



MAYORS WATER COUNCIL



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INSIDE -

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City Water Project - West Sacramento: Engineering expert Greg Baird describes how the City of West Sacramento (CA) set important criteria for pipe replacement, **pp. 7-8.**

Perspective: The EPA's proposed Lead and Copper Rule for drinking water will eventually require much more local attention, and what are the steps and missteps ahead? 120water group has a road map that works, **p. 9.**

The **Business of the Day** for cities continues to involve enforcement, policy development and rulemaking mandates on local water and sewer utilities. Recently the U.S. EPA decided to recommend closing a rulemaking without setting a national drinking water standard for perchlorate (a commercially produced chemical compound used in rocket propellants and other uses). EPA Administrator Andrew Wheeler announced that the recommendation to forego setting a national standard is science based. It also reflects the recommendations from the USCM the National League of Cities and the National Association of Counties. The action is now before the White House Office of Management and Budget for review, a necessary step before finalizing or modifying the decision.

The EPA is set to announce what they plan to do about the Guidance policy they use to determine how much citizens and cities must spend to comply with Clean Water Act (CWA) obligations. The EPA has taken a considerable amount of time to review the current Guidance from 1997 and a related Memorandum on the Financial Capability Assessment process. Organizations representing local government have complained about the inadequate level of transparency and consultation with cities and counties that are co-regulators and permittees with over 40 years of experience.

Why should the mayor be concerned? EPA uses Median Household Income to determine how much municipal permittees must spend to comply with the law. This policy has led to substantial and widespread financial burdens in the low and middle class income households. Rather than use the top-down approach of federal poverty indicators that are anachronisms at best, local government is urging EPA to start affordability assessments based on what it costs an individual or household to live in a community and calculate how much discretionary income is left over after all survival costs are accounted for that should have priority to be spent on federal unfunded mandates.

EPA's enforcement actions over the last decade have resulted in consent decrees and administrative orders that create rate increases in communities that many households simply cannot afford. A recently released working paper on local government in the Great Lakes states indicates that the pre Covid-19 state of local economies and spending on water and sewer utilities lags national levels of economic growth and utility spending. Based on that analysis it is overly optimistic to expect local governments in the region to keep up with national spending levels necessary to comply with federal unfunded mandates.

The Conference of Mayors (USCM) is engaged with Congressional Leadership on fiscal stimulus legislation that would authorize and appropriate direct funding to cities of all sizes to shore up local revenue losses related to state and federal Covid-19 emergency declarations. The latest House Majority bill called the Heroes Act would provide significant funding directly to cities and using that funding to replace local revenue losses is clearly eligible. Prior relief packages like the CARES Act provides relief funding and economic stabilization loans direct to a limited number of cities. Treasury has ruled that these funds cannot be used by utilities. This item needs to be addressed by Congress.





Mayor Debra March, City of Henderson, NV

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The impacts of climate change on water supply and reliability, rate affordability, renewable energy, and the changing regulatory landscape are all challenges that the City of Henderson is directly addressing. In addition, the wide spectrum of impacts of COVID-19 complicate the vital role that water utilities play in our communities as serious health risks to essential employees and

significant revenue gaps threaten the critical services that many residents take for granted. The potential to share information with my peers and identify potential regional/national approaches and solutions are a key driver of my desire to actively engage in the U.S. Conference of Mayors Water Council.

The western region of the United States has been plagued with ongoing drought over the last two decades. A recently published study by a group of scientists looking at nine western states indicates that the current drought period (2000-2018) is now approaching the level of the most severe megadrought in more than 1,200 years (Science journal, April 17, 2020). Here in Southern Nevada, 90% of the region's water supply comes from the Colorado River system. Of the 16.5 million acre-feet of annual Colorado River water supply allocated amongst seven states and Mexico, Nevada's apportionment is only 300,000 acre-feet. Nevada has been one of the fastest growing states in the country for many years. Over 70% of Nevada's population resides in Southern Nevada, and over 75% of Nevada's economic output is generated from Southern Nevada. However, less than 5% of water available for use in Nevada is consumed by Southern Nevada. This situation is a key driver for the Southern Nevada Water Authority (SNWA), our regional water and wastewater alliance, to invest in the project that was presented by Ms. Gloria Gray, the Chairwoman of the Metropolitan Water District of Southern California, at the 2019 meeting.

Since 2002, Southern Nevada's population has increased over 40%. However, due to the proactive approach our region has taken in implementing effective water conservation measures and adopting stringent water use regulations, during that same period per capita water use has decreased over 35%.

The City of Henderson, the SNWA and our partner purveyors recognize that comprehensive and consistent water supply and demand management policies are essential to mitigate the adverse consequences of climate change and the resultant water scarcity, particularly in the western region of the Country. Approaches to addressing these issues include enhanced customer engagement and behavior modification, additional conveyance infrastructure to address changing needs and on-going growth, consideration of direct potable re-use in addition to our 100% indirect potable re-use currently in place, and investment in other projects (desalination and other) both within the state and outside our region. All these efforts come with high cost, especially when considering the routine reinvestment and rehabilitation needs of an aging public water system, and they must be undertaken in a manner that does not burden our residents with unaffordable rates.

The ability to ensure stable progress and the foundation for thoughtful, long-term investment have recently been threatened by COVID-19. Southern Nevada's major economic driver is tourism, and this sector has declined precipitously as a result of the measures taken to contain the coronavirus. While Henderson was able to react effectively and has minimized the impacts of COVID-19 to date, residents are experiencing high levels of unemployment and concerns for their health and stability. Henderson stopped late fees and service disconnections and is working with partners in the region to develop effective recovery plans. Balancing priorities has become more important now than ever.

While we have realized noteworthy success in our region, we still have significant challenges on the horizon. I greatly appreciate the opportunity to participate in the Mayors Water Council and to share ideas and learn from the other Mayors as we move through these uncertain times.



Mayor Michael Vandersteen, City of Sheboygan, WI

Mayor Michael Vandersteen, City of Sheboygan, WI

Sheboygan, WI has a population of 48,200, and is located on the west shore of Lake Michigan. Mayor Vandersteen is currently serving his second 4-year term and is up for reelection in 2021.

The Mayor has been involved with the Mayors Water Council, sharing information on some of the accomplishments in Sheboygan and challenges it still faces. In 2013 Sheboygan finished the \$100M cleanup of the Sheboygan River AOC which has led to new

economic development along the river in Sheboygan. This includes the development of 500 new apartments and condos and is the proposed location of the Fresh Tech Innovation Center. Sheboygan operates a regional Waste Water Treatment Facility that serves eight municipalities in the region and is planning an \$8M rehab of ageing sewer pipelines along the shore of Lake Michigan. The Sheboygan Water Utility is designing a replacement raw water intake project, with construction to begin in 2023

Mayor Vandersteen has also been working with the Great Lakes St. Lawrence Cities Initiative to conserve and protect the Great Lakes water supply and habitat. The Mayor is the Chairman-Elect of the organization and will be confirmed this summer. The bi-national organization is adding a focus on infrastructure replacement to its priorities with the challenge of rising water levels.



Mayor Peter Simmons, City of Bonita Springs, FL

Mayor Peter Simmons, City of Bonita Springs, FL

Bonita Springs, FL is a city of 57,370, and located south of Cape Coral, north of Naples and east of the Gulf of Mexico. Peter Simmons was elected Mayor in 2016 and is up for reelection this year.

Mayor Simmons has participated in the Mayors Water Council sharing information on the city's major water issues, with a special focus on Everglades Restoration, and offering best practice advice.

“Growing up on the seacoast of New Hampshire and spending summers at the end of the Appalachian Trail and mountains of northern Maine, my grandfather, Dr. Eric Simmons, was an environmentalist who taught me at a very young age to respect Mother Nature. Our economy is our environment and our environment is our economy. Through the Florida League of Mayors and United States Conference of Mayors I have worked tirelessly side by side with other Mayors around the state of Florida, and across the United States of America, and am very proud to be a ‘Teddy Roosevelt Conservative’”.

Turning Lead Service Line Replacement from an Unfunded Mandate into a Social Impact Infrastructure Investment Opportunity for Cities

By:

Bruce Allender, Chief Operating Officer of infraManagement Group, a wholly owned subsidiary of Black & Veatch, Kansas City, Missouri;

Dave Koch, Associate Vice President, Water, Black & Veatch, Chicago, Illinois;

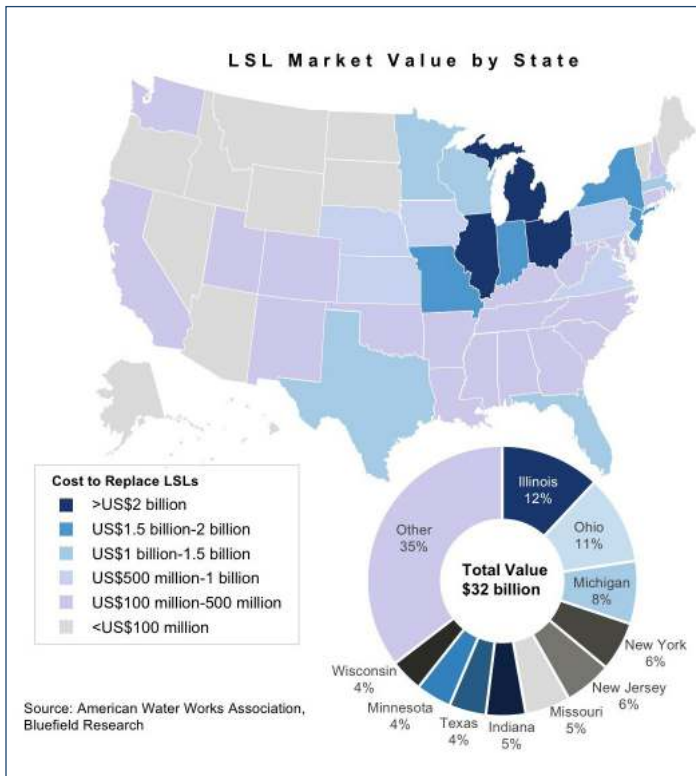
Francesca McCann, Business Development Director, infraManagement Group, a wholly owned subsidiary of Black & Veatch, Washington DC;

Will Williams, Associate Vice President, Asset Management, Black & Veatch, Atlanta, Georgia.

Cities are facing an investment need of over \$32 billion to replace lead service lines (LSLs) to ensure levels of service that provide clean and healthy water to their citizens. Although this is an unfunded mandate, delivery alternatives are available that include funding to turn this unfunded mandate into a social impact investment opportunity for a city to provide a positive economic outcome for the community.

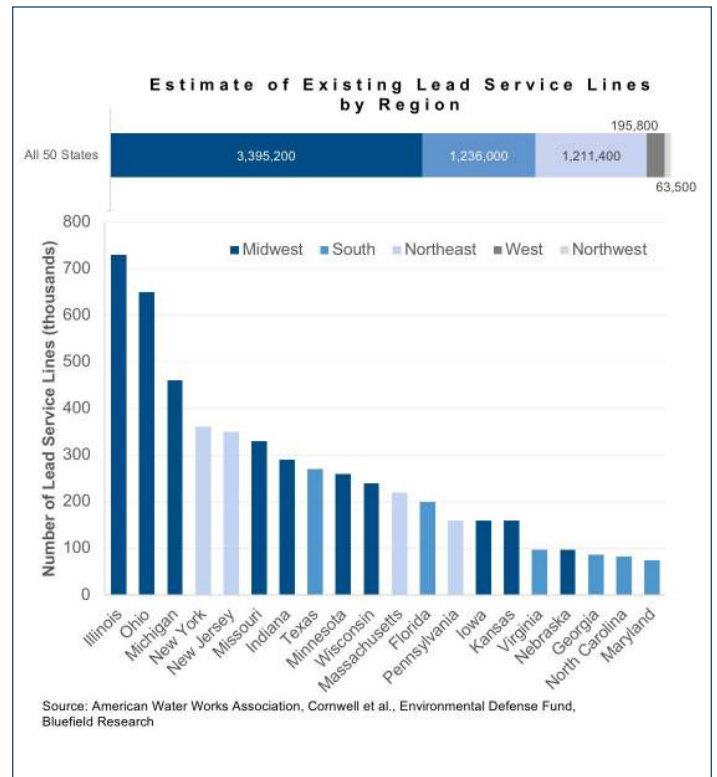
The Issue:

Figure 1 - LSL Replacement Cost Estimate by State (source: Bluefield Research)



The Challenge and the Opportunity:

Figure 2 - Number of Lead Services Lines by Region and Largest Number by State (source: Bluefield Research)



Cities can develop a total solution - in a timely or accelerated manner - by adopting a programmatic approach to LSL replacement along with other infrastructure needs to ensure that they meet water quality requirements and protect citizens' health at an affordable cost. The programmatic approach starts with planning, which includes identifying the need for LSL replacement within a city and then overlapping that need with other infrastructure needs and opportunities

in the community to facilitate a safer, healthier, and more connected community. Various revenue streams and financing through public and private sources can be evaluated, and delivery models tailored to the community needs can be developed for a city to consider. Cities can create significant efficiencies and cost saving synergies by rolling similar infrastructure programs into a centralized delivery platform. The types of infrastructure that could be delivered in conjunction with the LSL program include, but are not limited to, street lighting, 5G deployment, storm water, flooding, sewer line replacement programs, and road and sidewalk upgrades.

Where will the money come from? Financing options for an LSL program

In a time of economic uncertainty on top of already constrained capital budgets, finding viable solutions to pay for LSL replacement becomes even more critical. The Water Infrastructure Finance and Innovation Act (WIFIA), state revolving funds (SRF), private capital, other loan and grant programs, or some combination thereof are all possibilities to finance such projects. SRF is a well-known Environmental Protection Agency (EPA) program; the benefits of WIFIA, which is a relatively new EPA program, are summarized as follows:

- Current rate (April 25, 2020) is just under 1.2 percent.
- WIFIA offers a 5 year deferment post-substantial completion of a project.
- 30 year term (or 35 if deferred).
- LSL replacement is one of the WIFIA program's top priorities.
- \$20 million minimum project size for large communities; \$5 million minimum project size for small communities (population of 25,000 or fewer).
- 49 percent maximum portion of eligible project costs that WIFIA can fund.

If collaboratively planned, prioritized, and implemented, this management approach will lower the cost of implementation not only for the LSL replacement program but also for other infrastructure programs. Similar program structures have seen capital cost reductions of at least 20 percent compared to delivering individual projects one at a time. An important outcome of this solution is smoothing the potential rate/tax impacts for citizens.

These integrated solutions allow cities to think differently about how to turn unfunded mandates into local investment and economic development opportunities, create a circular economy for local businesses, and spur community and economic development. The solutions can provide social and community benefits such as local workforce engagement programs, positive impacts to property values, and stimulation of investment and economic development through public and private funding mechanisms to support the program. Examples of social and economic community benefits include special or disadvantaged (e.g., minority-, woman-, or veteran-owned) business entity development and local business participation – all of which provide job creation, improve quality of life for residents, and result in a positive economic impact for the community – a lasting legacy.

Resources for Additional Information:

American Water Works Association: <https://www.awwa.org/Resources-Tools/Resource-Topics/Inorganic-Contaminants/Lead#9738369-policy--advocacy>

US EPA: <https://www.epa.gov/ground-water-and-drinking-water/lead-service-line-replacement>

Lead Service Line Collaborative: <https://www.lslr-collaborative.org/>

New Concerns and Resources for Legionella

By Mark Gibson, American Chemistry Council

One result of the sweeping closures of U.S. schools, businesses, and government buildings to help stem the spread of COVID-19 is a sharp increase in stagnant water within the pipes of buildings containing little or no residual disinfectant. This can create ideal growth conditions for Legionella bacteria that can cause Legionnaires' disease—a severe and often deadly form of pneumonia. A new ACC-sponsored booklet authored by Dr. Joseph Cotruvo, "Legionella Management in Building Water Systems: The Role of Chlorine Products," can be downloaded for free. It provides practical information and guidance for preventing and mitigating Legionella and an overview of relevant regulations and guidelines. The 33-page booklet focuses on chlorine-based Legionella control technologies because of their demonstrated effectiveness and affordability.

To help avoid an increase in Legionnaires' disease as Americans return to normalcy, the U.S. Centers for Disease Control and Prevention recently updated their online Guidance for Building Water Systems. CDC

recommends 8 steps to take before reopening a building, such as ensuring water heaters are properly maintained at the recommended temperature (typically 140 to 149 °F) to help prevent Legionella growth. Another is flushing both hot and cold water systems through all taps, showerheads, and other points of use, bringing in fresh water with a residual level of disinfectant. The new booklet and CDC's updated guidance can help ensure that building water systems are safe after any prolonged shutdown and minimize the risk of Legionnaires' disease.

Mark Gibson is a Director at the American Chemistry Council's Chlorine Chemistry Division in Washington, DC.

The Data You Need to Make Decisions

By David Goldwater, Stantec

These unprecedented times require a real-time understanding of the impacts changing financial conditions may have on your community and the ability to quickly evaluate options so you can take decisive actions. Stantec's Financial Analysis & Management System (FAMS) puts your community's financial data at your fingertips, anytime, anywhere.

FAMS is a dynamic forecasting system powered by 300 years of experience on thousands of financial planning and forecasting studies. It is designed to support the specific and unique needs of government entities. FAMS gives real-time answers to tough questions, letting you make decisions based on your most current data and conditions.

While this was initially developed for Utilities, we have expanded the tool and are now utilizing it for overall municipal budgeting.

Below is a demo site, link to general info on Stantec's new FAMS tool and a YouTube video.

<https://interactive.stantec.com/fams-product-demo/p/1>

<https://www.stantec.com/fams>

https://youtu.be/-9iJGU_jS_o

Cities Must Drive Community Values and Protect the Future of Their Communities: A Reflection on Water Pipe Replacement and Affordability and Selecting PVC for Longevity, Quality and Price.

By Gregory M. Baird



Gregory Baird

Researching water infrastructure stories across the US provides an understanding of the important decisions that community leaders have made to plan for their growing cities in the face of many economic, social, geographical and political challenges. In exploring the West Coast, we have California which is the most populous state and the third largest by area after Alaska and Texas and divided into 58 counties and 482 municipalities. The first

municipality to incorporate was Sacramento in 1850, two years after the discovery of gold which also coincided with the end of the Mexican-American War.

CITY LEADERSHIP CAN MAKE A DIFFERENCE

California has had a history of local leaders planning for the future of their communities, not just for the largest cities, but of all sizes. Inclusive to this planning includes developing strong and resilient infrastructure systems. The United States Conference of Mayors named West Sacramento as the Most Livable City in America in 2014 in the category of cities with fewer than 100,000 residents.

West Sacramento (also known as West Sac) is separated from Sacramento by the Sacramento River. West Sacramento became a city in 1987 and at the time struggled with poor neighborhood areas bracketed by warehouses and industrial shops. The community had no downtown, no identity and no respect. The ambition and perseverance of local leaders believing they could make a difference to improve the life of their citizens has paid off ranking West Sacramento as one of the fastest rising median incomes since 2000 and among the fastest rising home values into 2019.

Elements of this success includes the focus on quality education for the youth connected to relevant jobs and career opportunities (Kids' Home Run program). For the city, this focus on the future extends from the success of

the workforce to the sustainability of the infrastructure. This is especially true for the water infrastructure.

The City incorporated and assumed ownership and responsibility for the operation of the water system from the East Yolo Community Services District, which had purchased the system in 1983 from the Washington Water and Light Company, a subsidiary of Citizens Utilities Company of California. Since its incorporation, the City has made major improvements, the most significant being the construction of a treatment plant in 1987-1988, and plant expansion in 2003-2004 which enabled the city to switch to surface water over groundwater.

The City of West Sacramento believes water conservation is a way of life. Through education, house calls, rebates and outreach, the city helped residents' value this precious resource. West Sac continued to promote the value of water to its citizens, holding to the obligation to drive quality and pursue long-term water affordability. To do this they started gathering the needed data in GIS for their underground infrastructure which included approximately 190 miles of water pipe worth about \$310M. 55 percent of the City's distribution system is 8 inches in diameter or smaller, with 8 inches representing the most prevalent pipeline diameter. About 31 percent of the system is 10 inches to 12 inches in diameter, and 14 percent of the system is larger than 12 inches increasing to a 54-inch transmission pipe. Like most cities, the older sections of the community were initially built with cast iron and asbestos cement pipes which were contributing to the unaccounted water -nonrevenue water loss which has ranged between 13 and 18 percent.

WATER PIPE AFFORDABILITY AND SUSTAINABILITY

Tight budgets, fire flow pressure requirements, pipe capacity for growth and aging infrastructure has forced the city to find the most efficient water pipe renewal and replacement options like PVC pipe to provide a low initial cost, a low maintenance cost, and no hidden future corrosion costs with the added resiliency benefits of longevity in the face of potential climate change and seismic concerns.

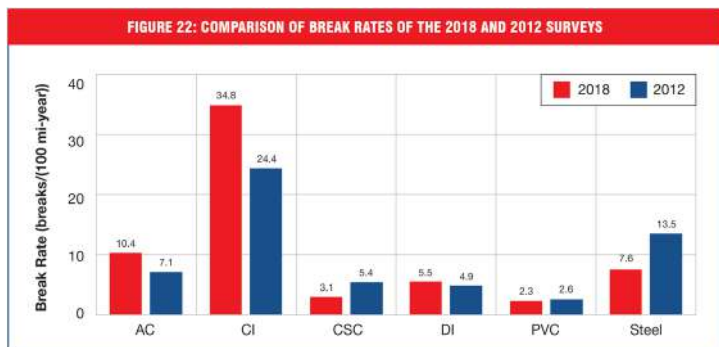
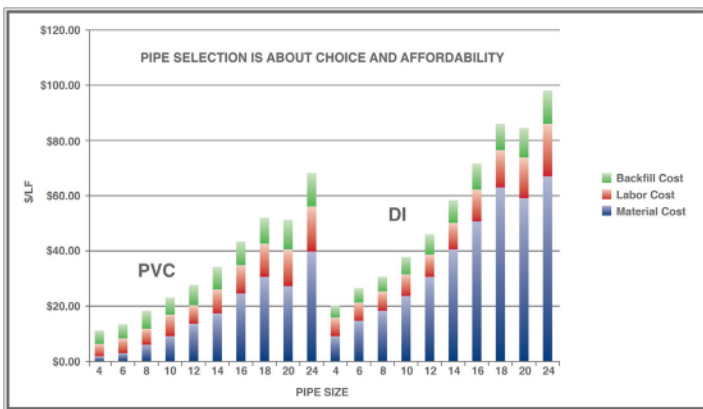
National studies have demonstrated the longevity of PVC at over 100 years.

The Water Research Foundation funded a study published in 2005 titled “Long-Term Performance Predictions for PVC Pipes;”. This report has a comprehensive review of methods to analyze the expected life of PVC pipe. They report that 100 years is a conservative estimate for a “properly designed and installed pipe.”

This long pipe performance combined with lower life cycle costs than ductile iron pipe, also helps meet both short-term and long-term affordability issues to help enhance the community’s ability to invest in other workforce and infrastructure areas.

Building a dynamic community means looking into the future- including their \$71.3M water capital plan through FY65 and making the best decisions each year to protect the long-term water quality and sustainability of their distribution system. Like many municipalities and water utilities in the US, West Sac also takes into consideration their own experience and the national studies and trends. In the most widely accepted and downloaded water main break study in the world, “Water Main Break Rates In the USA and Canada: A Comprehensive Study” compares

8.1.2 CHART: PVS COSTS VERSUS DI COSTS, B PIPE SIZE IN INCHES AND DOLLARS PER LINEAR FOOT



the break rates of the 2012 and 2018 surveys showing that PVC has the lowest main breaks which translates to lower maintenance and capital costs.

This life cycle cost approach can provide cities with the lowest total cost of ownership while meeting community service levels, now and into the future. By installing PVC pipe up to 36 inches in diameter and replacing the old iron and asbestos pipes, West Sac expects to be able to extend the life of their water distribution system, reduce their long-term capital plans and immediately reduce their non-revenue water loss.

PVC pipe also supports West Sac’s future environmental and sustainability goals. A NSF validated sustainability pipe study compared an 8-inch PVC pipe and ductile iron equivalent pipes at a functional length of 100 feet. This study, using a carbon cost charge comparison methodology to illustrate sustainability concerns, ranked PVC pipe lowest at \$25 or \$35 (depending on pressure class) compared to ductile iron pipe at \$225.

As with many cities, it is the mission of the Public Works Department to deliver sustainable infrastructure and quality services that benefit the public and add value to their community. This includes taking into consideration many scenarios.

California faces many related risks such as earthquakes, wild-fires and drought. Cast iron (CI) pipes have the highest break rate in both liquefaction and non-liquefaction areas. Asbestos cement (AC) pipes are known to have moderate to high vulnerability, especially in liquefaction areas. Replacing CI and AC pipes with PVC helps reduce both corrosion failure and seismic risk. Underground PVC water pipes have also proven resilience and safe during wild-fire and drought events.

West Sacramento is an example of a city which accomplishes their mission with collaboration, integrity and a sense of pride, with an empowered workforce that is accountable, safe, and responsive. City leadership provides the ambitious framework to both protect and drive community values into the future while making infrastructure decisions which meet their community affordability expectations and sustainability goals.

Mr. Baird is an Executive Consultant and has served as a municipal finance officer in California and a CFO for Colorado’s third largest municipal water utility. He currently serves on many water industry committees and as President of the Water Finance Research Foundation.

Providing Safe Drinking Water: Essential, Yet More Difficult Than Ever to Achieve

By: Lowell Huffman, 12OWater

Launching and maintaining safe drinking water programs in your city is necessary to protect the public health of your citizens – and assuring that these efforts continue to be successful has never been more challenging.

With COVID-19 placing additional emphasis on the government's role in public health, having the right systems in place to provide clean water for your residents is essential. In addition, changing regulations such as the proposed updates to the Lead and Copper Rule (LCR) will increase the pressure on cities and utilities to execute more complex compliance events and meet increasingly stringent standards.

The EPA has made it clear that LCR compliance is still a major priority for cities and water systems. Given, cities must find ways to overcome current challenges in order to remain compliant with the current rule...while also preparing for impending new LCR requirements such as:

- Conducting & maintaining LSL inventories & developing LSL plans with replacement goals
- Sending consumer notifications to homes having water samples exceeding the action level within 24 hours
- Sampling all public and private K-12 schools built before 2014 every 5 years
- Complying with a new trigger level of 10 ppb.

With remote work mandates disrupting water system operational continuity, the revisions fast approaching, and with drinking water under a public lens, cities need to act now to get in front of key challenges and avoid a potential crisis.

Key Challenges

Cities must be prepared to execute Safe Drinking Water Programs effectively now and in the future, confront emerging threats such as PFAS and Legionella, and avoid a PR crisis by using effective communications.

However, there are numerous key challenges. Executing LCR compliance events can take significant resources and are often operated inefficiently—and many cities just don't have the systems in place to handle the new requirements.

Specific challenges include:

- Outdated Testing Kit Methods
- Do you have a plan in place that accounts for fieldwork disruption during COVID-19? LCR testing can consume valuable time and resources between kit delivery, pickup, and processing.
- Data Management
- Data management is at the core of simplifying your LCR event, and siloed data is a huge impediment for executing effectively. In a time when many workers are remote, it's key for everyone to be on the same page about program status and next steps.
- Ineffective Communication
- We know that communication is the main cause of thousands of compliance violations – and requirements are only getting more stringent. On top of that, misinformation about COVID-19 transmitting through water continues to spread.

There's a better way

To overcome these challenges, it's essential that cities turn to digital solutions to help deliver clean, safe water to their communities. That's precisely why a long list of U.S. cities – including City of Newark, Pittsburgh Water and Sewer Authority and Denver Water – have turned to partners such as 12OWater to achieve successful drinking water programs.

12OWater provides a turnkey platform – including software, kits, and services – that ensures managing difficult compliance standards, controlling costs, and effectively communicating is possible even in times of chaos. 12OWater's solution can fit into a digital plan in a number of ways, including automated testing kits, centralized data management, and automated communications that build public trust.

The world is changing rapidly – prepare now by learning more about streamlining complex programs so that you can focus your time and energy where it matters most: protecting public health. To learn more about 12OWater, visit our website. Lowell Huffman is at lowell@12OWateraudit.com.

MAYORS WATER COUNCIL

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Mayors Water Council

A Task Force of The U.S. Conference of Mayors

The Mayors Water Council (MWC) provides a forum for discussions of issues impacting how cities provide safe, adequate and affordable water and wastewater services and infrastructure in America's Principal Cities in the 21st Century. It is open to all Mayors, and functions as a USCM Task Force. The MWC focuses on water resources issues, including: watershed management; water supply planning; water infrastructure financing; rehabilitation of surface and sub-surface water infrastructure; water conservation; wetlands construction and education programs; water system program management and asset management. The MWC will continue to develop nonpartisan local government positions on Federal legislation, regulations and policy. The MWC acts through the USCM Environment Committee, and other Committees as appropriate, to propose and adopt resolutions on water related matters that benefits the nation's cities.