

A high-speed photograph of water splashing against a bright blue sky with scattered white clouds. The water is captured in mid-air, creating a dynamic scene with many bubbles and droplets. The overall color palette is dominated by various shades of blue and white.

# 2012 Rate Document

Boston Water and  
Sewer Commission

BOSTON WATER AND SEWER COMMISSION

Boston, Massachusetts

2012 Rate Document



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## Background

The Boston Water and Sewer Commission (the “Commission”) was created pursuant to a home rule petition enacted by the Massachusetts Legislature. This legislation is known as the Boston Water and Sewer Reorganization Act of 1977, Chapter 436 of the Acts of 1977 (the “Enabling Act”). The Enabling Act established the Commission as a public instrumentality, a body politic and corporate, and a political subdivision of the Commonwealth, separate and apart from the City of Boston. The Enabling Act transferred the responsibility for the operation and maintenance of the water distribution system (the “Water Distribution System”) and the wastewater collection and storm-water drainage systems (the “Sewer System”), which serve the City of Boston to the Commission. Prior to the Commission assuming this responsibility, retail water and sewer services in Boston were provided by the City of Boston's Department of Public Works (“DPW”).

The Enabling Act empowers the Commission to independently set rates and charges for the water and sewer services that it provides. The Commission is required to establish fees, rates, rents, assessments and other charges at a level and amount at least sufficient to pay the principal, premium and interest on bonds issued by the Commission, to maintain its reserve funds as stipulated by its General Bond Resolution, to provide funds for paying the cost of all necessary repairs, replacements and renewals of the water and sewer systems and to pay any and all other amounts which the Commission, by law or by contract, is obligated to pay. The Commission's rates must comply with all applicable laws and statutes and the rates must be set in a manner to ensure eligibility for any federal and state funding.

Other provisions of the Enabling Act mandate discounts for persons sixty-five years of age or older and for fully disabled persons. None of the fees, rates, rents or other charges established by the Commission is subject to supervision or regulation by any department, division, commission, board, bureau or agency of the Commonwealth or any of its political subdivisions, or by the City of Boston or any of its political subdivisions. In keeping with the Legislative mandates of the Enabling Act, the Commission has established specific policies that set the parameters necessary for decisions of a financial nature. These policies establish guidelines for operation in accordance with the requirements of the Enabling Act.

The Policy for the Development, Monitoring and Amendment of the Current Expense Budget (“CEB”) states that the CEB should provide for the Commission's essential services and current priorities. The Commission uses the CEB development and monitoring process to minimize total costs of operations, consistent with its responsibilities to operate reliable and efficient water and sewer systems, conserve water and protect the natural resources available to the City.

The Enabling Act and the Commission's General Bond Resolution (the “Resolution”) of December 6, 1984 and supplemental resolutions require that the Commission, on an annual basis, develop a three-year Capital Improvement Program (“CIP”). As stated in the Commission's Policy for the Development, Monitoring and Amendment of the Capital Improvement Program, the CIP is a comprehensive plan for the enhancement of basic infrastructure and support facilities necessary to provide water distribution, wastewater collection and storm drainage services throughout the City. The primary goals of the CIP are to protect the public health and the

environment, improve the reliability of water, wastewater and storm drainage systems and minimize the long-term costs of operating these systems.

The largest component of the Water Distribution System CIP is the program to relay or reline water mains. The relaying program replaces aged, undersized or structurally deteriorated pipe. The relining program rehabilitates structurally sound pipe by cleaning out any interior residue and installing a cement lining. The quantity of work to be accomplished each year is in accordance with the recommendations of the Water Distribution Study completed in 1987 as well as the specific needs of the Commission and its customers. This study recommends that the Commission undertake a combined total of up to 17 miles per year of relaying and relining projects through the year 2010.

In addition, the CIP continues funding for the separation of combined sewers and for the reduction of infiltration and inflow into the sanitary system. Infiltration and inflow (“I/I”) are extraneous quantities of water, which enter the sanitary sewers and reduce the capacity of the system to transport sanitary sewage. Reduction of I/I also decreases the quantity of water transported to the Massachusetts Water Resource Authority (“MWRA”) wastewater treatment facilities, thereby reducing overall transportation costs, treatment costs and BWSC sewer assessments.

The Commission’s Policy for the Establishment of Water and Sewer Rates, Fees and Other Charges states that the Commission shall set its rates and charges in accordance with generally accepted accounting principles, generally accepted rate-setting practices of the utility industry and applicable federal and state law. The Commission has established the following rate-setting objectives in addition to the above requirements:

1. Minimize the financial burden on its customers, consistent with the Commission’s statutory responsibilities to operate the water and sewer systems in an efficient and financially self-sustaining manner.
2. Ensure that cash receipts and net revenues are at least sufficient to meet the operating costs, fund transfers, debt service coverage ratios and reserve provisions required by the Commission’s Resolution and the CEB.
3. Design its rates in order to promote the conservation, protection and improvement of water sources.
4. Establish fees, rates and charges that will protect and preserve the natural resources available to the people of the City.

Strict adherence to these and other financial policies has allowed the Commission to reduce operating expenses wherever possible, continue to maintain and improve the water and sewer infrastructure and maintain rates as required by the enabling act.

## **Mission**

The Commission was created to maintain and improve the long-term quality and reliability of water and sewer services for all users in the City and to assure adequate funding for the Systems. The Commission is committed to three primary goals:

- ✓ Maintain and improve the Water Distribution and Sewer Systems.
- ✓ Establish and administer a billing and collection system that is fair and efficient.
- ✓ Maintain a strong financial structure.

## **Commission Organization**

A three-member Board of Commissioners, appointed by the Mayor of the City, subject to confirmation by the City Council, oversees the Commission's activities. The Board's primary responsibility is to ensure the sound, economical and efficient maintenance of the Systems, and the provision of water and sewer services to the City of Boston. The Board of Commissioners is also responsible for setting clear financial and operational policy directives.

The Commission consists of five divisions: Executive, Operations, Engineering, Administration and Finance.

The Executive Division provides executive management for the entire Commission, which includes policy formation and strategic planning. The Executive Division also represents the Commission in all legislative lobbying efforts pertaining to securing federal and state funded rate relief. This Division is also responsible for implementing and monitoring the Commission's affirmative action plans and ensuring the participation of women and minority owned businesses in obtaining goods and services contracts. Additional responsibilities of the Executive Division include representing the Commission in all litigation, as well as overseeing and directing labor relations. The Management Information Services (MIS) department is also a part of the Executive Division. MIS is responsible for the preservation of the Commission's technical infrastructure.

The Operations Division ensures the ongoing maintenance and emergency repairs to the Commission's water and sewer mains, service connections, hydrants and drains. The Operations Division is also responsible for inventory control and the management and maintenance of the Commission's automotive fleet, providing facilities and support services and safety management to the entire Commission.

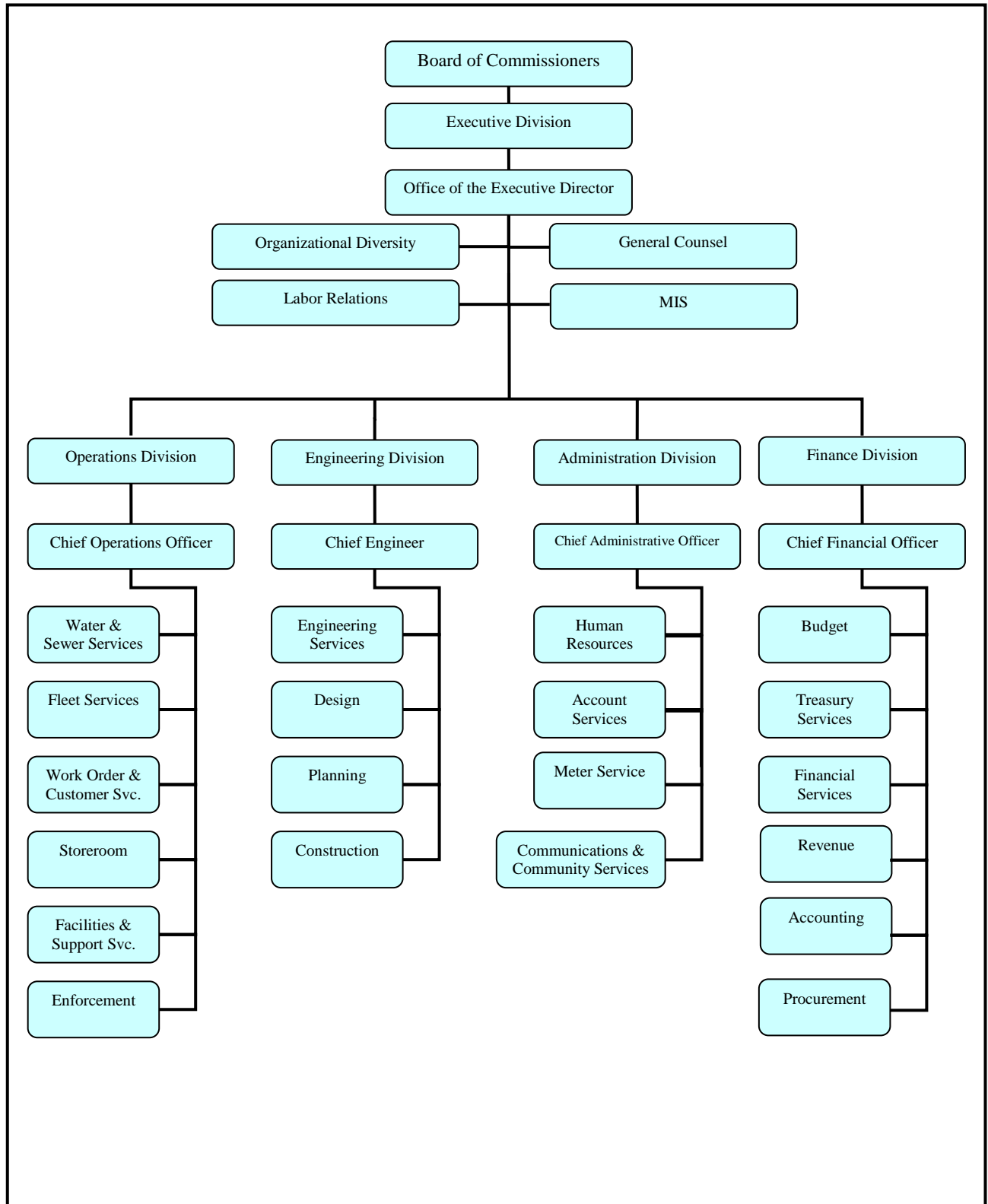
The Engineering Division ensures the provision of high quality, reliable water and sewer and drainage services. This is done by effectively planning, designing, managing and providing contract compliance for the construction of the Commission's capital projects. The Engineering Division also coordinates special programs related to leak detection, water conservation and water quality.

The Administration Division provides support functions for the Commission and its customers with administrative support services. The Administration Division provides its employees with

proactive personnel services. This Division is also responsible for maintaining collections and customer services. Management of Commission activities as well as reporting to the public information regarding specific activities is also handled by this Division. A major responsibility of this Division is the installation and repair of water meters throughout the City of Boston.

The Finance Division is responsible for the establishment of policies to provide maintenance of a strong financial structure designed to provide the lowest possible cost of water, wastewater and storm drainage services, establish a billing methodology that is fair and equitable to all rate payers, advance security for the Commission's bond holders, design and implement and internal control structure intended to provide reasonable security for the safeguard of Commission's assets.

### Commission Organization



## Water Distribution and Sewer Systems

The Commission's water distribution system serves approximately 88,800 active accounts throughout the City of Boston. Service is provided to the City's schools, hospitals, residential population, businesses, industries, and public and private institutions. In addition to the residential population of 645,000 the daytime population of Boston is increased by approximately 375,590 commuting workers, 52,000 shoppers, 44,530 commuting students, 13,940 overnight guests in hotels and homes, 11,600 tourists, 67,480 combined for conventions, trade shows, and sporting events, and 31,830 hospitals patients and visits.

The Commission currently owns and operates a system for the distribution of potable water to customers throughout the City of Boston. The Commission purchases finished water (fluoridated and disinfected) from the MWRA. The MWRA is a wholesale provider of water to 50 communities in the metropolitan Boston area.

Boston's early settlers relied on water from cisterns and underground wells, but the quality was poor and the supply inadequate. The first attempt to provide an alternative came from a private company. In 1796, the Aqueduct Corporation began delivering water from Jamaica Pond through a system of wooden pipes.

In 1848, the City of Boston obtained its first municipal water supply from Lake Cochituate via the Cochituate Aqueducts and the Brookline Reservoir. In order to meet the growing needs of Boston and the necessary system expansion, construction began in 1866 on the Chestnut Hill Reservoir and construction of reservoirs on the Sudbury River to feed the Chestnut Hill Reservoir through the Sudbury Aqueduct soon followed. The Metropolitan Water District was formed in 1895 and by 1908 the Wachusett Dam, Reservoir and Aqueduct were completed.

By the early 1900s, it was apparent that the Boston metropolitan area required additional water supplies and a more comprehensive plan to ensure its delivery. The Metropolitan District Commission ("MDC") Water Supply Division was created in 1926 as a solution to this problem and was responsible for building many MDC facilities, among them Quabbin Reservoir, the Quabbin Aqueduct and the Hultman Aqueduct.

On July 1, 1985, legislation was effected which transferred the possession, control and operation of the MDC Water and Sewerage Divisions to the newly created MWRA. However, the MDC remains responsible for the operation and maintenance of the watershed at the Quabbin and Wachusett Reservoirs, the expenses of which are reimbursed to the MDC by the MWRA.

The Water Distribution System supplies water to the City through five independent water main networks based on pressure needs and geographical location. Approximately 90% of the water consumed in the City is distributed through two of these networks. The Commission's Water Distribution System consists of approximately 1,007 miles of pipes with diameters ranging from 4 to 48 inches; 18,117 valves; 13,545 hydrants; and 17 miles of high-pressure fire pipe.

The Commission purchases its water supply from the MWRA through 29 active metered connections located at various delivery points throughout the Water Distribution System. The

MWRA obtains its water supply from the Quabbin Reservoir, the Wachusett Reservoir and the Ware River, which have a combined capacity of approximately 490 billion gallons. All major watershed areas are located in central Massachusetts. Water is delivered to the metropolitan Boston area from the Quabbin and Wachusett Reservoir systems, located approximately 65 and 35 miles west of Boston through aqueducts to the Weston and Norumbega Reservoirs and then through MWRA transmission tunnels and pipes into the Commission's five service networks. The Quabbin Reservoir is located at an elevation of approximately 530 feet above the mean elevation of the City. This elevation differential creates a natural gravitational flow through most of the MWRA's Waterworks System. This location insulates the MWRA and consequently the Commission from the cost of energy, which would otherwise be needed to pump the water to the Commission's Water Distribution System.

The Commission owns and operates a system for the collection and transport of wastewater and storm drainage in the City of Boston. The original backbone of the sewer system was the Boston Main Drainage System ("BMDS"). The BMDS was constructed from 1877 to 1884 under the direction of a special committee established by the City of Boston for that specific purpose. The original system consisted of five combined interceptors, the Calf Pasture pumping station and the Dorchester Bay Tunnel (the pumping station and the tunnel is no longer in use). The BMDS interceptors were initially designed to carry a peak dry weather sanitary flow together with an allowance for storm-water. In 1988, construction of the New Boston Main Interceptor and the New East Side Interceptor was completed, replacing portions of the original system.

The Commission's Sewer System collects wastewater and storm-water in the City. The Sewer System consists of approximately 1,521 miles of sewers, including 669 miles of sanitary sewers, 652 miles of storm drains and 197 miles of combined sewers. Sanitary sewers range in size from six-inch clay pipes to 20 ft by 15 ½ ft reinforced concrete interceptors. The overall sewer system includes 174 regulators, and 202 tide-gates. Separate sanitary sewers and storm drains serve approximately 11 square miles, or 25 percent of the City. There are 206 storm-water outfalls. Other facilities include eight pumping stations and two gatehouses.

The Commission's sanitary and combined flows are transported to the MWRA's secondary treatment plant on Deer Island. Flows from the southwestern neighborhoods and part of Brighton were formerly conveyed to the MWRA's Nut Island treatment plant in Quincy. In the summer of 1999, the Nut Island plant was replaced with new head-works, and the new inter-island tunnel was activated to convey flows from Nut Island across Boston Harbor to Deer Island.

## **2012 Rates**

The 2012 Water and Sewer Rate Schedule is presented on page 9. The 2012 Water and Sewer Rate Revenue will be increased by 6.25%.

The water and sewer rate revenue structure adopted for 2012 is in accordance with the Commission's Rate Setting Methodology described on page 10. The average combined water and sewer rate revenue will be \$14.73 per 1,000 gallons. Analysis of the Commission's anticipated expenditures as outlined in the 2012 CEB and revenues from sources other than rates indicates that the current rate structure will generate revenues sufficient to meet the Commission's projected 2012 expenses and all other legal and contractual funding requirements.

The 2012 Special Service Fees, as described on pages 17-21, will remain the same as in 2011 except for an administrative fee for processing paperwork when the property owner performs the cross connection inspection. The Special Service Fee Schedule is presented through Exhibits C, D, E, F, and G.

### Water and Sewer Rates

*Implemented January 1, 2012 and effective through December 31, 2012*

Consumption (Cu. Ft./Day)	Water Rate		Sewer Rate	
	Per 1,000 Cubic Feet	Per 1,000 Gallons	Per 1,000 Cubic Feet	Per 1,000 Gallons
First 19	\$42.83	\$5.725	\$55.45	\$7.414
Next 20	\$44.83	\$5.994	\$57.16	\$7.642
Next 50	\$46.69	\$6.242	\$58.31	\$7.796
Next 260	\$49.64	\$6.636	\$61.52	\$8.225
Next 950	\$51.80	\$6.925	\$64.92	\$8.677
Over 1299	\$53.62	\$7.169	\$67.16	\$8.979

The average one family customer using 180 gallons per day (“GPD”) in 2012 will be charged \$73.70 per 31-day month or \$867.76 annually. A multi-unit residence using 600 GPD will be charged \$254.57 per 31-day month or approximately \$2,997.36 annually. A small commercial property using 4,000 GPD will be charged \$1,852.79 per 31-day month or approximately \$21,815.11 annually. The Water and Sewer charges for various levels of consumption are presented in Exhibit B.

## **Financial Planning Process and Year End Position**

The Commission executes an annual financial planning process. This process adheres to established procedures in completing each phase of the Commission's comprehensive financial plan. These phases (Goal Setting, Capital Improvement Program, Budget Process, Direct Expense and CEB Development and Rate Setting) result in the determination of the level of expenses for which the Commission must allocate financial resources, along with the identification of the sources of funding. The primary source for funding the direct expenses for each fiscal year is customer water and sewer charges.

The Commission's unaudited year-end surplus is projected to be \$0.1 million in 2011. Savings in Direct Expenditures contributed to the year-end surplus. Savings are projected to be \$5.5 million for Direct Expenses. Total revenues including the use of available reserves are projected to be lower than the budget by \$8.9 million. The Commission's Enabling Act mandates that prior year net operating surplus must be used for the purpose of mitigating future rate increases or be transferred to the City of Boston.

## **Rate Setting Methodology**

In accordance with legislative and policy mandates, using generally accepted rate setting practices of the utility industry, the Commission follows a specific annual process in developing and setting water and sewer rates. The Commission's Rate Setting Methodology consolidates the following phases: Legislative/Policy Analysis; Water Demand Analysis; Financial Analysis; and the Water and Sewer Rate Calculation. Legislative/Policy Analysis must be performed annually to ensure that the Rate Setting Process is conducted in compliance with all generally accepted accounting principles, generally accepted rate making practices and that it adheres to all existing legal and policy directives mandated by the Enabling Act and the General Bond Resolution. The Water Demand Analysis evaluates factors that may have an impact on consumption levels. Analysis of changes in the composition of the Commission's customer base, the occurrence of extreme weather conditions, economic trends, water conservation efforts and the impact on consumption, if any rate change is performed. The third component of the Rate Setting Methodology is the Financial Analysis phase, which evaluates the past, present and projected financial position of the Commission. This analysis is used as an aid in determining a projection of revenues, adjustments to revenues and expenses for a given year. Completion of this analysis results in the total projected level of expenses for the ensuing year and the determination of the rate revenue requirement for that year. The final phase of this process is Water and Sewer Rate Calculation. The rate revenue requirement is allocated to water and sewer costs to derive a water revenue requirement and a sewer revenue requirement. Rate increases, if required, are determined by dividing the water and sewer rate revenue requirement by the estimated revenue from current water and sewer rates. The estimated percent increases are then applied to current water and sewer rates resulting in the calculation of new water and sewer rates.

Another important factor in the annual Rate Setting Process is the projection of rate increases for the ensuing four-year period. In order to project the level of future rate increases, the Commission must estimate the level of expenditures required to operate and maintain the system, provide basic services and meet all legal and contractual obligations for the following four years. Utilizing the latest MWRA projections of future rate increases and estimating the level of Direct and Indirect Expenses, the Commission is able to project the combined water and sewer rate increase for a given four year period. Utilizing this methodology, the Commission currently projects combined water and sewer rates will increase by the following percentages through 2016.

### **Projected Water and Sewer Rate Revenue Increase**

2013	6.25%
2014	6.25%
2015	6.25%
2016	6.25%

### **2012 Current Expense Budget**

The 2012 CEB outlines \$301.8 million in anticipated revenues and expenses. This represents an increase of \$5.8 million, or 2.0% from the 2011 CEB. The revenue outlined in the 2012 CEB is derived from the following sources: Water and Sewer Rate Revenue (less Adjustments, Discounts and Bad Debt), Prior Year Surplus, Miscellaneous Income and Investment Income.

Water and Sewer Net Rate Revenue, which represents customer water and sewer charges less any adjustments and discounts, is projected to be approximately \$281.8 million, or 93.4% of the total revenues projected for 2012. Miscellaneous Income, which consists of Special Service Fee billings, Late Payment Income, monies from Recognition of Deferred Revenue and Fire Pipe Income constitutes approximately \$15.0 million, or 5.0% of total revenue. Investment Income comprises \$5.0 million, or 1.6% of revenue. Prior Year Surplus makes up approximately \$0.1 million of the total revenue projected for 2012.

Expenditures are categorized as Direct and Indirect. Direct Expenses are the costs associated with the daily operations of the Commission. Direct expenses in the 2012 CEB are \$57.8 million, a decrease of \$0.4 million, or 0.7% from the 2011 CEB amount of \$58.2 million. Indirect expenses in the 2012 CEB are budgeted at \$244.0 million, an increase of \$6.2 million, or 2.6% from the 2011 CEB amount of \$237.9 million. MWRA Assessment is the largest line item expense contained in the CEB. The MWRA Assessment is budgeted at \$185.6 million, or 61.5% of total expenses.

Indirect Expenditures include MWRA Assessment, Capital Improvements, Debt Service, Contractual Funding Obligations and SDWA Assessment. The amount budgeted for these line items in FY12 are as follows: MWRA Assessment totals \$185.6 million, Capital Improvements total \$14.0 million, Debt Service totals \$43.8 million, Contractual Funding Obligations total \$0.5 million and SDWA Assessment totals \$0.2 million.

## **2012-2014 Capital Improvement Program**

Under the Enabling Act and the General Bond Resolution, the Commission must annually prepare a three-year CIP. The overall objectives of the Commission's CIP are to ensure the delivery of high quality potable water for consumption and fire protection, the efficient and hygienic collection of sewage for transport to a treatment facility or for approved discharge. In addition, the CIP includes projects to improve the overall efficiency of the Commission and to enhance the Commission's ability to provide services to its customers. Projects included in the CIP are intended to accomplish these objectives in the most efficient and cost effective manner. In general, water and sewer system projects must have a useful life of at least ten years, facility improvements at least seven years and equipment purchases at least five years to be included in the CIP. The 2012-2014 CIP represents a continued commitment by the Commission to ensure the uninterrupted delivery of water and sewer services while working to reduce unnecessary water loss and minimize pollution of Boston Harbor and tributary waters.

The 2012-2014 CIP identifies \$194.5 million in total capital expenditures over the three years of the program. The projects outlined in the 2012-2014 CIP are divided into three categories: Water Distribution System projects total \$80.9 million or 41.6% of the total; Sewer System projects account for \$103.6 million or 53.3% of the total program and \$10.0 million or 5.1% is attributable to Support projects.

The CIP has financed most additions to and major rehabilitation necessary for the current sound operation of the Systems. The 2012-2014 CIP is dedicated primarily to system rehabilitation, system sewer separation, CSO control and I/I reduction. Funding sources include proceeds from the sale of General Revenue Bonds, which total \$100.6 million, or 51.7% of the funding. Current year Rate Revenue will fund \$37.7 million, or 19.4%, of total expenditures over the three year program. Additional funding sources include financial assistance provided by the MWRA amounting to \$55.8 million.

## 2012 Rates

Exhibit A on page 15 sets forth the 2012 Water and Sewer Rate Schedule. The rates, which become effective on January 1, 2012, represent a combined 6.25% increase in rate revenue. The average combined water and sewer rate for 2012 will be \$14.73 per 1,000 gallons. The average water rate will be \$6.53 per 1,000 gallons and the average sewer rate will be \$8.20 per 1,000 gallons. The average one-family customer using 180 gallons of water per day in 2012 will be charged \$73.70 per 31-day month or \$867.76 annually.

In 2005, the Commission completed a rate structure study in which it was determined that the rate structure should be reduced to six blocks. The consumption ranges in the six block structure reflect more accurately the current usage patterns of residential, commercial and industrial customers. The smaller number of blocks still provides an economic incentive for water conservation. At the same time, the reduction in blocks makes billing calculations easier to understand. Generally, utilities that use an inclining block rate structure use three to four blocks, and no MWRA community besides Boston uses more than five blocks. The Commission will continue the utilization of the six-tiered inclining block rate structure, which was implemented in 2006.

In addition to the water and sewer rates outlined in Exhibit A, the rate structure allows the Commission to recover the cost of special services that are provided to specific users. In accordance with generally accepted rate making practices, the Commission recovers from individual users of special services, the full cost of providing these services, without burden to the general ratepayer. This is accomplished through the Commission's Special Service Fees. Exhibit C contains a list of the Special Service Fees for 2012. Specific information regarding Special Service Fees, Fire Pipe Service Fees, Late Payment Charges and Discounts is detailed below.

- Examples of Special Services include Water and Sewer Lien Certificates, Cross Connection Inspections, and Special Meter Tests. Water and Sewer Lien Certificates are necessary for the transfer of ownership of property. Cross Connection Inspections are mandated by the Department of Environmental Protection ("DEP") for the protection of the potable water supply against backflow of contaminants. Special Meter Tests are provided to customers for the purpose of verifying the accuracy of their water meter. The Commission forecasts the level of revenue generated by Special Service Fee billings in 2012 at \$4.8 million. The Special Service Fee Schedule is set forth in Exhibit C.
- The Commission also provides water service for fire pipe connections and charge customers separately for this service. The Fire Pipe Fees for four or smaller, six and eight or larger inch will not change. Fire pipe connections service internal sprinkler systems and standpipes that are utilized for fire protection in buildings. The Special Fire Pipe Service Fees are outlined in Exhibit D.

The Commission has approximately 6,633 fire pipe connections in the City. Generally accepted rate making practices recommend the imposition of special fire service fees for private fire protection. The American Water Works Association states that:

"The cost of providing private fire-protection service to individual properties represents a service not directly benefiting the general customer population of the utility. Such a service provides a measurable benefit that can reasonably be charged for through a system of rates and charges to those customers receiving private fire-protection service." <sup>1</sup>

The installation of a private fire-protection system has value to property owners and tenants. The private fire protection system reduces the risk of personal injury and property damage, enhances fire-fighting capabilities and reduces fire insurance premiums. Fire pipe revenue in 2012 is forecast at \$4.0 million.

- The Commission will continue to assess a Late Payment Charge for delinquent amounts outstanding. The purpose of the Late Payment Charge is to encourage the prompt payment of water and sewer bills by all customers and to avoid any subsidization to slow paying customers from timely paying customers. This charge is equal to 0.03836% per day, or 14% annually, and is applied to amounts outstanding greater than 45 days from the original bill date. The preceding information is also shown in Exhibit E. Late payment charges are forecast at \$1.2 million for 2012.
- As required by the Enabling Act, the Commission will continue to offer a discount to qualified elderly and disabled customers. The level of the Elderly and Disabled Discount is 25% on the water portion of the bill, and is offered to elderly/fully disabled resident homeowners of one to four family dwellings. Exhibit F on page 21 outlines the Elderly and Disabled Discount Program.

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<sup>1</sup> American Water Works Association, Manual M26, "Water Rates and Related Charges," 1986, p. 7.

**Exhibit A**  
**Water and Sewer Rates**

*Implemented January 1, 2012 and effective through December 31, 2012*

Consumption (Cu. Ft./Day)	Water Rate		Sewer Rate	
	Per 1,000 Cubic Feet	Per 1,000 Gallons	Per 1,000 Cubic Feet	Per 1,000 Gallons
First 19	\$42.83	\$5.725	\$55.45	\$7.414
Next 20	\$44.83	\$5.994	\$57.16	\$7.642
Next 50	\$46.69	\$6.242	\$58.31	\$7.796
Next 260	\$49.64	\$6.636	\$61.52	\$8.225
Next 950	\$51.80	\$6.925	\$64.92	\$8.677
Over 1299	\$53.62	\$7.169	\$67.16	\$8.979

**Exhibit B**  
**Customer Class Charges at Varying Consumption Rates**  
**Per 31 Day Period**

*Implemented January 1, 2012 and effective through December 31, 2012*

<b>Customer Class</b>	<b>Gallons Day (1)</b>	<b>Rate Block (2)</b>	<b>Water Rate</b>	<b>Sewer Rate</b>	<b>Combined</b>
1 Family	75	1	\$13	\$17	\$30
1 Family	180	2	\$32	\$42	\$74
1 Family	220	2	\$39	\$50	\$90
2 Family	300	3	\$54	\$70	\$124
3 Family	400	3	\$73	\$93	\$167
4 Family	500	3	\$94	\$119	\$212
6 Family	600	3	\$112	\$142	\$255
Condo - 12 Units	1,500	4	\$298	\$372	\$670
Small Commercial	4,000	5	\$824	\$1,029	\$1,853
Apartment - 20 Units	5,000	5	\$1,038	\$1,296	\$2,334
Commercial	7,500	6	\$1,576	\$1,970	\$3,546
Medium Government Building	10,000	6	\$2,217	\$2,774	\$4,992
Small Industrial	15,000	6	\$3,225	\$4,036	\$7,261
Apartment - 200+ Units	22,000	6	\$4,780	\$5,985	\$10,765
Medium Office Building	35,000	6	\$7,670	\$9,603	\$17,273
Laundry	45,000	6	\$9,892	\$12,387	\$22,279
Medical Building	80,000	6	\$17,670	\$22,128	\$39,799
Large Store	100,000	6	\$22,116	\$26,857	\$48,972
Large Office Building	150,000	6	\$33,228	\$41,614	\$74,842
Large Institute	225,000	6	\$49,895	\$62,488	\$112,383

(1) 1 Gallon = 0.13369 Cubic Feet

(2) Represents the final rate block into which daily consumption falls

## Exhibit C

### Special Service Fee Schedule

*Implemented January 1, 2012 and effective through December 31, 2012*

<b>Type</b>	<b>Fee</b>
Water and Sewer Lien Certificate (1)	\$150.00 Maximum
Return Payment Processing Fee	\$15.00
Cross Connection Inspection Fee (2)	\$110.00
Administrative Processing Fee (2a)	\$65.00
Installation Application Fee	Size of pipe
	3/4"
	\$175.00.
	1"
	\$220.00
	1- 1/2"
	\$225.00
Excavation	Cost Basis (\$900 deposit)
Fire Pipe Excavation	Cost Basis (\$2,500 deposit)
Water Pipe Inspection: (3)	
Monday - Saturday, regular hours	\$150.00 per connect or disconnect
Sunday, Holiday and other hours	\$300.00 per connect or disconnect
Sewer Pipe Inspection: (3)	
Monday - Saturday, regular hours	\$150.00 per connect or disconnect
Sunday, Holiday and other hours	\$300.00 per connect or disconnect
Water and Sewer Construction:	
Multi-day Inspection (4)	\$365.00 per diem
Water Turn-off (5)	\$40.00
Water Turn-on (6)	\$40.00
Termination Notice Fee (7)	\$80.00
Fire Flow Test	\$250.00
Temporary Connection (Hydrant Permit) (8)	\$50.00 per 90-day period or fraction thereof, plus water usage (\$750.00 deposit)
Street Sweeper Hydrant Permit	\$1,575 Annually
Special Meter Test: (9)	Cost Basis
Drain Layer's License: New	\$50.00
Renewal	\$15.00
Construction Plans and Drawings (10)	\$6.00
Frozen Meter Replacement (11)	Cost Basis
Water Meter 3 Inches and Larger Installed	Cost Basis
Sewer Abatement Meter Installed	Cost Basis
Meter Transmission Unit Installed (MTU)	Cost Basis
Leak Up To Owner (LUTO) and Lead Pipe Replacement (12)	Cost Basis
General Service Application (13)	Deposit Required (\$500.00 - \$5,000)

<u>Type</u>	<u>Fee</u>
Grease Trap Permit Fee	\$200 annually
Hydrants (14)	Cost Basis

**Special Service Fee Schedule (continued)**

*Implemented January 1, 2012 and effective through December 31, 2012*

- (1) *In accordance with M.G.L. Chapter 60, Section 23B:*  
"...for land of less than one acre upon which there is no permanent structure, a fee of twenty-five dollars; for land upon which is situated no more than a single family residence and outbuildings, a fee of twenty-five dollars; for land upon which is situated no more than a two family residence and outbuildings, a fee of twenty-five dollars; for land upon which is situated no more than a three family residence with outbuildings, a fee of twenty-five dollars; for land upon which is situated a residence for four or more families, a fee of one hundred dollars; for land upon which is situated a commercial, industrial or public utility structure, a fee of one hundred and fifty dollars; for farms, forest land and all other real property, a fee of fifty dollars. In no case shall the fee exceed one half of one percent of the assessed value of the real estate...."
- (2) Annual inspection is required for all double-check valve assembly type backflow prevention devices. All other types require semi-annual inspection.
- (2a) Fee charged when property owner performs inspection but Commission processes the paperwork.
- (3) For inspections that take place on Sundays, holidays, or outside regularly scheduled work hours, a fee of \$300.00 per connection or disconnection.
- (4) Assessed daily while providing water and sewer inspection services on construction projects of one or more day's duration.
- (5) Not applicable if account was terminated for non-payment of charges (included in Termination Notice Fee).
- (6) Applicable to any account requesting water turn-on services.
- (7) Charge for mailing and posting final termination notice and demand for payment pursuant to the Billing, Termination and Appeal Regulations of the Commission.
- (8) The Commission currently requires a \$750.00 deposit for hydrant meters issued to private contractors. The deposits are refundable upon return of hydrants less any usage fees or charges for damage to the meter. On occasion, a hydrant meter is not returned to the Commission because it has been lost, stolen or misplaced. Other times a hydrant meter may be returned with a broken, damaged or frozen insert that causes it to under-register or not register water consumption at all. In both these instances, the

Commission is unable to calculate the amount of water used. Staff recommends that a standard \$400.00 water usage fee be applied in these circumstances.

**Special Service Fee Schedule (continued)**

*Implemented January 1, 2012 and effective through December 31, 2012*

<u>Hydrant Meter</u>	<u>Replacement Cost</u>
Hose Nipple	\$150.00
Hydrant Cap	\$235.00
Meter Insert	\$500.00
Hydrant Meter	\$830.00
Hydrant Wrench	\$100.00

- (9) No charge if meter is over-registering based on American Water Works Association standards, or if Commission ordered test. Breakdown of the meter test fee listed below.

Size of Meter	Test Fee
5/8-inch	\$130.00
3/4-inch	\$160.00
1-inch	\$180.00
1 1/2 -inch	\$325.00
2-inch	\$400.00
3-inch or larger	Cost plus Materials

- (10) Additional information concerning maps may be obtained from the Commission on request. Public agencies and Commission consultants receive prints at no charge. The cost per map is detailed below:

<i>Type</i>	<i>Cost</i>
Base Maps	
Prints	\$6.00/sheet
Paper Sepias	\$6.00/sheet
Mylar Sepias*	\$50.00/set plus printer's charge
Wash off Mylars*	\$50.00/set plus printer's charge
Water and Sewer Maps Prints	\$6.00/sheet
Paper Sepias	\$6.00/sheet
Mylar Sepias	Not Available
Wash off Mylars	Not Available

\*Sold to government agencies only

Construction Plans pricing that are done electronically

**Special Service Fee Schedule (continued)**

*Implemented January 1, 2012 and effective through December 31, 2012*

<i>Item</i>	<i>Description</i>	<i>Citywide Area</i>	<i>By Tile Area</i>
Digital Images:	Orthophotographs 1 foot resolution: (Mr. SID)	\$300.00	\$20.00/map tile
	100' scale .PDFs of Water and Sewer Facilities	\$250.00	\$5.00/map tile
Data Layers:	Arc/Info Coverages	\$150.00	\$20.00
	Arc/Info Exchange(.E00) format	\$180.00	\$20.00
	ArcView shapefile format	Not Available	Not Available
	AutoCAD DXF format	Not Available	Not Available
Attribute Data:	Access Tables	\$100 per data layer	Not Available
Media Costs:	100mb iomega zip disk	\$12.00 per disk	
	650mb writeable CD	\$5.00 per disk	

- (11) For replacement of frozen meters.

<i>Size of Meter</i>	<i>Replacement Fee</i>
5/8-inch	\$130.00
¾-inch	\$160.00
1-inch	\$180.00
1 ½ -inch	\$325.00
2-inch	\$400.00
3-inch or larger	Cost plus Materials

- (12) Leak up to Owner (LUTO) & Lead Pipe Replacement associated for services on annual contract bid.
- (13) In addition to the inspection fees, a deposit based on the size of the water service or Fire-pipe connection must accompany the GSA submission. Upon receipt of the appropriate deposit, the Commission will establish a water and sewer account and assign an account number to the property.

The following deposits shall be required:

**Water and Sewer Applications:**

Service Size:

Less than 1 inch

1 inch but less than 3 inch

3 inch or greater

Deposit

initial \$500 and \$100 each additional tap

initial \$1,000 and \$500 each additional tap

initial \$5,000 and \$1,500 each additional tap

**Sewer and/or Drain Application:**

All service sizes

Deposit

\$1,000.00

- (14) The Commission requires that hydrants used for private fire protection be purchased from the Commission at cost.

**Exhibit D**  
**Special Fire Pipe Service Fees**  
**(Internal Sprinklers and Standpipes)**

*Implemented January 1, 2012 and effective through December 31, 2012*

<i>Size of Meter</i>	<i>Daily Charge</i>
4-inch or smaller	\$0.91
6-inch	\$2.07
8-inch or larger	\$3.68

**Exhibit E**  
**Late Payment Charges**

*Implemented January 1, 2012 and effective through December 31, 2012*

A Late Payment Charge of 0.03836% per day (14% per annum) compounded with each billing on all amounts past due (greater than 45 days from the billing date).

**Exhibit F**  
**Discount for Elderly and Fully Disabled**

*Implemented January 1, 2012 and effective through December 31, 2012*

A 25% discount on all water charges billed. This discount is applicable only to qualified, owner-occupied residential structures with one to four dwelling units.

**Exhibit G**  
**Fine for Failure to Allow Inspection of Premises**

*Implemented January 1, 2012 and effective through December 31, 2012*

A new fine is adopted for those customers who refuse to allow Commission personnel permission to enter the premises to make inspections regarding the water or sewer system. Such inspections could be to resolve questions about meters, leaks up to owner, or cracked or broken sewer or drain laterals. The fee, which will be a 10% surcharge of the average daily use of the property, would apply only to properties to which the Commission is prohibited from terminating service, such as hospitals or nursing homes.

## **The Financial Planning Process**

The Commission executes an annual financial planning process. This process adheres to established procedures in completing each phase of the Commission's comprehensive financial plan. These phases (Goal Setting, the CIP Budget Process, Direct Expense and CEB Development and Rate Setting) result in the determination of the level of expenses the Commission must allocate financial resources, along with the identification of the sources of funding. The primary source for funding the direct expenses for each fiscal year is customer water and sewer charges.

## **The Goal Setting Process**

The Goal Setting Process commences in June each year. Over the past several years, the Commission has made considerable strides in reducing overall operating costs as well as dramatically improving the delivery of quality water and sewer services to its ratepayers. These accomplishments are the result of the Commission's ability to effectively utilize limited resources to maintain and improve the essential programs and activities of the Commission. The Commission meets the challenge of internal cost control and reduction through the Goal Setting Process. The annual Goal Setting Process promotes planning, provides performance criteria and encourages communication and coordination. The Goal Setting Process compels managers to anticipate future challenges, to be prepared to adapt to changing conditions, to determine weaknesses in their organizational structure and to identify courses of action to strengthen areas requiring improvement. Each program is expected to outline goals, which upon successful completion will reduce costs, gain operating efficiencies and ultimately increase the level of service to customers.

Division Chiefs and Department Managers submit preliminary goals and objectives to the Budgeting and Financial Planning Department staff ("Budget staff") for review. The goals are categorized as Monthly Management Report Goals, Goals included in the Commission-wide Report Status Update, Tactical Goals and Strategic Goals. Monthly Management Report Goals are those that carry out the core duties and responsibilities of an operating unit within the Commission for delivery of basic water and sewer services. Goals included in the Commission-wide Report Status Update are reports submitted by staff for internal distribution or as required by law or permit to be completed and submitted to any external agency. Tactical Goals are one-time improvements and/or enhancements to a technical or service-oriented process. Strategic Goals outline the long-range plans and direction of each division and department at the Commission. In each case, the Division Chiefs and Department Managers must declare goals and objectives which meet at least one of the following criteria: cost control, revenue enhancement, service improvement or environmental protection. After review by Budget staff, goals are forwarded to the Chief Financial Officer ("CFO") for review and comment. The final goals for the ensuing year are then reviewed and approved by the Executive Director.

## **The Capital Improvement Program Budget Setting Process**

Under the Enabling Act and the General Bond Resolution, the Commission must annually prepare a three-year CIP. The CIP process, which also begins in June each year, outlines the improvements necessary to maintain and enhance the infrastructure. The overall objectives of the CIP are to ensure the adequate delivery of high quality potable water for consumption and fire protection and the efficient and environmentally sound collection of wastewater for transport and delivery to a treatment facility or for approved discharge. The projects included in the CIP are divided into three categories: water distribution system projects, sewer system projects and support projects. Commission staffs establish a time line for the design and construction phases of each project along with cash flow requirements based on engineering information and a priority ranking system. As a part of the CIP development process, the Commission solicits input from private and public entities regarding planned capital projects and any potential impact on the Commission's systems and/or CIP. Project information is then submitted to Budget staff for review and compilation into the annual CIP. The CIP is then forwarded to the CFO for review and comment, after which it is forwarded to the Executive Director for review and approval.

In accordance with the Enabling Act, the CIP must be delivered to the Mayor of the City of Boston on or before November 1. Prior to adoption of the CIP, the Enabling Act requires that the Commission hold a public hearing on its CIP for the purpose of allowing interested parties the opportunity to review and comment. After the public hearing, the Commission maintains a fifteen-day open comment period for the public to present views or arguments on the CIP. The Commission responds to these public comments and the final CIP is presented to the Board of Commissioners for adoption in December each year.

## **Direct Expense and Current Expense Budget Development Process**

The process for the Direct Expense Budget and CEB Development begins in July. Initially, Division Chiefs and Department Managers submit requests for the funding necessary to fulfill the duties, responsibilities and new goals for the following fiscal year. Budget staff evaluates the requests in light of the current level of spending, historical spending patterns, availability of resources and the tactical and strategic goals declared by each department. Based on this analysis, Budget staff determines a recommended level of funding. This recommendation is then submitted to the CFO and Executive Director for review and modification before finalizing the Direct Expense Budget.

The Commission then determines the total level of expenditures, which will be required to operate and maintain the systems, provide basic services and fulfill all financial obligations for the next fiscal year. Staff considers all financial obligations such as the wholesale costs of water and sewer services paid to the MWRA (“MWRA Assessment”), the Direct Expenses as determined above, rate revenue funded costs of renewal and replacement of the water and sewer systems as included in the CIP, the Safe Drinking Water Act (“SDWA”) Assessment, total debt service expense on outstanding general revenue bonds (“Debt Service”) and required deposits to various reserve funds which are stipulated by the General Bond Resolution (“Contractual

Funding Obligations”). Once the level of these expenses is determined, the Commission must calculate the level of revenue required to meet these expenses and to meet the debt service coverage test that is covenanted in the Resolution.

### **The Rate Setting Process**

The Rate Setting Process completes the final phase of the annual financial planning process by evaluating all the financial obligations of the Commission and determining the rate revenue requirement for the ensuing fiscal year. In accordance with legislative and policy mandates, the Commission adheres to an annual process in developing and setting the level of water and sewer rates for a given year.

The Commission's Rate Setting Methodology incorporates the following four phases: Legislative/Policy Analysis; Water Demand Analysis; Financial Analysis; and the Water and Sewer Rate Calculation. The result of this phase is the total projected level of expenses for the ensuing year, which is used to determine the rate revenue requirement for that year. In the rate calculation segment of this phase, the rate revenue requirement is allocated between water and sewer costs to derive a water revenue requirement and a sewer revenue requirement. The percent change in rates is determined by dividing the water and sewer rate revenue requirement by the estimated revenue from current water and sewer rates. The estimated percent changes are then applied to current water and sewer rates resulting in the calculation of new water and sewer rates.

## Projected 2011 Year End Position

The 2011 CEB identified \$296.1 million in total expenses, matched by an equal amount of revenue. During 2011, the Commission experienced variances from the budgeted level of revenues and expenditures.

Table 1, below, outlines the 2011 budgeted levels and the projected 2011 year-end actual levels for each category of revenue and expense included in the CEB. Expenditure variances by category are as follows:

**Table 1**  
**Projected 2011 Budget vs. Actual Expenditures**

	<i>UNAUDITED</i>		
	<i>2011</i>	<i>2011</i>	
	<i>BUDGET</i>	<i>PROJECTED</i>	<i>VARIANCE</i>
<b>REVENUES</b>			
Water & Sewer Revenues	\$280,431,925	\$275,191,841	(5,240,084)
Less: Adjustments	(7,010,798)	(6,715,904)	294,894
Discounts	(938,575)	(896,045)	42,530
Bad Debt	(560,864)	(77,356)	483,508
Net Operating Revenue	<u>\$271,921,688</u>	<u>\$267,502,536</u>	<u>(\$4,419,152)</u>
Other Income			
Prior Year Surplus	80,260	57,897	(22,363)
Miscellaneous Income	18,961,534	15,503,599	(3,457,935)
Investment Income	5,088,718	4,009,187	(1,079,531)
<b>TOTAL REVENUES</b>	<u>\$296,052,200</u>	<u>\$287,073,219</u>	<u>(\$8,978,981)</u>
<b>EXPENSES</b>			
Direct Operating Expenses	\$58,191,316	\$52,667,565	\$5,523,751
Nonoperating Expenses			
MWRA	180,639,870	179,514,194	1,125,676
Renewal & Replacement	12,736,000	11,422,180	1,313,820
Debt Service	43,766,205	42,598,739	1,167,466
Contractual Funding Obligations	513,250	598,598	(85,348)
SDWA Assessment	205,559	206,089	(530)
<b>TOTAL EXPENSES</b>	<u>\$296,052,200</u>	<u>\$287,007,365</u>	<u>\$9,044,835</u>
<b>Surplus</b>	<u>\$0</u>	<u>\$65,854</u>	<u>\$65,854</u>

## **MWRA Assessment**

The 2011 CEB included funding for MWRA Assessments of \$180.6 million. Since the MWRA fiscal year begins July 1, the level of the MWRA expense, which the Commission must budget, is based on MWRA rates for two different fiscal years. The Commission's 2011 rates were finalized in December of 2010. The budgeted number of \$180.6 million consisted of an actual rate increase from the MWRA's FY11 of 1.5% and its projection for FY12 rates to increase by 3.9%.

Through the combined efforts of the Commission, the MWRA and state and local officials to secure rate relief funding from the state and federal government and the Authority's own cost control efforts, the actual rate increase promulgated by the MWRA for FY12 to the Commission was 2.5%. The Commission realized savings of \$1.1 million.

## **Direct Expenses**

Direct Expenses are those expenses which are directly associated with the activities of providing water and sewer services to the Commission's customers. Direct Expenses include: Wages and Salaries, Labor Related Costs/Benefits, Supplies and Materials, Repair and Maintenance, Insurance, Inventory and Capital Outlay.

The 2011 Direct Expense Budget totaled \$58.1million. During 2011, through strict cost control measures, the Commission projects expenses to equal \$52.6 million, \$5.5 million, or 9.5% less than budget.

## **Capital Improvements**

Capital Improvements represent the costs associated with the rate revenue funded portion of projects undertaken in the annual Capital Improvement Program. The 2011 budget included \$12.7 million for Renewal and Replacement based on the project detail outlined in the 2011-2013 CIP. Projected 2011 rate basis R&R spending is anticipated to be \$11.4 million.

## **Debt Service**

Debt Service payments for 2011 were budgeted at \$43.8 million, based on principal and interest payments due on \$376.0 million in General Revenue Bonds outstanding at the end of 2010, as well as debt service relating to the MWRA and Massachusetts Abatement Trust Programs. Actual debt service expenses are projected to be \$42.7 million due to savings on variable rate debt.

## **Contractual Funding Obligations**

The Commission maintains several reserve funds, including an Operating Reserve Fund, a Renewal and Replacement Reserve Fund, an Insurance Reserve Fund and a Rate Stabilization Fund. The Commission is annually required to deposit into the Operating Reserve Fund an amount equal to one-sixth of the Commission's operating and maintenance expenses and the accrued MWRA Assessments for that year.

The 2011 budget included \$0.5 million in deposits to the Reserve Funds. The Commission made \$0.6 million in deposits to Contractual Funding Obligations.

## **Rate Stabilization Fund**

The Rate Stabilization Fund, as established in the Resolution, is to be used to minimize the rate impact of extraordinary cost increases such as large increases in the MWRA Assessments to the Commission or significant increases in interest rates on the Commission's variable rate debt. The Stabilization Fund Requirement is defined in the Resolution as an amount equal to four percent (4.0%) of the aggregate principal amount of Outstanding Variable Rate Bonds (referred to as the "Stabilization Fund Resolution Requirement"). The Resolution also provides discretion to the Commission to make additional deposits to the Stabilization Fund and to withdraw amounts as needed to fund Commission expenses.

Current Commission policy, amended in December 2000, further states that the amount on deposit in the Stabilization Fund shall equal the greater of the Rate Stabilization Fund Resolution Requirement or 10% of the previous fiscal year's net-billed charges. If, at the start of the fiscal year, the balance of the Rate Stabilization Fund is projected to exceed such requirements, then the Commission, on the last business day of the current fiscal year, may transfer to the Revenue Fund an amount up to the greater of 20% of such excess or \$20 million, but in either case, an amount not to exceed \$20 million in any one fiscal year.

The Commission has been aggressive in managing the funding and utilization of the Rate Stabilization Fund to have the greatest impact on future rate mitigation. An amendment to the policy ensures that funds are withdrawn at a sensible pace that mitigates sharp ratepayer increases. This amendment also permits the availability of the surplus balance for future fiscal years.

### Rate Setting Methodology

The Commission is guided in its Rate Setting Process by legislative mandates, Commission policy directives, financial requirements and generally accepted rate making principles. Each area is carefully examined as part of the Commission's Rate Setting Methodology. This section describes the process used annually to develop the Commission's water and sewer rates for the following year.

The methodology used annually to develop the level of rates for the following year includes the following four steps.

- 1) Legislative/Policy Analysis - This step consists of a review of relevant legislation affecting the Commission's rate setting process and all Commission policy directives relating to the establishment of rates. Specific legislation includes the Commission's Enabling Act and the MWRA's Enabling Act. A review of pertinent policy includes examining the current rate structure used by the Commission. This step ensures that both the process and the resulting rates conform to the legal and policy directives governing the Commission.
- 2) Water Demand Analysis - Next, staff must estimate the quantity of water to be consumed by the Commission's customers in the following year. The demand for water is affected by several factors including user population, weather, price and economic activity and water conservation efforts.
- 3) Financial Analysis - This step involves detailed financial analysis including projections of the financial position of the Commission at year-end and forecasts of the level of revenues and expenses for the following year. This analysis is required for the calculation of the "net rate revenue requirement" for a given year which dictates the level at which rates must be set.
- 4) Water and Sewer Rate Calculation - Staff develops the water and sewer rate schedule for a given year, guided by the findings of the Legislative/Policy Review and utilizing the information derived from the Water Demand Analysis and the Financial Analysis.

### Legislative/Policy Analysis

Water and sewer rate development includes a review of pertinent legislation, Commission policy and the rate covenants of the Commission's General Revenue Bond Resolution. This review establishes the framework and guidelines for setting rates. The primary sections of legislation governing the Commission's rates are the Commission's Enabling Act and the legislation establishing the MWRA.

Under the Commission's Enabling Act, the Commission has the authority to independently set rates and charges. These rates must be set at a level to provide revenues at least sufficient to pay

all current expenses, debt service, any reserve requirements, renewals and replacements of the water and sewer systems and any and all other amounts that the Commission may be obligated to pay by law or contract. Other provisions of the Enabling Act include:

- A mandate to bill all users for water and sewer service, except for public fire fighting.
- A provision for a discount on water service to elderly and disabled customers.
- A requirement to conduct a public hearing prior to implementing new rates.
- A prohibition on the use of a volume discount rate structure.
- A requirement that any surplus generated from fiscal operations be either applied to offset rates in the succeeding year (which the Commission has done since its inception), or turned over to the City of Boston.

The MWRA Enabling Act granted the Commission the authority to change from the flat rate structure authorized by the Commission's Enabling Act to an inclining block rate structure. The inclining block rate structure provides conservation incentives by charging more per unit as consumption increases. On August 1, 1985, the Commission adopted an inclining block rate structure composed of ten tiers and continued the use of this rate structure until a new rate structure was implemented in 2006, which condensed the previous ten block structure into the current six block structure.

Finally, the Commission has covenanted under its Resolution to maintain fees and charges in each fiscal year at levels sufficient to provide net revenues on a cash basis at least equal to 125% of the debt service to be paid during that fiscal year. The Resolution also establishes a Rate Stabilization Fund to be used to mitigate the impacts of extraordinary rate increases. The Commission has systematically made deposits to the Rate Stabilization Fund over the past few years with the intent of utilizing those monies to mitigate rate increases from 2006 through 2010 which are the years projected by the MWRA to correspond with significant rate increases to member communities.

## **Water Demand Analysis**

The next step in developing the rates is to forecast the amount of water that will be consumed by the Commission's customers. The demand for water is affected by the size and composition of the user population, weather, price, economic activity and water conservation efforts.

## **User Population**

The Commission serves a mixed population of residential, commercial and tax exempt institutional customers. It is estimated that the population of 645,000 increases each day to over

one million through the addition of approximately 375,590 workers, 52,000 shoppers, 44,530 commuting students, 13,940 overnight guests in hotels and homes, 11,600 tourists, 67,480 combined for conventions trade shows, and sporting events and 31,830 hospitals patients and visits. These figures have remained relatively constant and are not expected to vary widely in 2011.

### **Weather**

Weather plays a role in the variations of water demand from year to year. During a hot, dry year, water demand is greater than that occurring during a cool, wet year. During hot summers, seasonal increase in water usage may be due to increased lawn watering by the residential population and continuous usage of cooling towers and air conditioning systems by the commercial/industrial user population. The Commission minimizes the impact of weather conditions on water demand forecasting by anticipating a historic "normal" weather year. Variations in the weather pattern over the course of the year may result in slight variations from the projected level of consumption.

### **Price and Economic Activity**

Price and Economic Activity are interrelated components of demand and exert varying degrees of impact on consumption in each of the customer classes. Price affects residential water use patterns. Economic activity, on the other hand, affects commercial and industrial class water use patterns.

The potential effects of price and economic activity on the level of water sales have become evident as water and sewer rates have increased. The retail water sales have decreased approximately 32.5%, from a level of 81.3 MGD in 1985, to the 2011 year-end level of approximately 54.9 MGD. (During the same time period, the Commission's water purchases from the MWRA have declined more rapidly resulting in a decline in unbilled water.) While total retail sales have declined, sales among customer classes, i.e. retail, commercial and industrial, have remained relatively stable as a percentage of total sales.

This long-run decline in sales is mainly attributable increased conservation efforts on the part of all customers as a result of previous rate increases and the rise in the general level of conservation. As more media attention was placed on water and sewer rate increases in general, a heightened awareness of conservation issues continued to dominate the residential segment, thus reducing their demand for water. For the non-residential segment, price is less of a factor since water and sewer charges typically represent only a small percentage of total operating expenses. For these users, reductions in consumption patterns are evident as a result of the impact of the economy. Increases in office space and hotel vacancies and slowdowns in production, which typically occur in times of recession, have considerable impact on the level of consumption. The most recent data, as of the second quarter of 2010, shows that Boston is experiencing an Office Vacancy Rate of 16.6%. The Hotel Occupancy Rate is at 77.0%.

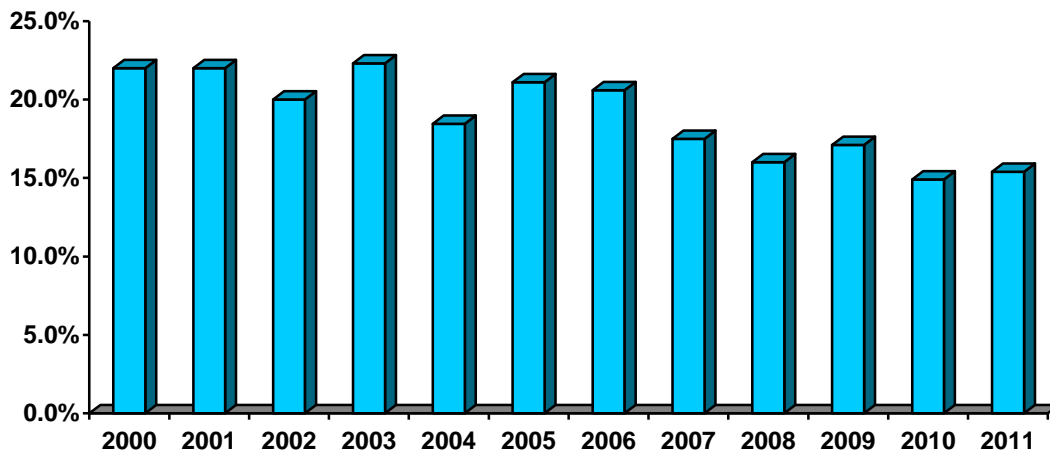
## Water Conservation

Although the cost of water and sewer service serves as an incentive to conservation, awareness and education play similarly important roles. The Commission has participated in a program with the City of Boston and MWRA called "Operation Water Sense" that educates customers on the benefits of conservation and provides methods of conserving water. This program has assisted over 60,000 households through the installation of low flow showerheads, faucet aerators, toilet dams and leak detection.

The Commission has also placed a heightened priority on water conservation, which is especially important due to the nature of older water systems such as Boston's. The system inherited by the Commission experienced large water losses through leaks. In 1977, only 52.0% of the wholesale water purchased was actually sold to retail customers. In an effort to improve this situation, the Commission undertook, and continues to undertake, leak detection, system repairs and metering replacement programs. Together these efforts are designed to reduce the amount of water purchased from the MWRA and increase billed consumption in order to reduce costs to the ratepayers. The success of these efforts has led to a significant reduction in unbilled-for water, which is illustrated below in Graph 1 for the years 2000-2011.

Wholesale water purchases have declined from 146.1 MGD in 1977 to approximately 64.5 MGD in 2011 a decrease of 55.9%. At the same time, the level of water billed to retail customers has increased from 52.0% in 1977 to approximately 85.0% in 2011. The remaining portion of unbilled water, the difference between the wholesale purchases and retail sales, is due to unbilled public usage such as fire fighting, meter slippage, temporary by-pass lines due to pipe reconstruction and unavoidable leakage.

**Graph 1**  
**Unbilled-Water**  
**(2000-2011)**



## **Water Demand Forecast**

For 2012, the Commission is projecting a modest decrease in sales to 54.30 MGD when compared to 2011 sales of 55.79 MGD. This represents 1.49 MGD less than 2011 sales.

A review of five-year historic usage patterns for the different customer classes reveals a slight overall decreasing trend for water sales. Each of the factors described above exert different pressures on the level of sales. The Commission is conservatively projecting that in the year 2012, water demand will be a 1.0% decrease from the projected amount for 2011.

## **Financial Analysis**

The next phase of the Rate Setting Process is the Financial Analysis phase. In order to determine the level of water and sewer rates for a given year, the Commission must first determine what the "Rate Revenue Requirement" will be for that year. The determination of the Rate Revenue Requirement involves the projection of the level of Direct and Indirect Expenses for the ensuing year. The Commission carefully reviews each line item of the CEB to develop the overall level of expenses. In addition, the Commission must project the total level of Adjustments to Revenue, which will result from Billing Adjustments, Elderly and Disabled Discounts, and any allowance for Bad Debt.

Next, the Commission estimates the level of "non-rate" revenue, which is derived from Special Service Fees, Investment Income, Late Payment Charges, Fire Pipe Charges, Prior Year Net Operating Income, if any, and any other Miscellaneous Income. The amount of "non-rate" revenue is applied to the level of expenses plus the level of Adjustments to Revenue and the resulting shortfall is the Rate Revenue Requirement for that year. The Rate Revenue Requirement is then allocated to water and sewer rates, proportionately based on the level of expenses attributable to the operations of water distribution and wastewater collection and transport systems. The calculation of the Rate Revenue Requirement is outlined in Exhibit H.

**Exhibit H**  
**Calculation of the Rate Revenue Requirement**

MWRA Assessments	\$	185,551,660
SDWA Assessment	\$	204,914
Contractual Funding Obligations	\$	481,201
Direct Expenses	\$	57,769,712
<b>Capital Costs:</b>		
Debt Service	\$	43,809,538
Renewal and Replacement	\$	13,996,000
<b>Plus</b>		
<b>Revenue Adjustments</b>		
Billing Adjustments	\$	7,264,935
Elderly and Fully Disabled Discounts	\$	972,610
Bad Debt Allowance	\$	581,195
<b>Less</b>		
<b>Other Revenues</b>		
Investment Income	\$	(4,992,907)
Miscellaneous Revenues	\$	(5,015,568)
Special Service Fees	\$	(4,806,399)
Late Payment Charges	\$	(1,162,390)
Fire Pipe Service Fees	\$	(3,991,245)
Prior Period Surplus/Deficit	\$	(65,854)
<b>Equals</b>		
<b>Rate Revenue Requirement</b>	<b>\$</b>	<b>290,597,402</b>

## Water and Sewer Allocation of Costs

The Commission classifies each CEB line item as water-related, sewer-related or a proportional amount attributable to both. Many costs are clearly distinguishable as either a water service or sewer service cost. MWRA (Water and Sewer Assessments), and Debt Service classifications are made according to the applied purpose of the bond, which generated the payment. R&R expense is allocated appropriately to the water and sewer capital projects as outlined in the CIP. This classification enables the Commission to properly allocate total expenses. Table 2, below shows the water and sewer cost classifications. Since some administrative and other indirect costs do not fall neatly into water or sewer cost category, the Commission allocates these costs based upon the proportion of direct costs attributable to water and sewer services. For 2012, based on the line item allocations shown in Table 2, total current expenses are allocated at 45% for water and 55% for sewer, respectively.

**Table 2**  
**2012 Classification of Water and Sewer Costs**

	<i>Water</i>	<i>Sewer</i>	<i>Total</i>
<i>Billed Charges</i>	\$129,681,384	\$160,916,018	\$290,597,402
<i>Adjustments</i>	(3,196,571)	(4,068,364)	(7,264,935)
<i>Discounts</i>	(972,610)	0	(972,610)
<i>Bad Debt</i>	(255,726)	(325,469)	(581,195)
<i>Prior Year Surplus</i>	28,976	36,878	65,854
<i>Fire Pipe</i>	3,991,245	0	3,991,245
<i>Late Payment</i>	511,452	650,938	1,162,390
<i>Miscellaneous Income</i>	4,321,665	5,500,302	9,821,967
<i>Investment Income</i>	2,196,879	2,796,028	4,992,907
<b><i>Total</i></b>	<b>\$136,306,694</b>	<b>\$165,506,331</b>	<b>\$301,813,025</b>
<i>Direct Expenses</i>	\$28,884,856	\$28,884,856	57,769,712
<i>MWRA Assessment</i>	68,264,003	112,375,867	185,551,660
<i>Renewal &amp; Replacement</i>	4,320,600	7,049,400	13,996,000
<i>Debt Service</i>	23,108,556	20,657,649	43,809,538
<i>Contractual Funding Obligation</i>	211,728	269,473	481,201
<i>SDWA Assessment</i>	205,559	0	204,914
<b><i>Total</i></b>	<b>\$124,995,302</b>	<b>\$169,237,245</b>	<b>\$301,813,025</b>

## **Water and Sewer Rate Revenue Calculation**

A Rate calculation can be performed, once the Rate Revenue Requirement has been determined and apportioned. To determine if an increase in water and sewer rates is necessary, the water and sewer rate revenue requirements are divided by the estimated revenues from the current water and sewer rates. The estimated revenues are derived by calculating projected total consumption at each of the six tiers in the rate structure. The total revenue calculated from all six tiers is then compared with the Rate Revenue Requirement. If the total revenues generated at this consumption level are deficient to meet the revenue requirement, the appropriate rate increase is calculated and applied evenly to all six tiers of the rate structure until the resulting forecasted revenue equal the net revenue requirement. It is important to note that all tiers of the rate structure are increased evenly so as not to adversely affect different customer classes.

Exhibits I and J, on the following pages, show the revenue expected by each tier block for both water and sewer services from the rate increase. The Commission has determined that the revenue generated based on the projected level of sales, with the 2012 Rates in place, is sufficient to meet all current expenses for 2012.

**Exhibit I**  
**2012 Revenue Analysis for Water Rates**

Cubic Feet Per Day Usage Block	Estimated Billed Usage (Cubic Feet)	Estimated Billed Usage (Gallons)	Percent of Billed Usage	Water Rate (\$/1000 CF)	Estimated Revenue Per Block
0-19	555,907,124	4,158,185,284	18.36%	\$ 42.83	\$23,809,502
20-39	322,829,410	2,414,763,987	11.16%	\$ 44.83	\$14,472,442
40-89	319,690,026	2,391,281,392	11.51%	\$ 46.69	\$14,926,327
90-349	474,941,088	3,552,559,339	18.18%	\$ 49.64	\$23,576,076
350-1299	469,156,204	3,509,288,405	18.74%	\$ 51.80	\$24,302,291
Over 1299	533,285,065	3,988,972,284	22.05%	\$ 53.62	\$28,594,745

**Exhibit J**  
**2012 Revenue Analysis for Sewer Rates**

Cubic Feet Per Day Usage Block	Estimated Billed Usage (Cubic Feet)	Estimated Billed Usage (Gallons)	Percent of Billed Usage	Sewer Rate (\$/1000 CF)	Estimated Revenue Per Block
0-19	542,384,198	4,057,033,799	18.69%	\$ 55.45	\$30,075,204
20-39	318,960,547	2,385,824,888	11.33%	\$ 57.16	\$18,231,785
40-89	322,052,809	2,408,955,012	11.67%	\$ 58.31	\$18,778,899
90-349	479,190,743	3,584,346,756	18.32%	\$ 61.52	\$29,479,814
350-1299	465,248,561	3,480,059,236	18.77%	\$ 64.92	\$30,203,937
Over 1299	508,672,880	3,804,873,142	21.23%	\$ 67.16	\$34,162,471
2012 Revenue Water Rates					\$129,681,384
2012 Revenue Sewer Rates					\$160,916,018
2012 Total Revenue					\$290,597,402

### **Background**

Water and sewer services to consumers in Boston were previously provided by the DPW. Although consumers were charged for these services, rates did not supply full cost recovery of providing these services. The cost of providing water and sewer services was included in the City budget and rates were subsidized by property taxes. During the period of 1960 to 1977, sewer rates were never increased and water rates were increased only three times. The physical condition and financial situation were greatly deteriorated, with the system experiencing an unbilled-for water rate of 48% in 1977. The Commission was created in 1977 with passage of the Enabling Act, specifically to maintain and improve the water and sewer systems, with the ability to do so predicated on full cost recovery.

In addition to full cost recovery, the Commission was required by the Enabling Act to use a flat rate structure (a fixed unit cost regardless of consumption) after December 31, 1977 and to provide a discount to elderly and fully disabled customers. The flat rate structure was adopted by the Commission in 1978. Prior to that time declining rates (unit costs decreased as consumption rose) were permitted. The elderly and disabled discount for qualified homeowners was implemented in 1978 as a 10% discount on the water portion of the bill. In 1979, this discount was increased to 15% and in 1988 increased to the present level of 25%.

### **MWRA Background**

The MWRA was created by Chapter 372 of the Acts of 1984 of the Commonwealth, as amended ("the MWRA Act") as a body politic and corporate and public instrumentality of the Commonwealth on December 19, 1984. Effective July 1, 1985 the ownership, possession and control of all personal comprising the MDC water and sewer systems were transferred to the MWRA. It was recognized at the time that the MDC was unable to effectively manage the collection, treatment and disposal of sewage in the metropolitan Boston area. The MWRA has several main objectives. One Objective is to construct and maintain sewage treatment facilities, which ensure that the MWRA sewer system's wastewater discharges to Boston Harbor and meet federal and state pollution control requirements. Another objective is to maintain, operate and improve an adequate water supply distribution system and provide water in conformance with all applicable state and federal regulations. Furthermore the MWRA establishes programs for leak detection and reduction of I/I within the service areas of the MWRA as well as repair, replace, rehabilitate and extend the MWRA waterworks system and the MWRA sewer system (collectively, the "MWRA Systems"). The MWRA provides professional management, system-wide planning and establishes and administer charges on a basis, which will foster the conservation of water and improve the quality of the environment. The MWRA finances the capital and operating expenses arising from its operations on a self-sustaining basis.

### **BWSC/MWRA Rate History**

In 1985, the Commission undertook a comprehensive review of its rate policies to determine what, if any, changes were necessary and prudent. The Commission studied the impact of the existing flat rate structure in light of its conservation policies and practices and other alternative rate structures that had been authorized for use by the MWRA's enabling legislation. The results of this review indicated that an economic incentive was needed to promote water conservation efforts among its customers, and therefore the use of an inclining block rate structure was adopted in August 1985.

The Commission obtains its water supply and sewer treatment services from the MWRA. The MWRA provides water services to 51 cities, towns and special purpose entities and wastewater treatment to 43 cities, towns and special purpose entities located throughout central and eastern Massachusetts. Since the MWRA Assessment is the largest single expense of the Commission on an annual basis, increases in MWRA rates have a significant impact on the level at which the Commission's rates must be set.

The MWRA was empowered to establish charges for its services and commodities without supervision by other agencies or governmental bodies and to collect it. One of the basic goals achieved by the MWRA Act was the substitution of assessments, or user fees, to the member communities for the prior tax-based system of charges.

The Commission is the MWRA's largest single customer. For the MWRA fiscal year 2012, the Commission will be assessed 36.2% of the water system charges and 28.4% of the sewer system charges. On a combined basis, the Commission will pay 30.8% of the total MWRA assessments.

Assessments for water services are calculated by the MWRA based on the metered water use in the calendar year immediately preceding the MWRA fiscal year. The Commission's water charges for MWRA fiscal year 2012 total \$66,577,763 based on the Commission's calendar year 2010 metered water use.

Sewer Assessments allocate operating and maintenance costs based on total metered annual flow and total annual average strength, seepage contributions and high strength flow loads. Septage contributions are allocated based on volume, total suspended solids ("TSS") and biochemical oxygen demand ("BOD") loadings. High strength flow loads are generated by those permitted entities whose flows exceed 25,000 gallons per day and whose TSS and/or BOD concentrations exceed 400 milligrams per liter.

Capital or debt service costs are allocated as follows: two-eighths based on maximum month metered flow and total annual average strength, septage and high strength flow loads; three-eighths based upon contributing (sewered) population; and three-eighths based on census population. Metered wastewater flow from the immediately preceding calendar year is used in calculating assessments.

The Commission's sewer assessment for fiscal year 2012 based on calendar year 2010 data totals \$115,180,467. Total assessments for water and sewer charges for MWRA fiscal year 2012 are

## Rate History and Projections

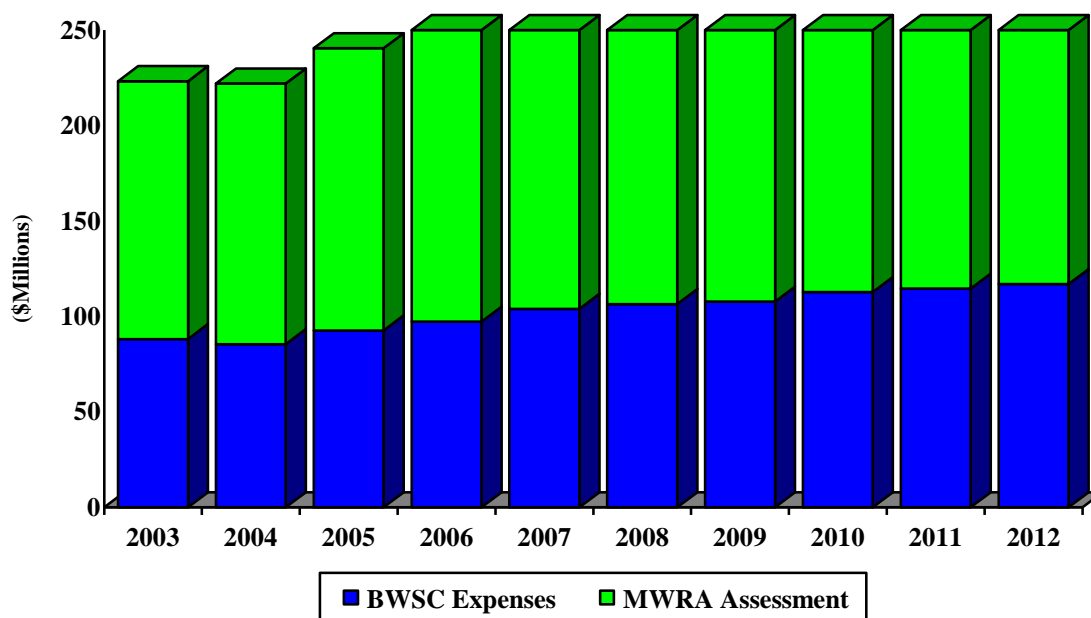
\$181,758,230. The history of the MWRA Assessments to the Commission as a percentage of total Commission operating expenses is depicted in Graph 2, on the page below.

Since the inception of the MWRA in 1985, the MWRA Assessment has grown from 36.0% of total expenses to a projected level of 61.5% in 2012. The most current projections available indicate that in 2016 the MWRA Assessment will represent 65.6% of the Commission's total expenses.

Exhibit K on page 41 presents the history of water and sewer rates for the City of Boston from 1977 to 2012. In each year since its inception, the rates established by the Commission have been based on recovering the full projected costs of operating, maintaining and improving the water and sewer systems. As is evident from Exhibit K, retail water rates actually decreased during the period from 1977 through 1983 from a level of \$1.02 per thousand gallons purchased, to a level of \$1.00 per thousand gallons purchased. During this same period, retail sewer rates increased from \$0.13 per thousand gallons to \$0.73 per thousand gallons. Rates did not increase from 1993-2001 due to effective management control of expenditures, as well as a steady flow of revenues. However, the Commission experienced increasing financial obligations and decrease in revenues due to drop in consumption in 2001 through 2003. As a result, rates increased by 8.9% in 2002 and 2003. Due to the cut of the state debt service assistance program and mid-year special assessment from the MWRA, the Commission increased rates by 3.9% effective April 1, 2003. There was a total rate increase of 5.8% in 2004, which remained in place for 2005. The rates for 2006 represent an average 9.85% increase after conversion to the six block inclining rate structure. The rates for 2007 represent an average increase of 9.25% utilizing the existing six block inclining rate structure. The rates for 2008 represent an average increase of 5.6%. The rates for 2009 represent an average increase of 3.48%. The rates for 2010 represent an average increase of 3.95%. The rates for 2011 represent an average increase of 2.9%. The rates for 2012 represent an average increase of 6.25%.

### Graph 2

MWRA Assessment v. BWSC Expenses  
2003-2012



**Exhibit K**  
**Rate History**  
 (Per 1,000 Gallons)

	<b>Water Rate</b>	<b>Sewer Rate</b>	<b>Combined Rate</b>	<b>% Change from Prior Year</b>
1977(1)	\$1.02	\$0.13	\$1.16	-
1978	\$1.19	\$0.53	\$1.72	48.6%
1979	\$1.01	\$0.48	\$1.49	-13.4%
1980	\$1.01	\$0.54	\$1.55	4.0%
1981	\$1.01	\$0.54	\$1.55	0.0%
1982	\$1.01	\$0.66	\$1.67	7.7%
1983	\$1.00	\$0.73	\$1.73	3.7%
1984	\$1.02	\$0.84	\$1.86	7.5%
1985(2)	\$1.03	\$0.96	\$1.99	7.0%
1986(2)	\$1.16	\$1.27	\$2.43	21.9%
1987(2)	\$1.19	\$1.42	\$2.61	7.5%
1988(2)	\$1.65	\$1.68	\$3.33	27.8%
1989(2)	\$1.99	\$2.28	\$4.27	28.0%
1990(2)	\$2.03	\$2.64	\$4.68	9.6%
1991(2)	\$2.26	\$3.14	\$5.40	15.5%
1992(2)(3)	\$2.59	\$4.14	\$6.73	24.5%
1993(2)	\$2.69	\$4.80	\$7.49	11.3%
1994-2001(4)	\$2.69	\$4.80	\$7.49	0.0%
2002(5)	\$3.35	\$4.80	\$8.15	8.9%
2003(6)	\$3.78	\$5.10	\$8.88	8.9%
2003(7)	\$3.80	\$5.43	\$9.23	3.9%
2004(8)	\$4.12	\$5.73	\$9.85	5.8%
2005(9)	\$4.12	\$5.73	\$9.85	0.0%
2006(10)	\$4.94	\$5.91	\$10.85	9.85%
2007 (11)	\$5.26	\$6.62	\$11.88	9.25%
2008 (12)	\$5.55	\$6.98	\$12.53	5.6%
2009 (13)	\$5.74	\$7.22	\$12.96	3.48%
2010 (14)	\$5.97	\$7.50	\$13.47	3.95%
2011 (15)	\$6.14	\$7.72	\$13.86	2.9%
2012 (16)	\$6.53	\$8.20	\$14.73	6.25%

## Rate History and Projections

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- (1) Water and sewer rates were established by the City prior to the creation of the Boston Water and Sewer Commission in 1977.
- (2) Due to the shift to the inclining block rate structure in 1985, the water and sewer rates shown since then represent simple averages.
- (3) For consistency, all percentage increases are calculated on a simple average basis. Originally, 1992 was presented as a weighted average, which yields a 24.3% increase.
- (4) Effective January 1, 1993. There were no rate increases from 1994-2001.
- (5) Water and sewer rate revenues increased by a combined 8.9%. Water increased by 24.4% and sewer was not increased.
- (6) Water and sewer rate revenues increased by a combined 8.9%. Water increased by 12.7% and sewer was not increased.
- (7) Water and sewer rate revenues increased by a combined 3.9%. Water increased by 0.7% and sewer increased 6.4%. This was due to a mid-year assessment by the MWRA.
- (8) Water and sewer rate revenues increased by a combined 5.8%. Water increased by 8.0% and sewer increased 4.2%.
- (9) There was no water and sewer rate increase in 2005.
- (10) Percent increase is calculated as the change after conversion to a six block inclining rate structure. Because of the different number of blocks, the simple average is not directly comparable to previous years.
- (11) Water and sewer rate revenues increased by a combined 9.25%. Water increased by 6.55% and sewer increased 11.95%.
- (12) Both water and sewer rate revenues increased by 5.6%.
- (13) Both water and sewer rate revenues increased by 3.48%.
- (14) Both water and sewer rate revenues increased by 3.95%
- (15) Both water and sewer rate revenues increased by 2.9%
- (16) Both water and sewer rate revenues increased by 6.25%

In an effort to mitigate the impact of increasing water and sewer rates, the Commission began an aggressive program to update and improve the water system in 1978. The program included replacing old, inefficient water mains and aggressive leak detection and repair. These efforts, which continue today, combined with the inclining rate structure, have had the net effect of reducing the overall level of water purchased by the Commission from 146.1 MGD in 1977 to the present level of 64.56 MGD in 2011. In addition to reducing the level of water purchases from the MWRA, the Commission continues to pursue increasing billable consumption through its ongoing meter replacement and meter downsizing programs. All these efforts have combined to reduce the level of unbilled-for water from 26.2% in 1993 to approximately 15.0% in 2011. Graph 3, on page 44, illustrates the success that the Commission has realized in reducing purchases, maximizing billings and reducing unbilled-for water, the result of which is a reduced level of rate increases, which must be passed on to its ratepayers.

### **BWSC/MWRA Rate Projections**

As part of the annual financial planning process, the Commission establishes water and sewer rates for the next fiscal year and forecasts the combined rate increases for the ensuing four years. In compiling these projections, the Commission must estimate the level of expenditures required in each of the following four years to operate and maintain the systems, provide basic services and meet all its financial obligations. The major expenses, which must be estimated annually, include Direct Operating Expenses, the MWRA Assessment, Capital Improvement, the Safe Drinking Water Act Assessment, Debt Service, and Contractual Funding Obligations. In addition, estimates of water demand, based on recent actual trends, are made to calculate water and sewer rate revenue. Since the MWRA Assessment is the largest single expense in the CEB, the annual increase in the assessment has a substantial impact on the rate projections of the Commission. As a result of the federally mandated cleanup of Boston Harbor, the MWRA has been required to undertake the construction of new primary and secondary wastewater treatment facilities at Deer Island, an inter-island tunnel connecting Deer Island and Nut Island, a 9 mile effluent outfall tunnel and a sewerage residuals management facility. Beginning in MWRA FY1998, waterworks system improvements mandated by the Safe Drinking Water Act and Surface Water Treatment Rule added significantly to MWRA rate revenue requirements. These extensive capital projects and the operation and maintenance of the regional water distribution and wastewater collection systems, have caused the MWRA's funding requirements to increase significantly. Consequently, rate increases are likely to continue while these projects are underway and become implemented. Again, in developing future rate projections, the Commission utilizes the most current rate projections, which have been issued by the MWRA. These MWRA projections listed below are based on the MWRA fiscal year, which begins on July 1, 2011.

#### **Projected MWRA Assessments**

2012	3.5%
2013	3.9%
2014	6.2%
2015	8.6%

## Rate History and Projections

Boston Water and Sewer Commission rate projections for the years 2013-2016 are outlined below. These future rate projections of the Commission are based on the best data available during the 2011 Financial Planning Process.

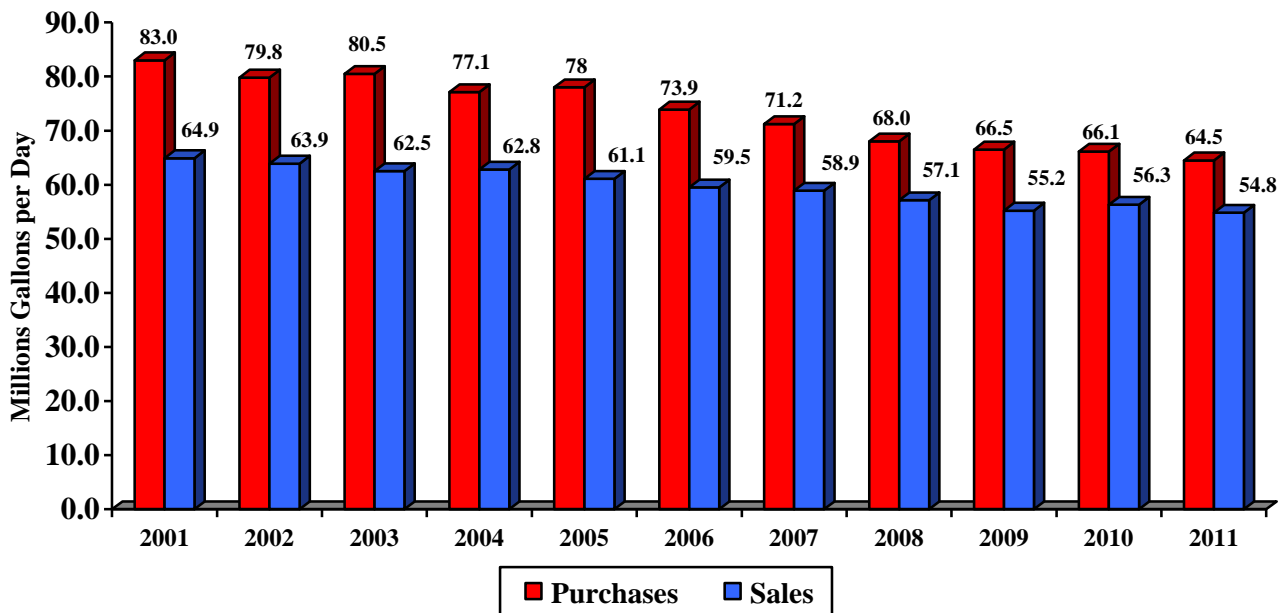
### Projected Water and Sewer Rate Revenue Increases

2013	6.25%
2014	6.25%
2015	6.25%
2016	6.25%

The Commission continues to be aggressive in attempting to secure federal and state rate relief funding and to control direct expenses through managerial improvements and increased efficiencies. These efforts will contribute to minimizing the level of required future rate increases. Table 3 illustrates the Commission's pro forma financial projections for the years 2012 to 2016. This table details the estimated revenues and expenses for the period and the corresponding rate increases required allowing the Commission to meet all its financial obligations.

### Graph 3

#### Water Purchased v. Water Sold, 2001-2011



**Table 3**  
**Five Year Financial Pro Forma (\$000)**

	<i>Unaudited</i>					
	<i>2011</i>	<i>2012</i>	<i>2013</i>	<i>2014</i>	<i>2015</i>	<i>2016</i>
REVENUES						
Water	\$122,280	\$129,681	\$136,408	\$143,484	\$151,690	\$160,365
Sewer	153,132	160,916	169,263	178,044	188,225	198,990
LESS:						
Adjustments	(6,824)	(7,264)	(7,641)	(8,038)	(8,497)	(8,983)
Discounts	(899)	(972)	(1,023)	(1,076)	(1,137)	(1,202)
Bad Debt	(73)	(581)	(611)	(643)	(679)	(718)
NET BILLED CHARGES	<u>267,616</u>	<u>281,780</u>	<u>296,396</u>	<u>311,771</u>	<u>329,602</u>	<u>348,452</u>
Prior Year Surplus	57	65	0	0	0	0
Late Charges	1,233	1,162	1,223	1,286	1,359	1,437
Investment Income	4,074	4,993	4,909	4,870	4,850	4,904
Fire Pipe	3,989	3,991	4,092	4,305	4,550	4,810
Other Income	10,216	9,822	6,244	5,762	5,252	5,409
SUBTOTAL	<u>19,569</u>	<u>20,033</u>	<u>16,468</u>	<u>16,223</u>	<u>16,011</u>	<u>16,560</u>
<b>TOTAL REVENUE</b>	<b>\$287,185</b>	<b>\$301,813</b>	<b>\$312,864</b>	<b>\$327,994</b>	<b>\$345,613</b>	<b>\$365,012</b>
EXPENSES						
Operating	\$52,667	\$57,769	\$59,383	\$61,034	\$62,733	\$64,498
MWRA Assessment	179,514	185,551	195,065	209,732	224,622	239,454
Capital Improvement	11,422	13,996	13,396	10,321	10,000	10,400
Debt Service	42,712	43,810	43,110	44,751	43,547	41,561
Contractual Funding Obligations	599	482	1,705	1,951	4,505	8,894
SDWA Assessment	206	205	205	205	206	205
<b>TOTAL OPERATING EXPENSES</b>	<b>\$287,120</b>	<b>\$301,813</b>	<b>\$312,864</b>	<b>\$327,994</b>	<b>\$345,613</b>	<b>\$365,012</b>
NET INCOME	<u>\$65</u>	<u>0</u>	<u>0</u>	<u>0</u>	<u>0</u>	<u>0</u>
Average Combined Rate (\$/1000gal)	\$13.86	\$14.73	\$15.65	\$16.62	\$17.66	\$18.77
Annual Increase (%)	2.90%	6.25%	6.25%	6.25%	6.25%	6.25%
Typical Household Bill	\$817	\$868	\$922	\$979	\$1,041	\$1,106

## 2012 Current Expense Budget

The Commission annually outlines its anticipated level of revenues and expenses for the following fiscal year. The Commission's 2012 Current Expense Budget is shown in relation to the 2011 CEB in Table 4 below. The 2012 CEB consists of \$301.8 million in revenues and expenses which represent a \$5.8 million, or 2.0% increase over the 2011 level.

**Table 4**  
**Current Expense Budget 2011 v. 2012**

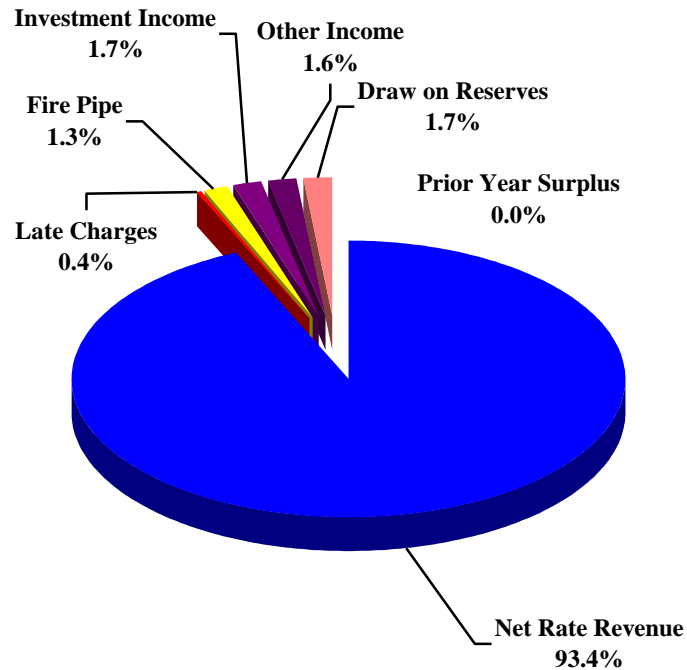
	<i>BUDGET</i>		<i>VARIANCE</i>	
	<i>2011</i>	<i>2012</i>	<i>\$</i>	<i>%</i>
<b>REVENUES</b>				
Water	\$ 125,143,278	\$ 129,681,384	\$ 4,538,106	3.6%
Sewer	155,288,647	160,916,018	5,627,371	3.6%
<b>SUBTOTAL</b>	<b>280,431,925</b>	<b>290,597,402</b>	<b>10,165,477</b>	<b>3.6%</b>
<b>LESS:</b>				
Adjustments	(7,010,798)	(7,264,935)	(254,137)	3.6%
Discounts	(938,575)	(972,610)	(34,035)	3.6%
Bad Debt	(560,864)	(581,195)	(20,331)	3.6%
<b>NET BILLED CHARGES</b>	<b>271,921,688</b>	<b>281,778,662</b>	<b>9,856,974</b>	<b>3.6%</b>
<b>PRIOR YEAR SURPLUS</b>	<b>80,260</b>	<b>65,854</b>	<b>(14,406)</b>	<b>-17.9%</b>
<b>MISCELLANEOUS INCOME:</b>				
Late Charges	1,121,727	1,162,390	40,663	3.6%
Investment Income	5,088,717	4,992,907	(95,810)	-1.9%
Fire Pipe	3,919,377	3,991,245	71,868	1.8%
Other Income	13,920,430	9,821,967	(4,098,463)	-29.4%
<b>TOTAL REVENUE</b>	<b>\$ 296,052,200</b>	<b>\$ 301,813,025</b>	<b>\$ 5,760,825</b>	<b>1.9%</b>
<b>EXPENSES</b>				
Operating	58,191,316	57,769,712	421,604	0.7%
MWRA Assessment	180,639,870	185,551,660	(4,911,790)	-2.7%
Capital Improvement	12,736,000	13,996,000	(1,260,000)	-9.9%
Debt Service	43,766,205	43,809,538	(43,333)	-0.1%
Contractual Funding Obligations	513,250	481,201	32,049	6.2%
SDWA Assessment	205,559	204,914	645	0.3%
<b>TOTAL OPERATING EXPENSES</b>	<b>\$ 296,052,200</b>	<b>\$ 301,813,025</b>	<b>\$ (5,760,825)</b>	<b>-1.9%</b>

Net rate revenues provide 93.4% of the funding for current expenses. These net rate revenues are the total rate revenues generated for water and sewer services less adjustments, which include Billing Adjustments, Elderly and Disabled Discounts and provision for Bad Debt. The 2012 CEB also includes anticipated fees for Special Services, Late Payment Income, and Fire Pipe Charges.

## 2012 Revenues

The 2012 CEB identifies \$301.8 million in total revenues from the following sources: Water and Sewer Rate Revenue (less Adjustments, Discounts and Bad Debt), Prior Year Surplus, Miscellaneous Income, Investment Income and additional transfer from the Stabilization Fund. Graph 4 below illustrates the sources of funds contained in the 2012 CEB. Revenue source details follow.

**Graph 4**  
**2012 Revenue Sources**



## **Water and Sewer Rate Revenue and Adjustments**

The 2012 CEB includes \$281.8 million in Water and Sewer Rate Revenue derived from customer charges. This is an increase of \$9.9 million, or 3.6% from the 2011 CEB. The Rate Revenue included in the 2012 CEB is based on recent sales levels and analysis of usage patterns for various customer classifications.

The 2012 CEB includes Adjustments of \$7.3 million. Adjustments represent corrections to customer accounts due to a variety of reasons. Other causes of Adjustments include corrections of erroneous meter readings, sale readings resulting from transfers of ownership of property and corrections to erroneous bills that are generated as a result of the billing process. The majority of adjustments are Sewer Abatements. According to the Commission's Sewer Abatement Policy, the Commission will provide sewer credits for water usage, which is not returned to the sewer system for treatment. Total Adjustments for 2012 have been estimated to equal 2.5% of the total billed charges.

The Commission is required under the Enabling Act to offer a discount on water charges to eligible elderly and fully disabled customers. Elderly homeowners, 65 years of age or older and fully disabled homeowners, living in structures with one to four dwelling units, are currently eligible for a 25% discount on the water charge portion of their bills. The estimated total expense associated with Discounts in 2012 is \$1.0 million.

The 2012 CEB includes a Bad Debt expense of \$0.6 million. Bad Debt expense represents the uncollectible amount of adjusted billed charges and is budgeted at 0.2% of billed charges to reflect the continued success of the Commission's Integrated Collections Program.

## **Prior Year Surplus**

Under the Enabling Act, the Commission is required to use any surplus income generated in a fiscal year to offset expenses the following year, or to transfer that surplus to the City of Boston. Conversely, if the Commission experienced a deficit in any year, it is required to recover that deficit in the following year's rates. The Commission has produced a surplus in every year since its inception and has consistently used those monies to reduce the required rates in the following year. The 2012 CEB includes a Prior Year Surplus of approximately \$0.1 million. The primary factors that contributed to this level of net operating income were savings in both Direct and Indirect Expenses. The detail regarding these savings is presented in the 2011 Year-End Position section beginning on page 25.

## Miscellaneous Income

In 2012 Miscellaneous Income is budgeted at approximately \$15.0 million (not including Investment Income). Miscellaneous Income consists of revenue generated by: Other Income (\$4.8 million), Fire Pipe Charges (\$4.0 million), Late Payment Charges (\$1.2 million), and a transfer from the Rate Stabilization Fund (\$5.0 million).

Other Income includes the revenue generated by special services. Special services are provided to customers, costs which are recovered without a burden to the general ratepayer. Special Service Fees cover services such as Cross Connection Inspections, Fire Flow Tests, Water and Sewer Lien Certificates and Special Meter Tests. The 2012 CEB includes \$4.8 million in Other Income generated by the imposition of Special Service Fees. Exhibit L on the following page outlines the estimated 2012 revenue generated by Special Service Fees.

The Commission has approximately 6,633 fire pipe connections in the City. Generally accepted rate making practices recommend the imposition of Fire Pipe Fees for private fire protection service which are set to recover the costs from those customers benefiting from the service. The 2012 CEB includes \$4.0 million in anticipated revenue from Fire Pipe Charges.

The 2012 CEB estimates Late Payment Charges will be \$1.2 million. The Commission imposes a charge of 0.03836% per day, or approximately 14% annually, compounded with each billing on all amounts that are past due greater than 45 days. The purpose of the Late Payment Charge is to encourage the prompt payment of bills and to avoid any subsidy to slow paying customers by customers who pay their bills on time.

## Investment Income

The Commission has a number of large annual expenditures which must be paid in lump sum installments, such as the MWRA Assessment and principal and interest payments associated with outstanding debt. By utilizing effective cash management techniques, the Commission can maximize the Investment Income, which is earned on the funds accumulated to meet those large expenses. In addition, the reserve requirements of certain trust indentures are also available for investment purposes. In 2012, the Commission estimates investment income at \$5.0 million. This level of Investment Income is based on an estimated average return on investable balances of 3.0%.

**Exhibit L**  
2012 Estimated Revenue from Special Service Fees

	Fee	Estimated Frequency	Revenue
Fire Flow Test	\$250	350	\$ 87,500
Return Check Fee	\$15	800	\$ 12,000
Temporary Connection*	\$435	1,000	\$ 435,000
Water Pipe Inspection - Normal Work Hours	\$150	415	\$ 62,250
Water Pipe Inspection-Sunday, Holiday, Other	\$300	55	\$ 16,500
Sewer Pipe Inspection – Normal Work Hours	\$150	415	\$ 62,250
Sewer Pipe Inspection-Sunday, Holiday, Other	\$300	55	\$ 16,500
Special Meter Test	\$130	93	\$ 12,090
Drain Layer’s License - New	\$50	60	\$ 3,000
Drain Layer’s License - Renewal	\$15	320	\$ 4,800
Multi Day Construction Inspection (per diem)	\$365	325	\$ 118,625
Lien Certificate**	\$50	2,400	\$ 120,000
Scrap Sales	-	-	\$ 16,000
Water Turn On/Off	\$40	1,500	\$ 60,000
Termination Notice Fee	\$80	8,440	\$ 675,200
Construction Plans	\$6	1,650	\$ 9,900
Frozen Meter Replacement	\$130	770	\$ 100,100
Cross Connection Inspection	\$110	17,500	\$ 1,925,000
Grease Trap Permits	\$200	1,290	\$ 258,000
General Service Applications	-	-	\$ 500,000
Luto and Lead Pipe	-	-	\$ 200,000
<b>Total</b>			<b>\$ 4,694,715</b>

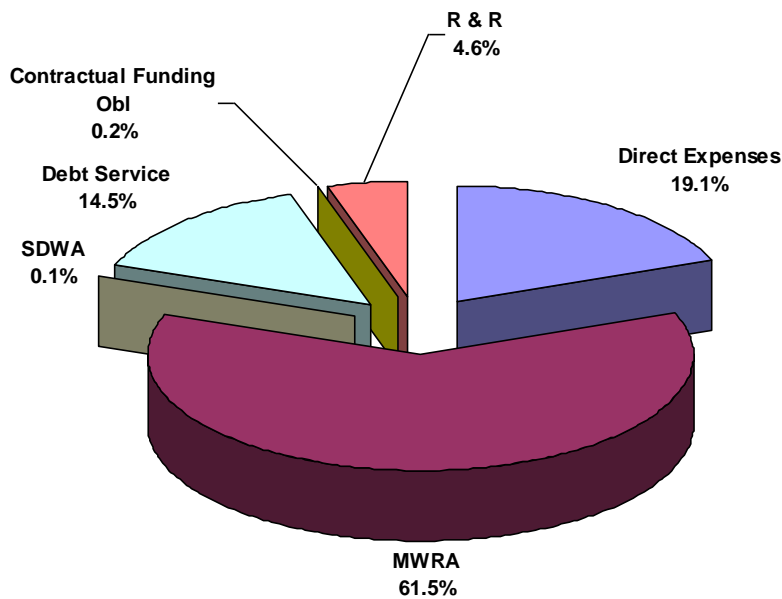
\* Average Cost Per Connection

\*\* Average Unit Cost

## 2012 Expenses

The 2012 CEB identifies \$301.8 million in total current expenses. The categories of expenses, detailed below, include Direct Expenses, MWRA Assessments, Capital Improvements, the Safe Drinking Water Act Assessment, Debt Service and Contractual Funding Obligations. Graph 5 illustrates the breakdown of 2012 expenses.

**Graph 5**  
2012 Uses of Funds



MWRA Assessments	\$185,551,660
Capital Improvements	\$13,996,000
Debt Service	\$43,809,538
Contractual Funding Obligations	\$481,201
SDWA Assessment	\$204,914
Direct Expenses	\$57,769,712
<b>Total Expenses</b>	<b>\$301,831,025</b>

## **MWRA Assessment**

The MWRA assessment for 2012 is budgeted at \$185.6 million. This represents a 2.7% increase from the 2011 budget of \$180.6 million. The 2012 MWRA Assessment is based on the MWRA's actual FY12 rate increase to the Commission of 2.5% and a projected MWRA FY13 rate increase to the Commission of 3.9%, which is scheduled to become effective July 1, 2012. The MWRA Assessment expense is the largest single component of the Commission's budget, projected to be approximately 61.5% of total expenses in 2012.

## **Direct Expenses**

Direct Expenses are those expenses directly attributable to the daily operations of the Commission. These expenses represent the costs of providing water and sewer service to the Commission's customers and also the costs associated with the five operating units of the Commission. The Direct Expense Budget is divided into two categories of expenditures. The Labor Costs category includes Wages and Salaries; Overtime; and Labor Related Costs/Benefits. The Other Costs category includes expenses for Supplies and Materials; Repair and Maintenance; Utilities; Professional Services; Space and Equipment Rentals; Other Services; Insurance; Inventory; Capital Outlay; Training, Seminars and Travel; and Damage Claims. The Commission has implemented a number of initiatives, which were designed to reduce the level of Direct Expenses. Program Based Budgeting, expansion of the number of employees subject to merit based salary increases, reduction in the amount of wage increases secured through collective bargaining agreements and standardization of functionality throughout its operations workforce has enabled the Commission to increase operating efficiency while reducing costs. The result of these efforts is a 2012 Direct Expense budget of \$57.8 million, which is a 0.7% decrease under the 2011 budget. Table 5 on the following page shows the divisional breakdown of the 2012 Direct Expense Budget by line item.

Continued emphasis will be placed on cost control through managerial improvements, streamlining processes and creating efficiency improvements wherever possible. This is particularly important as projected wholesale water and sewer rates imposed by the MWRA continue to escalate.

**Table 5**  
**2012 Budget**  
**By Division**

<i>LINE ITEM</i>	<i>EXECUTIVE</i>	<i>OPERATIONS</i>	<i>ENGINEERING</i>	<i>ADMIN</i>	<i>FINANCE</i>	<i>TOTAL</i>
Wages & Salaries	\$6,047,849	\$13,289,353	\$5,644,256	\$5,139,110	\$3,204,777	<b>\$33,325,345</b>
Overtime	-	433,500	137,613	38,456	5,848	<b>615,417</b>
Fringe Benefits	928,563	128,631	134,261	6,735,661	47,222	<b>7,974,338</b>
<b>Total Labor Cost</b>	<b>\$6,976,412</b>	<b>\$13,851,484</b>	<b>\$5,916,130</b>	<b>\$11,913,227</b>	<b>\$3,257,847</b>	<b>\$41,915,100</b>
Supplies & Materials	\$48,900	\$2,044,133	\$42,925	\$49,850	\$448,171	<b>\$2,633,979</b>
Repair & Maintenance	432,112	5,287,000	144,850	12,000	139,500	<b>6,015,462</b>
Utilities	235,644	1,115,000	0	0	0	<b>1,350,644</b>
Professional Services	1,016,500	88,000	1,534,760	121,800	526,800	<b>3,287,860</b>
Space & Equipment Rental	0	43,032	0	0	0	<b>43,032</b>
Other Services	124,022	952,200	44,160	209,540	101,493	<b>1,431,415</b>
Insurance	799,220	0	0	0	0	<b>799,220</b>
Inventory	0	23,000	0	0	0	<b>23,000</b>
Capital Outlay	0	35,000	50,000	0	0	<b>85,000</b>
Training/Seminar/ Travel	10,000	3,500	9,000	5,000	2,500	<b>30,000</b>
Damage Claims	155,000	0	0	0	0	<b>155,000</b>
<b>Total Other Cost</b>	<b>\$2,821,398</b>	<b>\$9,590,865</b>	<b>\$1,825,695</b>	<b>\$398,190</b>	<b>\$1,218,464</b>	<b>\$15,854,612</b>
<b>TOTAL DIRECT EXPENSES</b>	<b>\$9,797,810</b>	<b>\$23,442,349</b>	<b>\$7,741,825</b>	<b>\$12,311,417</b>	<b>\$4,476,311</b>	<b>\$57,769,712</b>

## **Capital Improvements**

Capital Improvements refers to the projects included in the CIP which are specifically designed to renew or rehabilitate the water and sewer systems serving the City. These Capital Improvements or R&R projects are funded using current year rate revenue and have a significant impact upon the level at which the Commission must set its rates. This item is discussed in more detail in the Capital Improvement Program section that begins on page 56.

The 2012 CEB includes approximately \$14.0 million for R&R. This level of expenditures is based on the project detail of ongoing and new water and sewer main rehabilitation which is scheduled to take place in 2012 as outlined in the 2012-2014 CIP. This level of expenditures represents an increase of \$1.3 million, or 9.4%, from the 2011 budgeted level of \$12.7 million.

## **Debt Service**

The Commission issues General Revenue Bonds in support of its annual CIP Program. The 2012-2014 CIP outlines total expenditures of \$194.4 million, of which \$100.5 million, or 51.6%, is scheduled to be funded by the proceeds from the issuance of bonds. At the end of 2011, the Commission has \$360.1 million of General Revenue Bonds outstanding with different maturity dates on which there will be required principal and interest payments during 2012. In addition to its debt service obligations associated with General Revenue Bonds, the Commission must pay debt service relating to the MWRA and Massachusetts Abatement Trust Loan and Grant Programs. The 2012 budget for Debt Service is \$43.8 million, an increase of approximately 0.1% from the 2011 budget level.

## **Contractual Funding Obligations**

The Commission, as required by its Bond Resolution, maintains an Operating Reserve Fund, a Renewal and Replacement Reserve Fund, an Insurance Reserve Fund and a Stabilization Fund. The Contractual Funding Obligation line item represents mandated funding of all of these funds, for example, the Operating Reserve Fund at a level equal to one-sixth of the Direct Expenses and the accrued MWRA Assessment for the year. In addition, this line item reflects deposits that may be made to any of the other reserve funds, which are maintained by the Commission. The 2012 budget for Contractual Funding Obligation is \$0.5 million.

## **Safe Drinking Water Act Assessment**

The 2012 CEB includes \$0.2 million for the SDWA Assessment. This assessment is necessitated by the requirements of the federally mandated SDWA. Massachusetts has opted to oversee the implementation of the SDWA throughout the Commonwealth ("Primacy"). As a result, the Legislature implemented a funding mechanism for Primacy, which entails an assessment to all

public water suppliers. The Commission's assessment for 2012 of \$0.2 million is calculated as \$0.0085 per thousand gallons of water purchased.

### **Impact of Current Expense Budget on Rates**

The CEB development process determines the level of expenditures for the following fiscal year. Every expense included in the CEB impacts on rates and charges. Since the Commission is required to set rates and charges at a level sufficient to recover the full costs of operation and maintenance, and provide for net revenues equal to at least 125% of the maximum principal and interest payments due in that year, increases in any CEB line item have a direct impact on rates. The greater the level of projected expenditures, the greater the rate revenue requirement and the level at which water and sewer rates must be set to meet these expenses. Since the MWRA Assessment, Direct Expenses and Debt Service combined represent 95.1% of total expenses for 2012, the Commission has been aggressively pursuing methods of minimizing, where possible, the level of these expenses and the resulting impact on rates.

The Commission has been at the forefront of rate relief efforts to minimize the impact of continued increases in water and sewer assessments from the MWRA. The Commission has participated in the creation of the Massachusetts Clean Water Council and the National Water Funding Council, two public-private organizations dedicated to seeking state and federal rate relief funding. In addition to legislative lobbying efforts to secure rate relief, the Commission has maintained an increased awareness of the need to minimize its direct expenses.

As a result of continued managerial and efficiency improvements, the Commission has been able to generate a surplus in each year of operations since inception and has consistently used that surplus to mitigate any required rate increase. The 2012 CEB increased \$5.8 million, or 2.0% from the 2011 CEB.

## 2012–2014 Capital Improvement Program

The Enabling Act and the Commission’s General Revenue Bond Resolution, adopted December 6, 1984 (“the Resolution”) require that the Commission, on an annual basis, develop a three-year Capital Improvement Program (“CIP”). The CIP outlines the scheduling and implementation of the capital projects necessary to maintain and improve the water and sewer systems for the ensuing three-year period.

In keeping with the requirements of the Enabling Act and the Resolution, the CIP presented here identifies capital expenditures totaling \$194.5 million for the three-year period 2012-2014. Expenditures are divided into three categories: Water Distribution System projects; Sewer System projects; and Support projects. Water Distribution System projects account for \$80.9 million, or 41.6% of the 2012-2014 CIP. Sewer System projects comprise \$103.6 million, or 53.3% and Support projects total \$10.0 million, or 5.1% of the expenditures outlined in the program. The tables on this and the following page present the funding sources and cash flows expenditures for the Commission’s 2012-2014 CIP. Total capital expenditures of \$78.6 million are outlined for 2012. Water Distribution projects comprise \$35.0 million, or 44.5%. Sewer System projects account for \$40.3 million or 51.2% and Support projects totaling \$3.4 million make up the remaining 4.3%.

**Table 6**  
**2012-2014 Capital Improvement Program**  
**Funding Sources**

<i>Funding Source</i>	<i>2012</i>	<i>2013</i>	<i>2014</i>	<i>2012-2014</i>
<b>BWSC Bonds</b>	\$44,313,000	\$38,143,000	\$18,109,000	<b>\$100,565,000</b>
<b>Rate Revenue</b>	\$13,996,000	\$13,396,000	\$10,321,000	<b>\$37,713,000</b>
<b>Grants</b>	\$50,000	\$400,000	0	<b>\$450,000</b>
<b>MWRA Water Assistance</b>	\$4,594,000	\$4,661,000	\$677,000	<b>\$9,932,000</b>
<b>MWRA I/I Assistance</b>	\$15,789,000	\$22,593,000	\$7,445,000	<b>\$45,827,000</b>
<b>Total</b>	<b>\$78,742,000</b>	<b>\$79,193,000</b>	<b>\$36,552,000</b>	<b>\$194,487,000</b>

**Table 7**  
**2012-2014 Capital Improvement Program**  
**Cash Flows**

<i>Program</i>	<i>2012</i>	<i>2013</i>	<i>2014</i>	<i>2012-2014</i>
<b>Water</b>	\$35,032,000	\$29,418,000	\$16,404,000	<b>\$80,854,000</b>
<b>Sewer</b>	\$40,307,000	\$46,400,000	\$16,932,000	<b>\$103,639,000</b>
<b>Support</b>	\$3,403,000	\$3,375,000	\$3,216,000	<b>\$9,994,000</b>
<b>Total</b>	<b>78,742,000</b>	<b>\$79,193,000</b>	<b>\$36,552,000</b>	<b>\$194,487,000</b>

### Project Highlights

The overall objectives of the Commission's CIP are to ensure the delivery of high quality potable water for consumption and fire protection and the efficient collection of sewage for transport and delivery to a treatment facility or for approved discharge. In addition, the CIP includes projects to improve the overall efficiency of the Commission and to enhance the Commission's ability to provide services to its customers. The projects included in this CIP are intended to accomplish these objectives in the most efficient and cost effective manner.

In terms of physical improvements, the following major enhancements have been recently made:

- Water Main Flushing Program
- Sewer Interceptor Cleaning and Rehabilitation in Back Bay and East Boston
- Cleaning and Rehabilitation of CSO Outfall 065
- Longwood Medical Area Drainage Improvements
- Separation of Sewers along Massachusetts Avenue
- St Mary's Street Sewer Separation
- Construction and Engineering Services along A Street in South Boston
- Relocate Regulator of Dorchester Brook Sewer
- Reserved Channel Sewer Separation
- Sewer Separation at Dudley Square
- Web Based Rainfall Management System
- System-wide Metering Program
- Development of a Five Year Strategic Information Technology Plan
- Wastewater and Drainage Facilities Plan

The projects planned for the next three years are presented in three categories: Water Distribution System Projects, Sewer System Projects and Support Projects. Each category is further grouped according to the primary type of work to be accomplished.

The 2012-2014 CIP for the Water Distribution System continues programs for the replacement water mains, the replacement of older or defective hydrants as necessary on all replacement projects, the replacement of water mains on new or reconstructed bridges and various design services, permits and paving fees associated with the capital funded projects.

The largest component of the Water Distribution System CIP is the program to replace water mains. The replacement program replaces aged, undersized or structurally deteriorated pipe. The program also includes rehabilitation of pipe by structurally lining. The quantity of work to be accomplished each year is in accordance with the recommendations of the Water Distribution Study completed in 2010 as well as the specific needs of the Commission and its customers.

This study recommended that the Commission undertake an average of 11 miles per year of replacement and relining projects through the year 2030.

The projects scheduled for initiation in 2012 will result in the replacement of 11.3 miles of water main. In addition 7.3 miles of water pipe are scheduled to be replaced in sewer and drain separation contracts. A total of 18.6 miles of water main replacement is scheduled for initiation in 2012.

Projects included in the Sewer System CIP include the annual repair or replacement of approximately 1.5 miles of deteriorated or collapsed sanitary sewers and storm drains along with the television inspection of 11 to 15 miles of sewer pipe each year. Also, included are the drainage improvements in the Longwood Medical Area and Dorchester, as well as the cleaning and reconstruction of a portion of the Bussey Brook.

The CIP continues funding for the separation of combined sewers and for the reduction of infiltration and inflow into the sanitary system. Infiltration and inflow (“I/I”) are extraneous quantities of water, which enter the sanitary sewers and reduce the capacity of the system to transport sanitary sewage. Reduction of I/I also decreases the quantity of water transported to the Massachusetts Water Resource Authority (“MWRA”) wastewater treatment facilities, thereby reducing overall transportation costs, treatment costs and BWSC sewer assessments.

The Commission has executed agreements with the MWRA, which has a court order decree to eliminate or substantially close combined sewer overflows. The MWRA has committed to provide sewer separation in Dorchester, the Stony Brook area of Jamaica Plain, the area of Boston known as the Bullfinch Triangle and the Reserved Channel area of South Boston, the Constitution Beach area of East Boston and the Fort Point Channel of South Boston. The projects resulted in the installation of approximately two hundred thousand feet of new drain pipe and the replacement of old water pipe and defective sewer pipe. The final result substantially decreased the amount of combined sewer overflows into the Charles River, Neponset River and Boston Harbor. In addition the work greatly reduced the amount of drainage entering the Commission’s sewer system reducing payments to the MWRA.

## **Impact of Capital Improvement Programs on Rates**

The impact that the annual CIP has on the rate setting process is seen in two specific areas. First, present Commission policy dictates that capital projects, which rehabilitate or replace existing systems are funded using rate revenue generated by user water and sewer charges. The complete funding of projects which rehabilitate or replace existing systems has a direct impact on the level at which rates must be set each year. As the Commission continues its efforts annually to relay and reline water mains in accordance with the findings of the 1987 Water Distribution System Study, the level of annual rate revenue funded expenditures included in the CIP will remain fairly constant through the year 2010, after which it will decline based on a revised water main replacement program. The 2012-2014 CIP includes \$37.7 million in scheduled rate revenue funded expenditures over the three-year period.

The second area where the Capital Improvement Program has direct impact on rates is Debt Service. The Commission secures the majority of the funding required to undertake the annual CIP through the issuance of general revenue bonds. The total bond debt that the Commission currently has outstanding as of November 30, 2011 is \$360.1 million, the annual repayment of which is recovered through rate revenues. In addition to its debt service obligations associated with General Revenue Bonds, the Commission must pay debt service on MWRA loans, grants and SRF loans. The 2012 projected Debt Service Expense is \$43.8 million. Substantial increases in either of these items will cause a direct increase in the amount of rate revenue required for a given year and ultimately result in increased rates.

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## **Program Based Budgeting**

The first phase of the financial planning process is the Goal Setting Process. In 1989, the Commission implemented the "Program Based Budgeting" methodology. Under this program, each operating unit within the Commission identifies areas of concern on an annual basis and declares new goals and objectives that outline the mission and the duties of each operating unit. These program goals and objectives, when successfully completed, will result in continuing our efforts to reduce costs and gain operating efficiencies wherever possible.

The goals and objectives are divided into four categories: Goals included in the Monthly Management Report, Goals included in the Commission-wide Report Status Update, Tactical Goals and Strategic Goals. The Monthly Management Report is a compilation of data on essential programs and activities necessary for basic delivery of water and sewer services to its ratepayers. The Commission-wide Report Status Update is a listing of all reports submitted by staff for internal distribution or as required by law or permit to be completed and submitted to any external agency. Tactical Goals are one-time improvements and/or enhancements to a technical or service oriented process. Strategic Goals outline the long-range plans and direction of each department and the Commission. The focus of tactical and strategic goals is on cost control, service improvement, environmental protection and revenue enhancement.

Each goal must be clearly defined; costs justified and include discernable measurement criteria and deadlines. The cost of implementing any new tactical or strategic goal should be carefully evaluated before submission. Additional funding requests, which are submitted in conjunction with tactical and strategic goals, are reviewed by Budget staff for cost/benefit analyses. The overall program is designed to hold every employee accountable for his/her level of performance related to the goals and objectives identified for his/her operating unit. As the Commission has instituted a merit-based scale for salary increases for most of its workforce, the annual development and achievement of goals and objectives serves as the basis from which performance is measured. In addition, progress toward achieving goals and objectives is monitored throughout the year by Budget staff and is used to assess the status of goals and to address achievement concerns. Division Chiefs and Department Managers meet with employees several times during the year to discuss the status of goals and what efforts are needed to improve performance. The following objectives are illustrative of Tactical and Strategic Goals to be achieved in 2012.

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## Executive Division

### *Organizational Diversity:*

Review, implement and administer the Commission's Affirmative Action Program so that equal employment opportunity is provided to all in hiring, training and promotion of minorities, women disabled persons and Vietnam era veterans. Maintain through out the city of Boston and its environs contact with appropriate persons and groups to recruit members of protected groups. The objective of this goal is create a work environment that is free from all discrimination and harassment with regards to race, sex, religion, national origin and qualified veteran status.

### *General Counsel:*

Utilization of a new, automated claims system to better and more efficiently track (1) claims against the Commission for personal injury and personal property damage and (2) the Commission's collections processes including billing disputes, small claims actions, the Commission's Tax Title Program, bankruptcy actions and the appeals process. In conjunction with the MIS Department evaluate, modify and enhance the new claims system on an ongoing basis to better track claims and collections processes.

### *Labor Relations:*

Defend and represent the Commission at all internal and external forums, including but not limited to; hearings, arbitrations and various litigation at the federal and state levels. To provide legal services and defense strategies on employment related matters to reduce or eliminate the Commission's liability; to enforce the terms and conditions of the collective bargaining agreements; uphold the provisions of various Commission policies; and to ensure compliance with Commission procedures.

### *MIS:*

Develop a strategy and begin upgrading or replacing the Commission's Automatic Meter Reading System. Installation of the Commission's current Automatic Meter Reading system began in 2002. Considering the fact that the system consists of approximately 87,000 Meter Transfer Units (MTUs) that run on a battery with a lifetime estimate of maybe 14 years, it is necessary to strategize now to ensure no interruption in obtaining meter reads.

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## Operations Division

*Facilities and Support Services:* Evaluate the waste handling procedures and dewatering collection systems at the Commission's Materials Handling Facility in order to improve operations.

*Water and Sewer Services:* Evaluate the use of Global Positioning System (GPS) devices in the field to locate and identify Commission-owned infrastructure, excavations, and other related areas of interest in order to improve operational maintenance services.

*Enforcement:* Develop a brochure/bill insert aimed at residential customers to explain the details of proper cooking Grease disposal and prevention of a Cross Connection.

*Fleet:* Evaluate the effectiveness and feasibility of utilizing state-of-the-art automotive products to increase the operating efficiency and/or to reduce operating costs to the Commission's fleet of vehicles.

## Engineering Division

### *Engineering Services:*

Conduct the Residential Leak Detection survey using the new Metrotech leak loggers. This will allow Filed Engineering personnel to become familiar with the equipment as they accomplish the leak survey in the residential sections of Boston

### *Planning:*

Evaluate the elimination of sewage contamination from the Commission's storm drain system from leaking laterals through trenchless methods. The objective of this goal is to repair leaking sewer laterals and remove sewage from the Commission's storm drain system.

### *Design:*

Formalize procedures for review, approval and construction supervision for State Roadway and Bridge Projects. This goal is to develop procedures for the efficient management of large State Projects.

### *Construction:*

Ensure that the Reserved Channel Sewer Separation Project is actively monitored for providing high level of customer service. The Construction Division is responsible for ensuring proper notice and coordination with our customers. The implementation and tracking of this effort will ensure a high level of customer satisfaction.

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## **Administration Division**

### *Human Resources:*

Implement a pilot program for offering extended office hours in Human Resources to facilitate access for employees and community residents.

### *Meter Installation:*

Undertake an initiative to increase wind tolerance of all DCU support systems to eliminate dangers posed by severe weather. Continue the regular maintenance program of the Hexagram data collection units. DCUs are a critical part of the meter reading. These units are now 10 years old, periodic maintenance will ensure the longevity of the system.

### *Account Services:*

Work with the Finance Department to explore extending the Collections Department business hours by opening earlier, at 7:00 am on Mondays, Tuesdays, and Wednesdays of scheduled shut-off weeks and evaluate the necessity of early openings for future shut-offs.

### *Communications and Community Service:*

Review and revise the water and sewer infrastructure history section on the website. Updates will include the Boston Harbor improvements over the past 25 years, and new technologies currently employed. The objective of this goal is to create greater public awareness of the accomplishments and improvement to the system that makes the Commission an industry leader.

## **Finance Division**

### *Budget and Financial Planning:*

Monitoring interest rates and economic environment for possible new money issuance, refunding of previous bonds and commercial paper and restructuring of outstanding debt.

### *Treasury Services:*

Visit firms that manage money for the Commission's Pension Trust Plan. With the volatility in the market, the Commission will benefit from obtaining a real hands on look at how the companies work and receive insight on their investment philosophy.

### *Billings and Adjustments:*

Update the sewer abatement meter accounts database. The objective of this goal will be to review and research the accounts to identify those with non-AMR-compliant meters and other incomplete abatements, such as properties with credit meters that are missing the required discharge meters. Develop letters and have Legal and Exec approve them. Send letters and handle any customer response including arranging field visits if needed. Inactivate the incompatible or incomplete abatement account numbers in BESS.

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*Revenue Audit & Analysis:*

Identify research and investigate accounts being zero-billed with service class codes torn down, out/no service, and supplied by other to find potential unbilled water use.

*Accounting:*

Establish a more accurate inventory control between meter received and recorded by the Storeroom, Meter Shop and Accounting Department.

*Procurement:*

Provide advanced training on the processes and functions associated with Peoplesoft Financials Version 9.1.



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