



**Baltimore Regional Water
Governance Taskforce
INTRODUCTIONS AND REMARKS
Meeting #1: Existing Organization &
Agreements**

September 13, 2023

Welcome from Task Force Chair



Bill Henry

- Regional Water Governance Task Force Chair
- Baltimore City Comptroller
 - focuses on modernizing systems to increase openness and transparency
 - promotes rigorous examination of governmental policies and practices to maximize accessibility, accountability, and efficiency
- Former Councilmember, Baltimore City Council

Today's Agenda

6:00pm – 6:15pm

Introductory Remarks

6:15pm – 7:00pm

Consultant Presentation

7:00pm – 7:45pm

Taskforce Discussion

7:45pm – 8:00pm

Break

8:00pm – 9:00pm

Public Comment

Task Force Meeting Schedule

Taskforce Meeting #1: Existing Organization & Agreements

Wednesday, September 13 at 6:00pm

Baltimore County, Randallstown Community Center

Taskforce Meeting #2: Governance Models

Wednesday, October 4 at 6:00pm

Baltimore City, Middle Branch Fitness and Wellness Center

Taskforce Meeting #3: Governance Models & Preliminary Fiscal Analysis

Wednesday, October 18 at 6:00pm

Baltimore County, CCBC Essex

Taskforce Meeting #4: Final Fiscal Analysis

Wednesday, November 1 at 6:00pm

Baltimore City, Mount Pleasant Church and Ministries

Taskforce Meeting #5: Summary & Recommendation

Thursday, November 16 at 6:00pm

Virtual

Taskforce Meeting #6: Final Recommendation Report

Thursday, January 25 at 6:00pm

Virtual

Introduction of Task Force Members



Timothy Barr

- **Managing Director of Water/Wastewater at Maryland Environmental Service**

- Provides water and wastewater operations and engineering services for 271 facilities in Maryland
- Responsible for water and wastewater operations (such as treatment, distribution, and collection), and water and wastewater engineering services



Lauren Buckler

- **Deputy Director of the Baltimore County Department of Public Works & Transportation**

- Oversight for Bureau of Utilities, Bureau of Engineering & Construction and Metropolitan District Financing & Petitions
- Responsible for development coordination with public infrastructure and procurement of design and construction contracts

Introduction of Task Force Members



Lester Davis

- **Vice President and Chief of Staff of CareFirst BlueCross BlueShield**
 - Lester guides strategic initiatives, leads special projects, and serves as extension of Office of Chief Executive Officer
 - Lester grows support for CareFirst’s goal of providing equitable, accessible, affordable, quality care through engagement with internal and external stakeholders
- **Former deputy chief of staff to Baltimore Major Jack Young**



Yosef Kebede

- **Director of the Howard County Department of Public Works**
- **Baltimore’s Chief of Water and Wastewater in the Department of Public Works**
 - Yosef led 1,200 employees and six divisions and was responsible for delivering water, sewer, and stormwater services for the region

Introduction of Task Force Members



Cory McCray

- **Deputy Majority Whip, Maryland Senate**

- Senate member since 2019, Deputy Majority Whip since 2020
- Works on Budget and Taxation Committee, Joint Audit and Evaluation Committee, Spending Affordability Committee, etc.
- Appointed to House Environment and Transportation Committee in 2015
- Worked on Regional Revitalization Work Group



Jessica Medicus

- **Environmental Manager of Bay Associates Environmental Inc.**

- Manager of Divisions H & J of the Anacostia River Tunnel (ART) and Northeast Boundary Tunnel (NEBT) projects in Washington, DC
- Provides environmental compliance support for construction staging areas
- Manages elevated pH and total suspended solids in the wastewater discharge
- Interacts with District DOEE regulators, completes stormwater pollution prevention plan weekly inspections, etc.

Introduction of Task Force Members



Jason Mitchell

- **Former director of the Baltimore City Department of Public Works**
 - Managed workforce of nearly 3,000 FTEs
 - Provided water utilities for 1.9M individuals
- **Former Oakland assistant city administrator**
 - Managed 2,500 city employees in department of public works, transportation, building, etc.



Patrick Moran

- **President of the American Federation of State, County and Municipal Employees Council 3**
 - AFSCME is a service workers union made up of 45,000 workers
 - AFSCME provides a way for employees to appeal unfair disciplinary and supervisory actions

Introduction of Task Force Members



Kishia L. Powell

- **General Manager and CEO of the Washington Suburban Sanitary Commission (WSSC Water)**
 - Leads day-to-day operations of largest water utility in Maryland to ensure water and water resource recovery are provided to 1.9M customers
- **Former DC Water Chief Operating Officer and Executive Vice President**
 - Focused on operationalizing equity and environmental justice



Carla A. Reid

- **Former General Manager of WSSC Water**
 - Provided oversight to finance, supply chain management, infrastructure systems maintenance, engineering and construction services
 - Established WSSC Water Innovations Center
- **Former Deputy Chief Administrative Officer for Economic Development and Public Infrastructure at Prince George's County Government**

Introduction of Task Force Members



Dana Stein

- **Vice Chair of the Environmental and Transportation Committee, Maryland House of Delegates**

- Member of House of Delegates since from 2002-2003, and 2007-2023
- Currently chair of the environment subcommittee
- In the past, worked on the local government and bi-county agencies subcommittee, the motor vehicle and transportation subcommittee, and was the chair of the natural resources, agriculture, & open space subcommittee



Robert Summers

- **Former Maryland Secretary of the Environment**

- Led the Department's planning, regulatory, management and financing programs to protect public health, restore and protect air and water quality, etc.
- Represented the Administration before State legislature and testified numerous times on behalf of Maryland's environment programs before U.S. Congress and Senate



**Baltimore Regional Water
Governance Taskforce
CONSULTANT PRESENTATION
Meeting #1: Existing Organization &
Agreements**

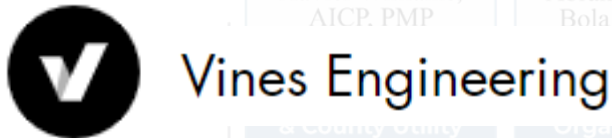
September 13, 2023



Consultant Presentation

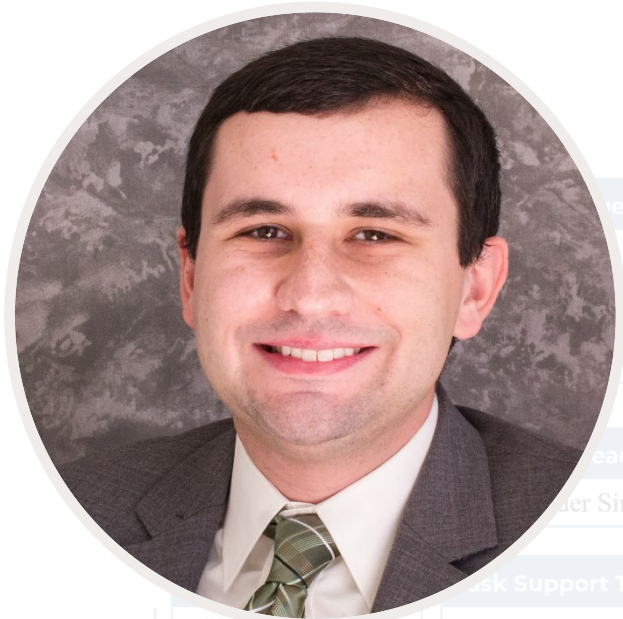
Consultant to Task Force

WSP USA



- Global engineering and professional services advisory firm consisting of 70,000 employees
- 250 diverse professionals based in our Baltimore office at One East Pratt Street
- Supported by team of specialized subconsultants
 - FG Solutions, minority and woman owned business
 - Vines Engineering, minority business based in Baltimore City
 - Clean Energy Capital, a registered municipal advisor

Consultant to Task Force



Brian Shell, PE
Project Manager
Assistant Vice President
WSP USA

- 15 year resident of Baltimore City
- Extensive experience in Chesapeake region water and wastewater with peer agencies
- Lead one of WSP's national service areas
- National best practices for utility management – commercial & technical crossroads

Consultant to Task Force



Kumasi Vines

Baltimore City Lead for Task 2

Vines Engineering

- Served as Bureau Head of Baltimore City's DPW Water and Wastewater
 - Extensive knowledge of City operations
- Served as Chief of Baltimore City's Contractor and Consultant Prequalification office
 - Extensive knowledge of City's construction and A/E procurement rules and performance metrics
- Led Financial Sustainability projects for DPW
- Native Baltimorean and current City resident

Consultant to Task Force



Bill Frankenfield

Baltimore County Lead for Task 2
Deputy Program Manager

WSP USA

- Bill retired as a Division Chief from the Baltimore County DPW&T Bureau of Utilities
- Oversaw major sewer work covering all O&M aspects in Baltimore County
- 35+ years of water and sewer operations experience
- 10 years asset management program development for Baltimore City and Baltimore County

Consultant to Task Force



Bola Fashokun

Task 2
Assistant Vice President
WSP USA

- 20+ years of experience in Civil, Water Resources, and Environmental Engineering Projects
- Former Asset Manager at WSSC Water
- Consultant Deputy Program Manager – Baltimore County Consent Decree Program
- Lead Consultant on Asset Management Implementation at Baltimore County
 - Water Network
 - Wastewater Network
 - Storm Drain Network
- Consultant on Integrated Planning Framework at Baltimore City



Consultant to Task Force



Xavier Williams

Task 1 Lead
Lead Consultant
WSP USA

Summarize existing delivery frameworks and review service agreements

Summary of Organizational Structure & Core Functions

Review of the existing organizational structure and governance processes

Select Governance Models
SWOT analysis of organizational structure and governance models

Determine governance structure options for Water/Wastewater Systems

Assess fiscal implications of each proposed governance structure

Final Selection of Governance Model

Present recommended governance model

- Over 8 years experience in public and private sector supporting organizational assessments and the delivery of public infrastructure improvements for State and local clients
- Certified Urban Planner
- Former Project Coordinator with a municipal DPW
- Maryland resident

House Bill 843 (HB843)

- The Task Force shall:
 - strive for consensus among its members.
 - review the findings and governance case studies from NewGen’s Business Process Review finalized in July 2021.
 - consult with MDE and MES.
 - **report findings and recommend the appropriate governance model to the Mayor of Baltimore City, the County Executive of Baltimore County, the Governor on or before January 30, 2024.**



Maryland
Department of
the Environment



MARYLAND
ENVIRONMENTAL
SERVICE



Objectives of the Task Force

Methodology for Identifying Recommended Governance Model

Governance Evaluation Criteria - How each different governance approach may improve the following:

- management;
- operations;
- employee recruitment;
- retention and training;
- billing and collections;
- planning for capital improvements;
- emergency management; and
- rate stability for customers

Objectives of the Task Force

Methodology for Identifying Recommended Governance Model

The assessments of the various alternative governance structures will include addressing their frameworks for:

- governance;
- financing;
- capital planning;
- future system capacity expansion;
- decision-making processes; and
- ongoing operations and maintenance of safe, efficient, equitable, and affordable water and wastewater systems serving the Baltimore region

Objectives of the Task Force

Methodology for Identifying Recommended Governance Model

Analyze and present the fiscal implications and efficiencies of each alternative governance structure:

- system transitions;
- asset leases and capital planning;
- rate restructuring for Baltimore City, Baltimore County, and other wholesale stakeholders;
- debt consolidation and extension;
- staffing and pension liabilities; and
- other relevant costs to jurisdictions or customers served by the shared systems

Existing Work to Date Business Process Review

Water/Sewer Services Process Review

- Accessible online
 - content.govdelivery.com
- Executive Summary
 - 12 pages
- Table of Exhibits



Exhibits	
Exhibit 1-1. Legislative History of the Baltimore Water System	1-3
Exhibit 1-2. 1972 Water Agreement Cost Elements	1-8
Exhibit 2-1. Change in City and County Population	2-2
Exhibit 2-2. City Organizational Structure Changes	2-4
Exhibit 2-3. Baltimore City Department of Public Works Organizational Chart	2-5
Exhibit 2-4. Baltimore City Bureau of Water and Wastewater Organizational Chart	2-7
Exhibit 2-5. Baltimore County Department of Public Works Organizational Chart	2-8
Exhibit 2-6. Baltimore County Department of Utilities Organizational Chart	2-9
Exhibit 2-7. Current Water and Wastewater Utilities Organizational Chart	2-10
Exhibit 2-8. Major Functions for City and County	2-10
Exhibit 2-9. Utility Partnership Options	2-15
Exhibit 3-1. City Budgeted Positions	2-16
Exhibit 3-2. County Budgeted Positions	2-21
Exhibit 3-3. Water Customer Accounts per Employee (FY 2020)	2-22
Exhibit 3-4. Wastewater Customer Accounts per Employee (FY 2020)	3-2
Exhibit 3-5. Combined Water and Wastewater Customer Accounts per Employee (FY 2020)	3-4
Exhibit 3-6. City Years of Service	3-7
Exhibit 3-7. County Years of Service	3-7
Exhibit 3-8. City Years until Eligible for Retirement	3-8
Exhibit 3-9. County Years until Eligible for Retirement	3-9
Exhibit 3-10. Percentage of Employees Eligible to Retire within Next Five Years	3-10
Exhibit 3-11. City Water and Wastewater Bureau Turnover by Fiscal Year	3-11
Exhibit 3-12. City Water and Wastewater Bureau Turnover by Fiscal Year and Month	3-12
Exhibit 3-13. County Water and Wastewater Bureau Turnover by Reason	3-14
Exhibit 3-14. County Water and Wastewater Bureau Turnover by Unit and Fiscal Year	3-15
Exhibit 3-15. County Water and Wastewater Turnover by Position	3-16
Exhibit 3-16. Employee Turnover (FY 2020)	3-16
Exhibit 3-17. Key City WWS and DPW Leadership Turnover	3-17
Exhibit 3-18. Salary Comparison	3-19
Exhibit 3-19. City and County Capital Assets	3-20
Exhibit 3-20. Engineering and Construction Functions	3-21
Exhibit 3-21. City and County Metrics	3-22
Exhibit 3-22. Capital Program Level of Development	4-3
Exhibit 4-1. Summary of City and County Practices - Water Loss Management Programs	4-3
Exhibit 4-2. Summary of City and County Practices - Drought Response Planning	4-6
Exhibit 4-3. Summary of City and County Practices - Safety Programs and Risk Mitigation Planning	4-10
Exhibit 4-4. Summary of City and County Practices - Source Water Protection and Land Use Management Planning	4-11
Exhibit 4-5. Performance Score	4-16
Exhibit 4-6. Summary of City and County Practices - Performance Management and Continuous Improvement	4-21
Exhibit 4-7. Best Practices - Inter-Jurisdiction Communication	4-26
Exhibit 4-8. Best Practices - Inter-Jurisdiction Communication	4-30
Exhibit 4-9. Best Practices and Case Studies - Sewer Capacity Planning	4-34
Exhibit 4-10. Example SOP: Mobile Collector - Field Operation	4-55
Exhibit 4-11. Meter Shop Work Activity	4-57
Exhibit 4-12. Current Backlog of Cityworks Work Orders as of June 25, 2020	4-62
Exhibit 4-13. Alignment with Key Principles and Opportunities for Improvement	4-73
Exhibit 4-14. 1972 Water Agreement Cost Elements	4-78
Exhibit 4-15. Cost Allocation Model Inputs	4-85
Exhibit 4-16. Annual Water Settlements	4-88
Exhibit 4-17. Alignment with Key Principles and Opportunities for Improvement	4-93
Exhibit 4-18. Outstanding Model Inputs	5-4
Exhibit 4-19. Annual Water Settlements	5-6
Exhibit 4-20. Current	5-7
Exhibit 4-21. Current	5-7
Exhibit 4-22. Current	5-8
Exhibit 4-23. Current	5-8
Exhibit 4-24. Current	5-9
Exhibit 4-25. Current	5-9
Exhibit 4-26. Current	5-11

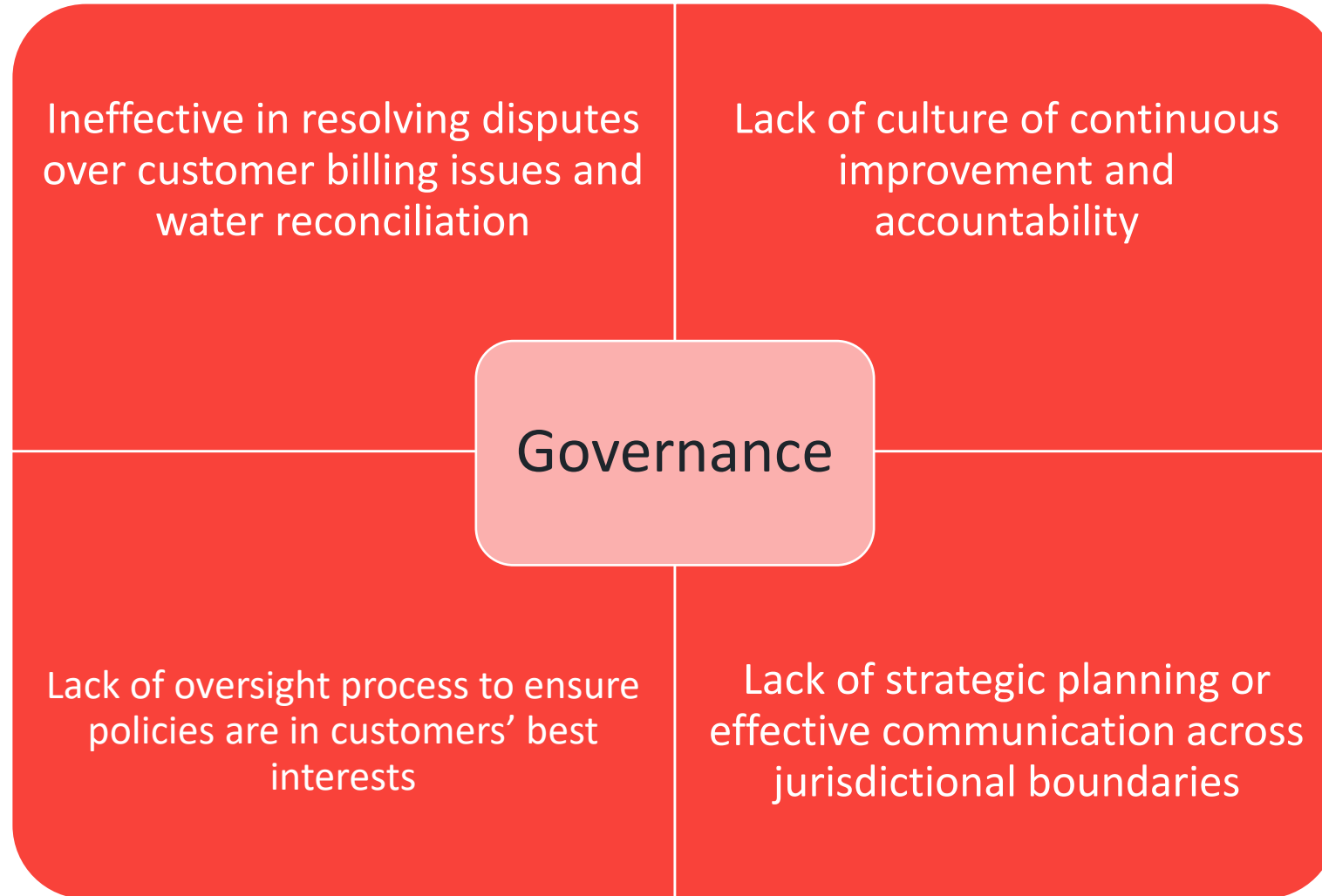
Recap: Water/Sewer Services Process Review



Recap: Water/Sewer Services Process Review

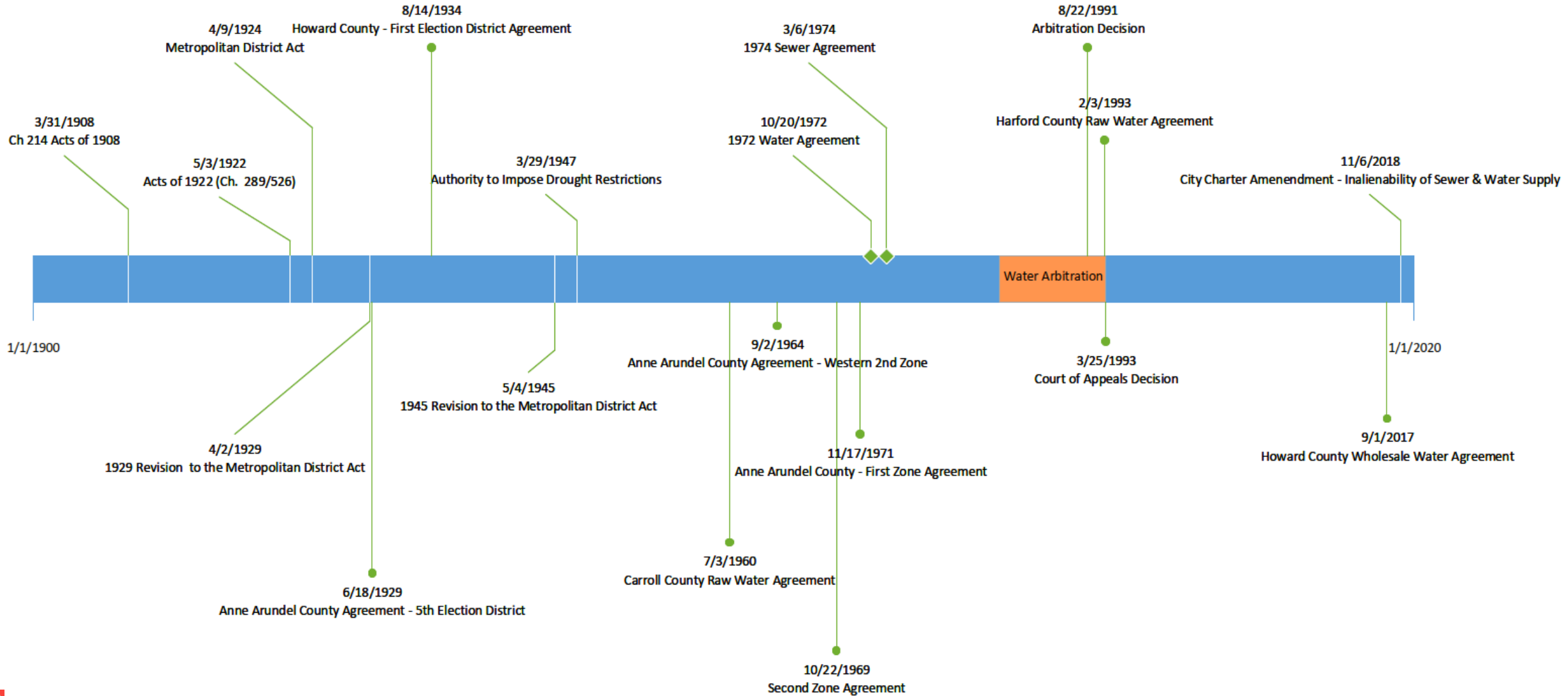


Recap: Water/Sewer Services Process Review



Existing Agreements

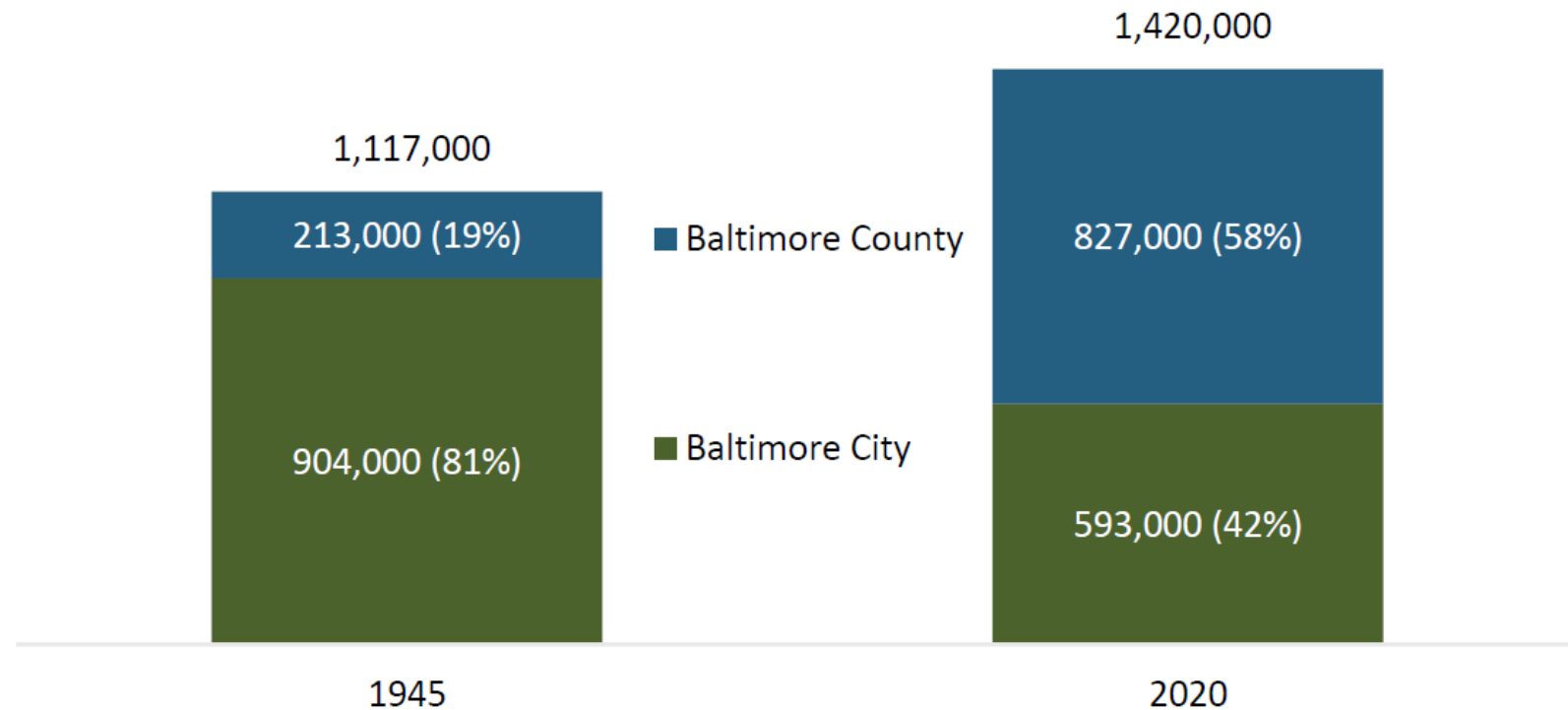
Legislative History Timeline



Population History

- Population changes
- Development and role of sewerage in development
- Equity and socioeconomic priorities

Exhibit 2-1. Change in City and County Population



Metropolitan District Act (1929/1945)

- “The operating control of water extensions in the Metropolitan District shall be in the hands of the Mayor and City Council of Baltimore...”
- “...there shall be at all times an adequate flow of water fit for human consumption, none the less pure than the water furnished by the Mayor and City Council of Baltimore to the inhabitants of Baltimore City,”
- “The rates to be charged by Baltimore City for furnishing water to consumers in Baltimore County shall be established by agreement between the City of Baltimore and the Commissioners, subject to approval by the Public Service Commission of Maryland.”
- “[Baltimore City] shall maintain proper records to adequately and correctly reflect the amount of all income received from furnishing water service to consumers in Baltimore County;”

1972 Water Agreement: Highlights

- For the operation of Baltimore Water System, establish method of computation and payment of expenses incurred between City and County in connection with water system
- Key Provisions
 - Facilities
 - Each party is responsible for planning, designing, and constructing Filtered Water Facilities located within its boundaries
 - Planning, designing, and constructing of all raw water facilities, raw water pipelines, and treatment facilities is the responsibility of the City
 - Construction of Filtered Water Pipelines
 - Local codes, regulations, and rules apply to water pipelines constructed within each jurisdiction

1972 Water Agreement: Highlights

- Key Provisions (continued)
 - Operation and Maintenance
 - Establish Baltimore County's obligation to pay its proportionate share of all expenses resulting from the operation, maintenance, administration of the Baltimore Water System
 - Metered Water Billing and Customer Service Charges
 - Establish how costs associated with customer billing, collections, and customer service functions are allocated to County
 - Annual Recalculation of Costs
 - City submits Annual Water Cost Reconciliation Statement to County

1972 Water Agreement: Cost Allocation Framework

- Operational costs assigned via one of four methods
 - Flow Distribution Method
 - Incremental Volume Method
 - System Volumetric Method
 - Zonal Volumetric Method

1974 Sewer Agreement: Highlights

- Interconnection of City and County wastewater systems on the basis of calculating treatment, conveyance, and pumping costs
- Key Provisions
 - City or County may connect wastewater collection systems to the other pending approval of the other party
 - Back River and Patapsco WWTPs

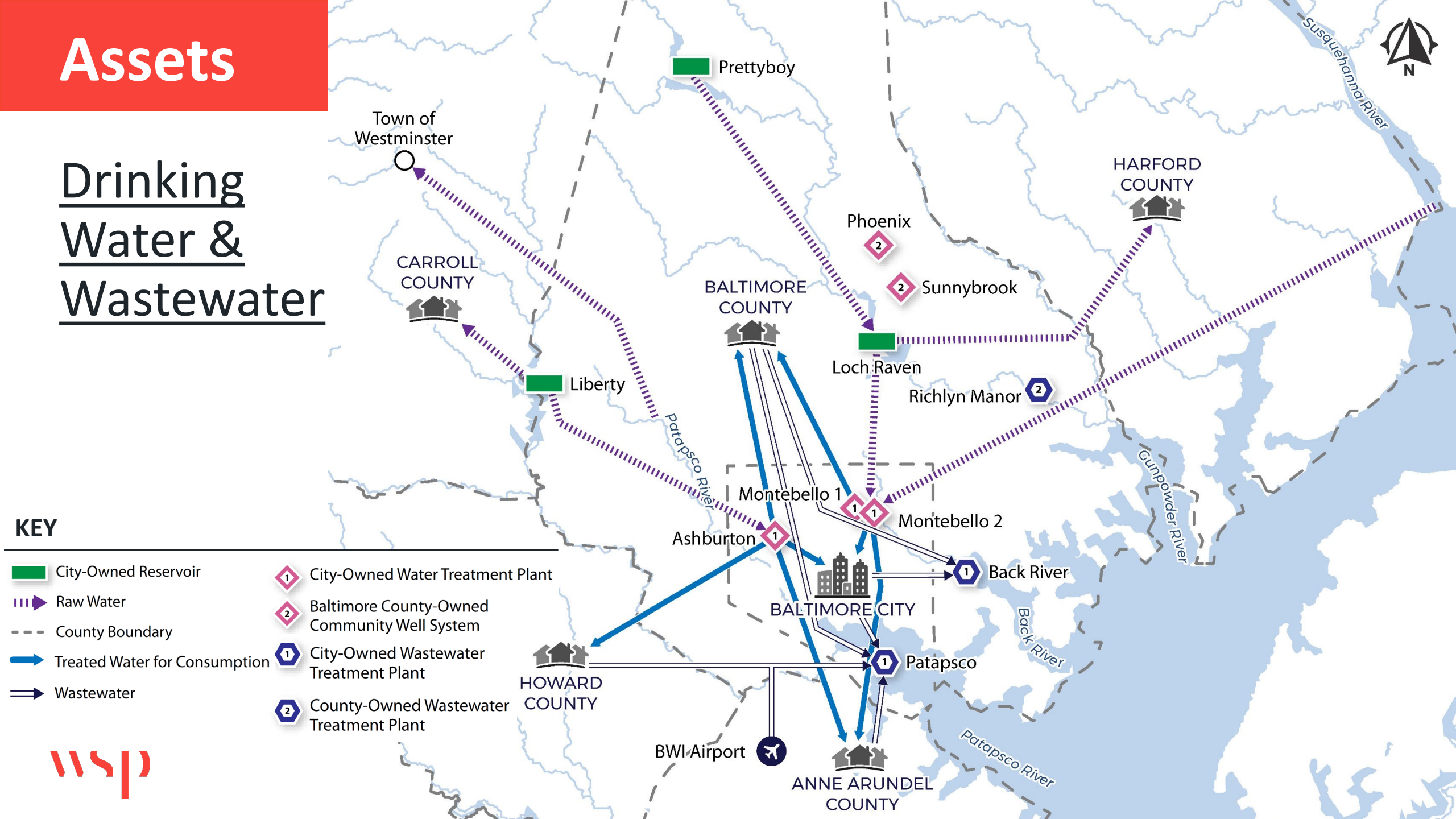
1974 Sewer Agreement: Cost Allocation Framework

- Volumetric Method for allocating repair and system rehabilitation expenses
- Design Flow Method for allocating capital costs for jointly-used facilities
- Volumetric Method for annual sewerage service charges between City and County and vice-versa

City and County Organizational Structure and Asset Overview

Assets

Drinking Water & Wastewater



KEY

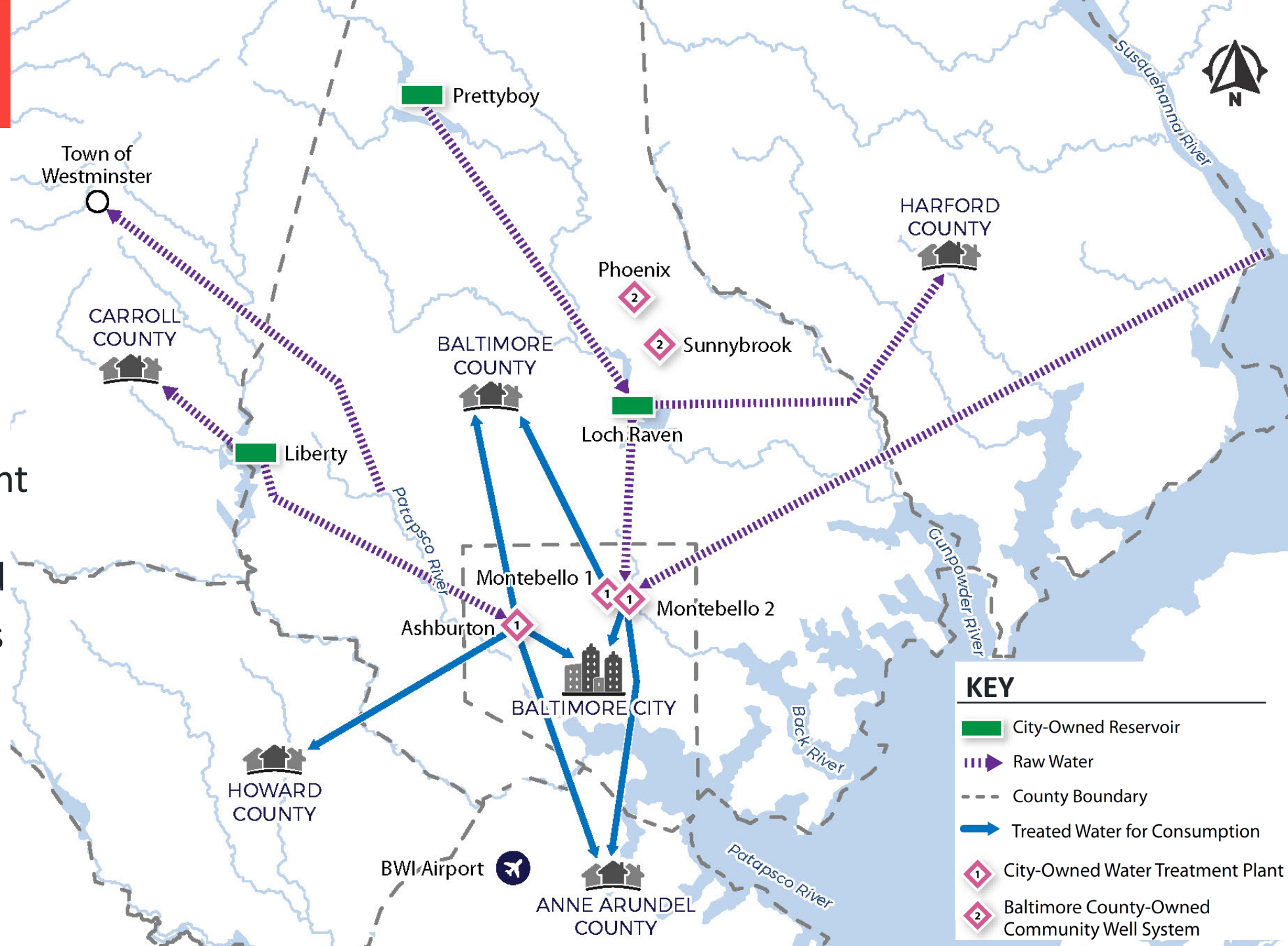
- City-Owned Reservoir
- Raw Water
- County Boundary
- Treated Water for Consumption
- Wastewater
- City-Owned Water Treatment Plant
- Baltimore County-Owned Community Well System
- City-Owned Wastewater Treatment Plant
- County-Owned Wastewater Treatment Plant



Assets

Drinking Water

- 1.8 million customers
- 3,700 miles of pipeline
- 3 Reservoirs
- 3 Water Treatment Plants
- 405 MGD Treated
- 19 Pump Stations
- 24 Tanks/Reservoirs



Assets

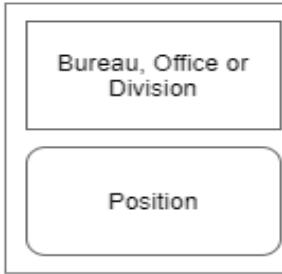
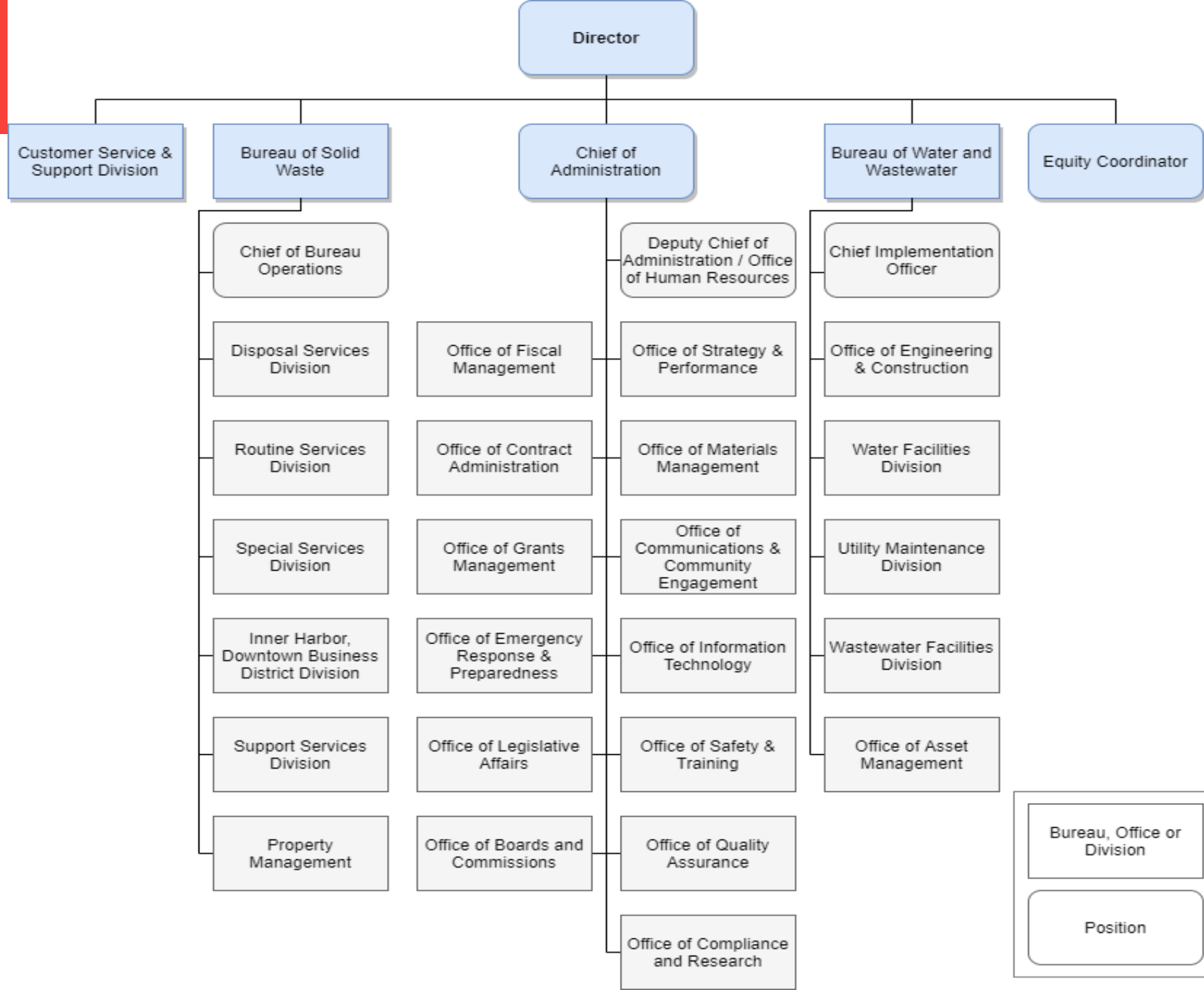
Wastewater

- 2 Wastewater treatment plants
- 250 MGD treated
- 1,400 miles sewer Baltimore City
- 2,100 miles sewer Baltimore County
- 9 Pump Stations City
- 120 Pump Stations County

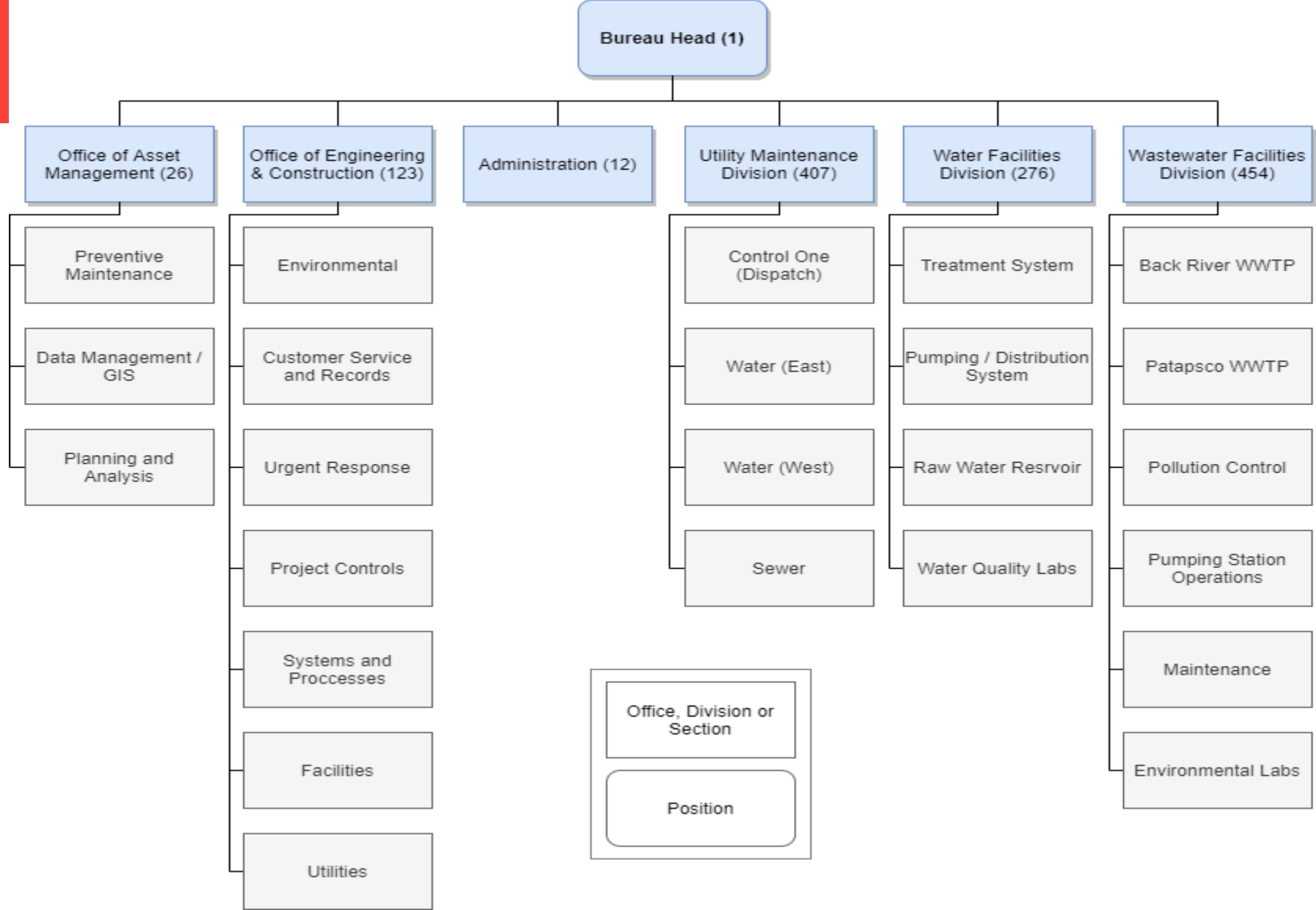


KEY	
	City-Owned Reservoir
	Raw Water
	County Boundary
	Wastewater
	City-Owned Wastewater Treatment Plant
	County-Owned Wastewater Treatment Plant

City Structure

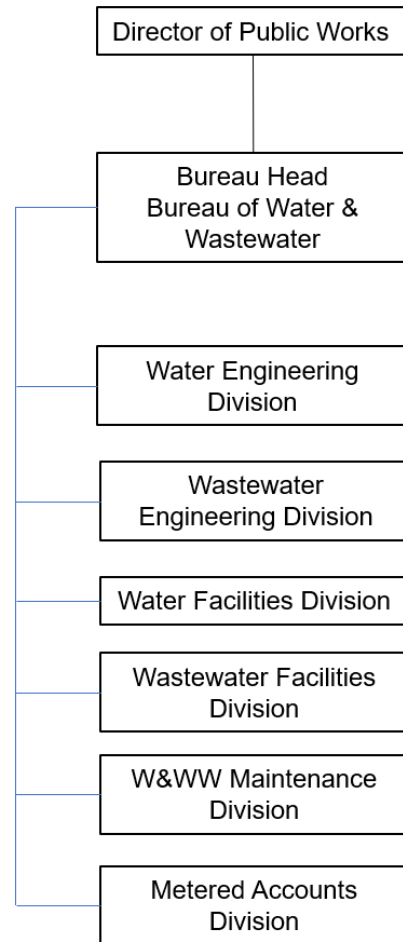


City Structure



Historical Comparison

Organizational Structure in 1979



Current Organizational Structure

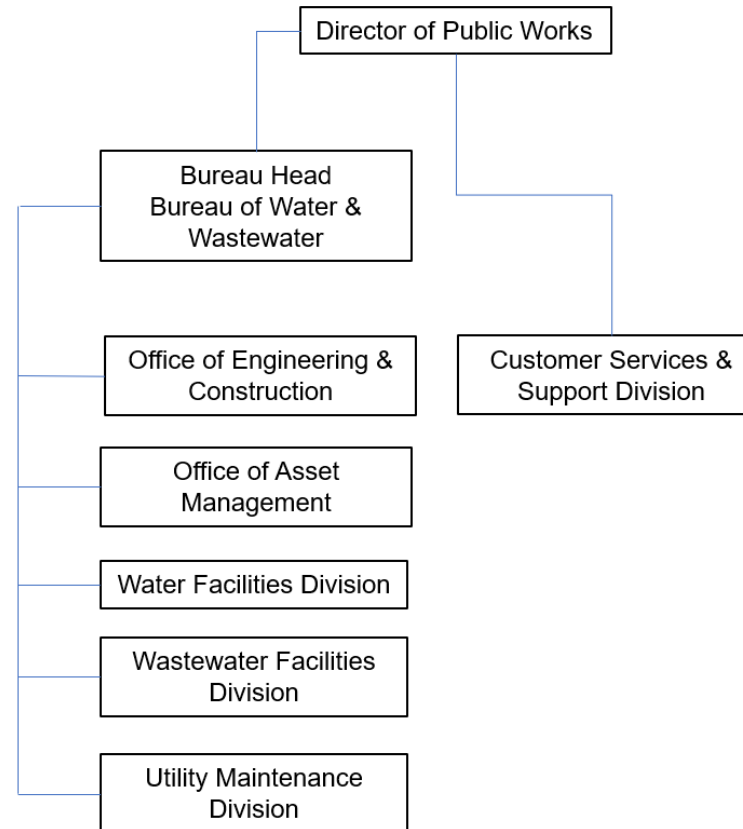
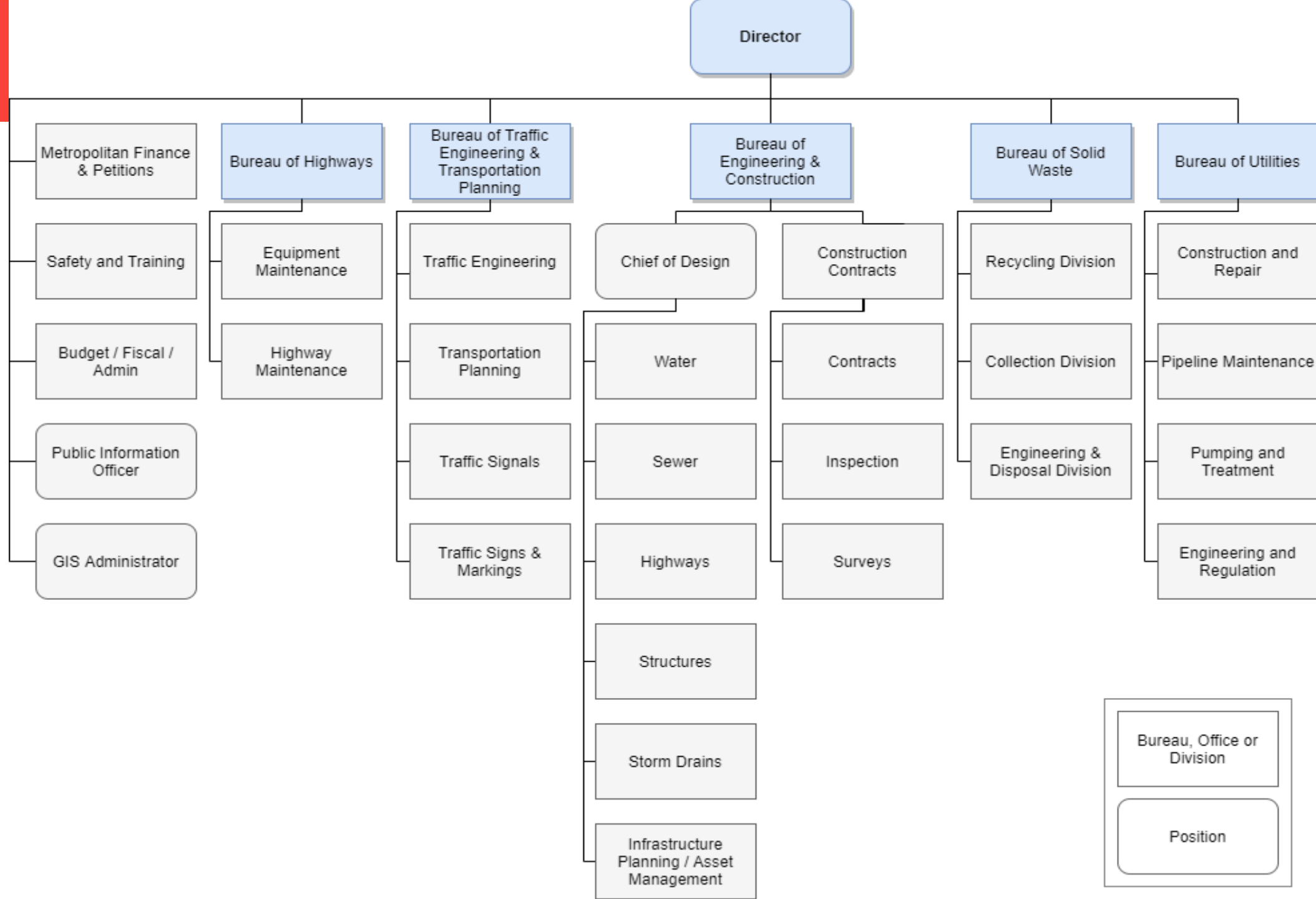


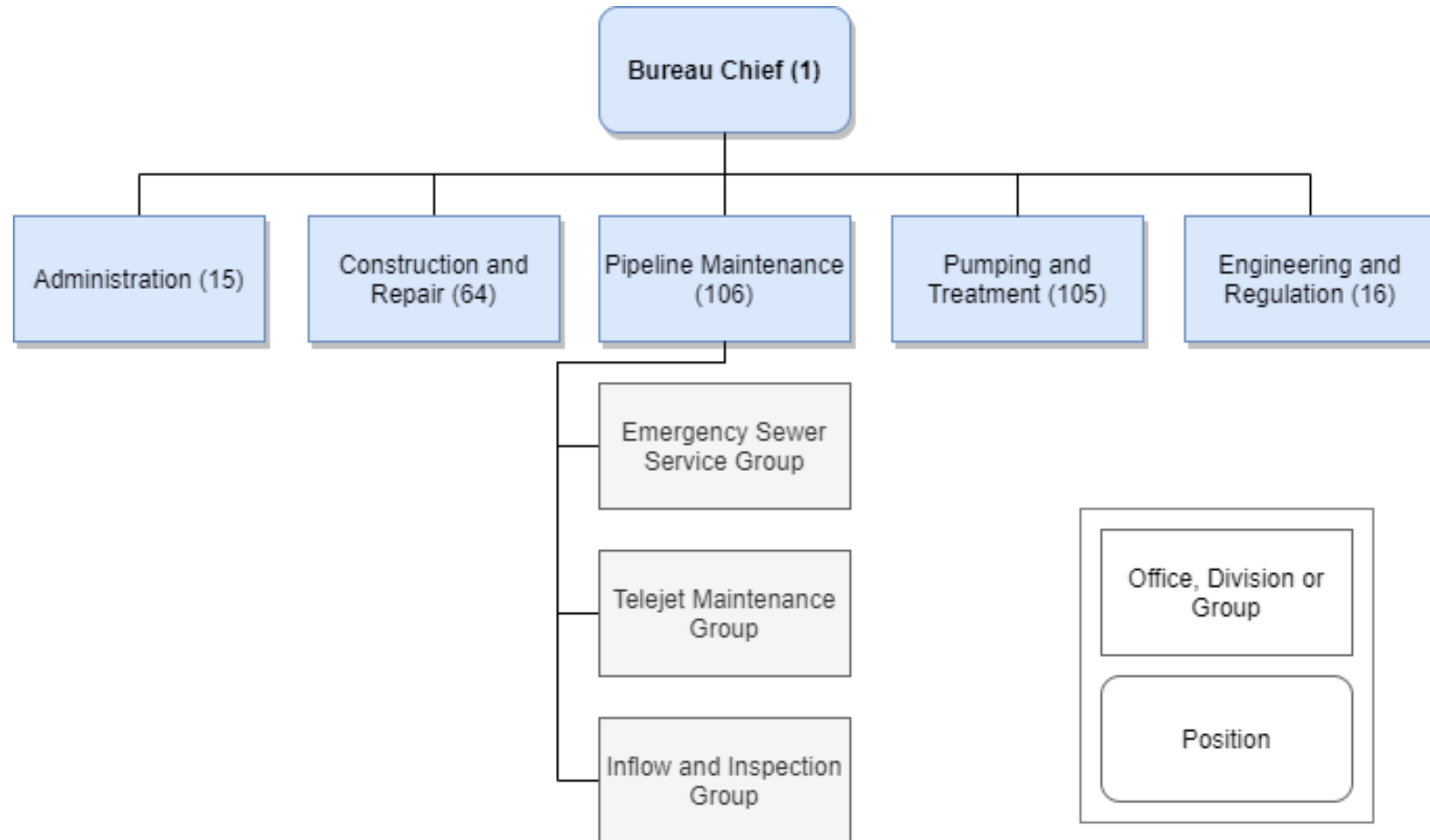
Exhibit 2-2. City Organizational Structure Changes



County Structure



County Structure



Next Steps from Past Report

- "details findings and observations that characterize the gap between the current City-County approach and a best-practice approach that might be used by a 'world-class' utility."
- "Any significant change in the business relationship between the City and County will ultimately require legislative changes and negotiation of new inter-jurisdictional agreements."

Task Force Meeting #2

Taskforce Meeting #2: Governance Models

Wednesday, October 4

6:00 P.M. – 9:00 P.M.

*Middle Branch Fitness
and Wellness Center*

Reedbird Park

*201 Reedbird Ave,
Baltimore, MD 21225*



GWWO Architects

Preview of Governance Models

Memorandum of Understanding (MOU)

Written agreement between utilities that documents specific terms of agreement for a defined mutually beneficial objective.

Cooperative

Non-profit, private sector partnerships created to achieve a single goal. All customers of the cooperative are members, and each member has voting power.



Intermunicipal Service Agreement

Maintain current structure while updating existing agreements.

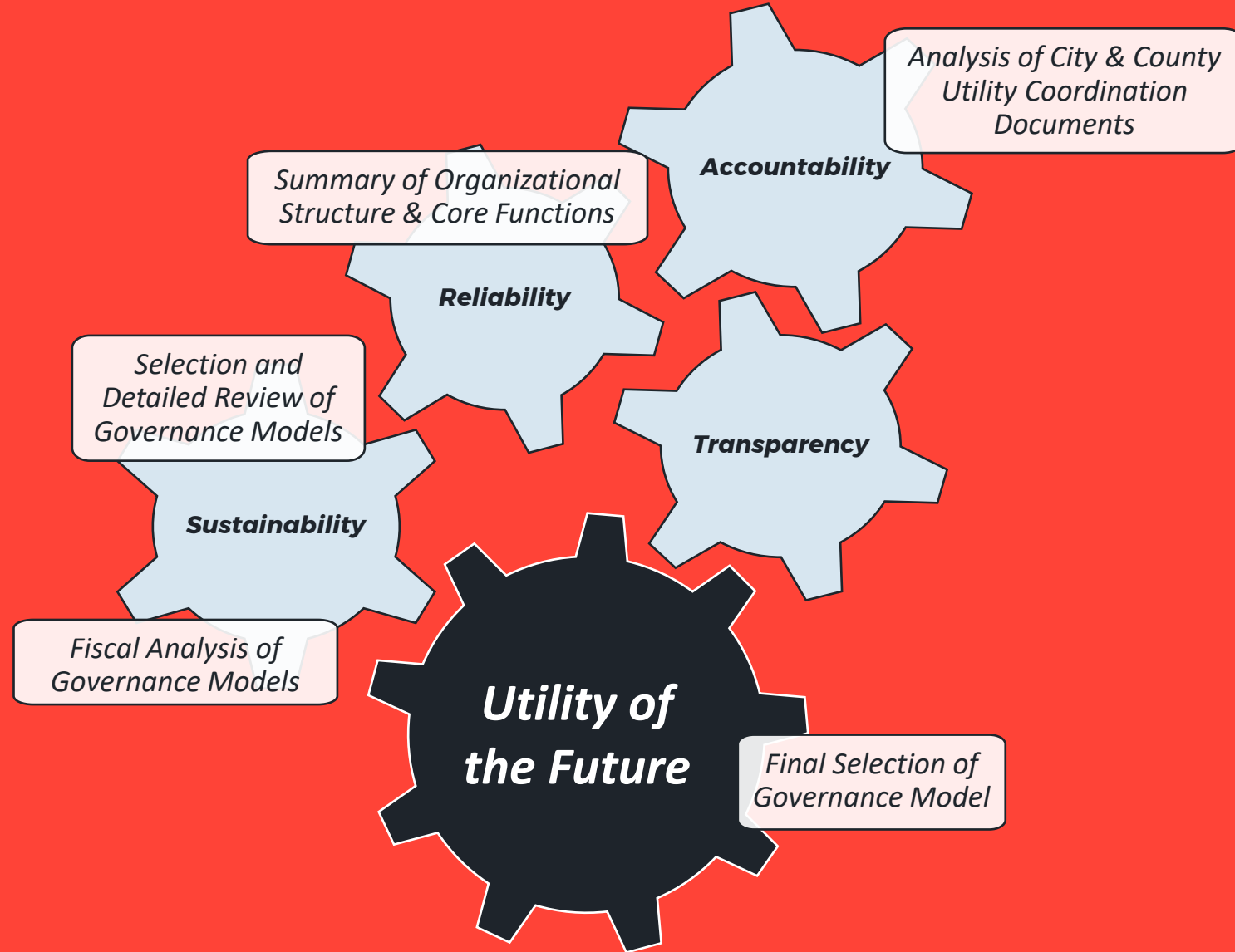
Wholesale Service Purchase Agreement

Contract for a utility to provide another with water or sewer services. Typically, services provided are for wholesale type services (utility to utility sales of services) as opposed to retail type services (directly to end customers).

Special District or Water/Wastewater Authority

Special districts can be formed within service area boundary to meet specific purpose. Special districts have the authority to charge rates and fees and issue revenue bonds in return for the responsibility and obligations to render services.

Public Comment



Taskforce Discussion

