate two.	Interim outcome, progress update & ongoing works programme by 18th July 2022. Complete by gate two.
3	Solution Interaction	Conduct feasibility discussions with the Environment Agency regarding interaction with other solutions, particularly regarding support for other solutions downstream such as the South Lincolnshire Reservoir, and how this would be arranged with put/take licensing.	Complete by 18 July 2022.
4	Water Resource Benefit	Provide scope expected yield releases and Deployable Output benefit to Yorkshire Water for each option, as annual average and critical period for events up to 1:500.	Complete by 18 July 2022.
5	Procurement Strategy	Carry out an assessment of suitability for delivery via DPC for size and discreteness criteria for each of the options identified in the solution submission ahead of gate two.	Complete by 18 July 2022.
6	Procurement Strategy	Provide analysis for the different tender models for delivery of this project, whether by DPC or other means.	Interim outcome, progress update & ongoing works programme by 18 July 2022. Complete by gate two.
7	Environmental programme	Prepare a detailed environmental programme. The solution should produce a detailed environmental programme that outlines tasks that will be used to inform a robust environmental assessment. This should follow gate two guidance and consider the following; gap analysis, additional monitoring, modelling and environmental surveys.	Complete by 18 July 2022.
8	Drinking Water Quality Risk Assessments	Review current DWSP & risk assessments to identify any issues arising from additional catchment / new dam. Develop a monitoring plan to identify any emerging contaminants of concern in line with ACWG monitoring methodology for all options being considered.	Interim outcome, progress update & ongoing works programme by 18 July 2022.

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			Complete by gate two.
9	Drinking Water Inspectorate Engagement	Confirmation of ongoing engagement with the Drinking Water Inspectorate, by establishing an engagement plan.	Complete by 18 July 2022.
10	Carbon	Undertake a carbon assessment for each option within the solution. Show methods for assessment, including adhering to relevant guidance and frameworks. Explore opportunities to incorporate carbon reduction and mitigation into the design of the solution itself.	Interim outcome, progress update & ongoing works programme by 18 July 2022. Complete by gate two.
Actions – to be addressed in gate two submission			
Number	Section	Detail	
1	Societal, environmental and economic costs and benefits	Determine societal, environmental and economic costs and benefits for each option through gate two. Biodiversity Net Gain and Natural Capital Accounting assessments must be completed for gate two, following relevant guidance.	
2	Wider resilience benefits	Ensure wider resilience benefits are investigated and quantified as part of the gate two submission. This includes wider resilience gained as a result of the solution, in addition to resilience of the solution itself.	
3	Best Value	Develop a best value assessment of the solution and the options within the solution.	
4	Strategic Context	Continue to update Regional Groups with option data as the options refine. Provide early indication where this will vary significantly from data submitted to regional groups or could be considered a material change as the type of option being submitted.	
5	Stakeholder Engagement	Produce a stakeholder engagement plan early in gate two and undertake solution specific stakeholder engagement throughout gate two.	
6	Regulatory and other barriers	Carry out further work to understand environmental risks, issues and mitigation of the solution. Regulatory barriers also need to be investigated, and other barriers that may exist due to designation of structures and national parks.	
7	Environmental Assessment	Complete a Water Framework Directive and an 'informal' Habitat Regulations Assessment as per gate two guidance for all potential sub options and discuss with the relevant regulators Strategic Environmental Assessment requirements. The assessments should also ensure they meet local requirements and take into account in combination impacts. Ensure continuous review and update of the initial assessment of environmental risks and consider potential mitigation measures.	
8	Drinking Water Quality	Undertake monitoring to identify any emerging contaminants of concern and any other risks identified in DWSP review. Investigate the anticipated change in abstracted Water Quality during gate two using the ACWG methodology. Any additional upstream risks with new dam should also be investigated.	

Recommendations		
Number	Section	Detail
1	Environmental assessment	Consider the time required for adequate ecological and water quality monitoring. Changes in the outflow regime of Ladybower reservoir to the Derwent may impact protected features further downstream and those associated with the River Trent. Any cumulative and in-combination impacts with other projects and SROs shall be addressed.

**Ofwat (The Water Services Regulation Authority)
is a non-ministerial government department.
We regulate the water sector in England and Wales.**

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