

Workgroup on the Reorganization of the Maryland Transit Administration (MTA)

Meeting #3
October 9, 2025
10:00 A.M. – 12:00 P.M.

[Website](#)

Location: Governor's Reception Room, 100 State Circle, 2nd Floor, Annapolis, MD 21401
Livestream Information: <https://vimeo.com/event/4067005>

Materials Package

Item #	Name
1	Meeting 3 Agenda
2	Meeting 2 Minutes
3	Public Participation Policy
4	MTA Workforce Considerations
5	Baltimore Metropolitan Council – Baltimore Region Governance Studies
6	MTA Meeting 2 Follow-up Items
7	Amalgamated Transit Union – Workgroup Memo

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Agenda

Item #	Administrative	Contributor	Time (min)
1	Call to Order	Workgroup Chair	
2	Workgroup Administration Public Participation Policy	Workgroup Chair	10
	Reports and Briefings		
3	MTA Workforce Considerations	MTA	30
4	Baltimore Region Governance Studies	Baltimore Metropolitan Council	30
5	Meeting 2 Follow-up Requests	MTA	15
	Discussion and Other Business		
6	Workgroup Goals and Objectives Discussion	Chair	15
	Adjournment		

Workgroup on the Reorganization of the Maryland Transit Administration (MTA)

Meeting #2 Minutes

1. Attendance:
 1. MTA Administrator Holly Arnold
 2. Maryland Department of Transportation (MDOT) Acting Secretary Samantha Biddle
 3. Delegate Mark Edelson, House Appropriations Committee
 4. Mike Kelly, Baltimore Regional Transportation Board (BRTB)
 5. Delegate Marc Korman, Chair, House Environment and Transportation Committee
 6. Jon Laria, Chair, Baltimore Regional Transit Commission (BRTC)
 7. Senator Cory McCray, Senate Budget and Taxation Committee
 8. Wesley “Wes” Mitchell, MTA Rider
 9. Sameer Sidh, MTA Rider, Chair
2. Call to Order
 1. Chair Sidh called the meeting to order.
 2. Chair Sidh made a motion to adopt the draft minutes for Meeting #1. Mr. Kelly seconded the motion. There was no discussion, and the **minutes were adopted unanimously**.
 3. Chair Sidh discussed the upcoming meeting schedule and acknowledged several Workgroup members have requested updates. Mr. Sean Winkler, MDOT, provided upcoming dates during the weeks of October 27 and November 17. Staff will follow up with the Workgroup members to schedule Meetings #4 and #5.
3. Briefings
 1. Mr. T. Patrick Tracy, House Environment and Transportation Committee, provided an overview and history of the State Railroad Administration (SRA).
 - i. Delegate Korman asked if the State Railroad Administration also included freight assets like the state-owned Eastern Shore lines. Administrator Arnold confirmed MTA owns the Eastern Shore lines today, but the Secretary’s Office provides day-to-day management of them.
 - ii. Delegate Edelson asked why SRA ultimately got folded back into the MTA. Mr. Tracy noted that the bill folding the SRA into the MTA was requested by MDOT as a departmental bill. At the time, MDOT noted that combining the agencies would enhance efficiency, fare integration, service quality, and facilitate better statewide transit planning. Mr. Tracy

also noted that association of Maryland Amtrak commuters opposed the bill at the time due to concerns about transparency and accountability. Delegate Edelson noted it sounded like those concerns had been addressed in the legislative process at the time.

- iii. Mr. Kelly asked if there was any reference to the federal transportation bill or law at the time in the bill's record. Mr. Tracy noted neither the bill nor any supporting documentation mentioned federal surface transportation authorization at the time.
 - iv. Chair Sidh asked if the duties presented of the SRA are now the duties of MTA. Administrator Arnold confirmed the MTA fulfills the previous duties of the SRA today.
 - v. Delegate Korman noted that contracted parties may change. Administrator Arnold noted MTA competitively bids their MARC related contracts.
 - vi. **Chair Sidh and Senator McCray requested the legislative history and fiscal notes be circulated to the Workgroup.**
2. Mr. Winkler provided an overview of governance boards within MDOT.
- i. Delegate Korman asked if executive personnel authority and oversight rested with the Governor or with the various boards and commissions themselves.
 - ii. Acting Secretary Biddle noted that the various authorizing statutes provide the respective powers.
 - iii. Mr. Laria asked if the summary slide MDOT presented represents the main functions and powers the Workgroup should consider.
 - iv. Delegate Korman noted the legislation that created the Baltimore Regional Transit Commission as a potential answer.
 - v. Administrator Arnold and Acting Secretary Biddle noted that these duties reflected boards and commissions within the MDOT system.
 - vi. Chair Sidh noted that the chart is helpful in providing a comparison of their oversight functions.
 - vii. Mr. Laria noted that MDTA Board is least like the others presented and suggested the Workgroup look to that Board as a potential model.
 - viii. Delegate Edelson suggested that the WMATA Board would also be a helpful comparison for the Workgroup.
 - ix. Mr. Mitchell noted that the local representation column in the chart did not indicate any level of local financial commitment to MDOT or the Transportation Trust Fund.
3. Ms. Elizabeth Gordon, Assistant Deputy Administrator for Planning & Programming, MTA, provided a briefing on MTA's federal funding, requirements, and federal agency relationships.

- i. Delegate Edelson asked Ms. Gordon if she could speak to a hypothetical scenario in which MTA was separated into multiple entities. He asked to focus on personnel, decision making, and core competency considerations. Ms. Gordon responded noted that separating MTA could create redundancies and personnel funding challenges if additional resources are not provided. She also mentioned the State would have to examine the Federal Transit Administration State Safety Oversight function. Administrator Arnold added that the staffing and administrative pieces are the major challenges. It would not necessarily be a productive use of state resources to set up two procurement teams, two human resource teams, and other potentially duplicate teams. She also noted there are advantages to having a unified statewide transit planning team and federal funding flexibility that is enabled by having one designated funding recipient.
- ii. Delegate Korman asked about how other states handle designated recipients and noted Massachusetts has at least two. He also mentioned Washington and New York. He noted that Maryland's model seems unique. Administrator Arnold noted that the New York Metropolitan Transportation Authority serves as the designated recipient and each of its services is an operating entity, like Maryland.
- iii. **Mr. Laria requested a list of all FTA designated recipients.**
- iv. Chair Sidh asked how WMATA handles their FTA funding for the Washington urbanized area? Administrator Arnold noted that the MTA is the recipient of Washington area urbanized funds for the State of Maryland and that there are two additional recipients for the region – WMATA and the Potomac and Rappahannock Transportation Commission, on behalf of the Virginia Railway Express.
- v. Chair Sidh asked if New Starts projects were ever managed at the Secretary's Office (TSO). Administrator Arnold acknowledged that in 2012, the Office of Transit Development and Delivery was created at MTA to manage large projects, but to her knowledge they were not managed at TSO previously.
- vi. Mr. Laria asked if no functions were moved out of MTA, would a new board or governance structure change MTA's designated recipient status. Administrator Arnold noted that she did not expect there to be impacts to current FTA procedures with governance only changes.
- vii. Mr. Kelly noted that in some parts of the United States the Metropolitan Planning Organization (MPO) serves as the FTA designated recipient, though this would likely require additional resources at the Baltimore Regional Transportation Board to implement.

- viii. Mr. Laria requested staff provide an analysis of the potential recipient and other federal changes that would be required based on the potential reorganization options. Chair Sidh and Workgroup staff noted that this would be presented in the Final Report.
 - ix. Delegate Korman noted that a new entity could be created but not be the direct recipient until it was more formally stood up. This would create a transition period for the new organization to get up to speed. Suggested looking at Virginia as a potential model.
4. Ms. Kate Sylvester provided a briefing on MTA's contractual relationship and potential considerations for the Workgroup.
- i. Chair Sidh asked approximately how much of MTA's operating budget supports contracted services. Ms. Sylvester responded that approximately 40% of the operating budget supports contracted services.
 - ii. Delegate Edelson asked if WMATA faces a similar situation as MTA regarding uncapped liability. Administrator Arnold noted that she was not sure, but they are not an agency of the State of Maryland.
 - iii. Delegate Edelson asked where the \$500 million per incident cap comes from regarding rail operations. Administrator Arnold and Mr. Winkler noted the passenger rail liability cap is governed by federal statute and is also influenced by the broader insurance marketplace.
 - iv. Chair Sidh noted that he was aware that MARC was operated as a third-party contract but was unaware that there were 40 contracts associated with the MARC service. Ms. Sylvester noted that MARC operations is one contract, but there are additional services and contracts to support marketing, customer needs, and capital projects.
 - v. Mr. Mitchell asked if MTA could clarify the liability cap and why there is reluctance in the State currently to address this. Administrator Arnold and Mr. Laria noted that there is a feeling that the potential impact of an incident could be seen as being higher due to its involving transit vehicles and that MTA is the only entity in the State currently outside of the Maryland Tort Claims Act.
5. Other Business
- i. Chair Sidh moved to other business.
 - ii. Mr. Mitchell asked if the Workgroup should discuss and develop a problem statement to help guide its work and its ultimate goals and objectives. Chair Sidh acknowledged the request and that there seems to be common themes and responses from Workgroup members emerging based on discussion. Suggested the Workgroup formally revisit this topic at a future meeting.
6. Adjournment.

- i. Chair Sidh moved to adjourn the meeting. Mr. Laria seconded. **There was no discussion and the motion to adjourn carried unanimously.**

DRAFT

Workgroup on the Reorganization of the Maryland Transit Administration

Public Participation Policy

Background

1. The Workgroup on the Reorganization of the Maryland Transit Administration (MTA) was established to study the potential of reorganizing the Maryland Department of Transportation (MDOT) and MTA. The Workgroup comprises legislators, representatives from regional government bodies, MDOT, MTA, and MTA riders.
2. As defined by the Open Meetings Act, the Workgroup is a public body that discusses public business and a quorum is when a majority of its members are present.
3. The Open Meetings Act requires public bodies to “adopt and enforce reasonable rules regulating the conduct of persons attending its meetings.”

Purpose

1. The Workgroup is interested in hearing from members of the public regarding its work.
2. The Workgroup will invite public comments when noted on its agenda.

Public Participation Procedure(s)

1. In the interest of time and fairness, the Workgroup will limit public comments to three (3) minutes per person. The Workgroup may ask the commenter follow-up questions, responses to these questions will not violate the three (3) minute limit.
2. The Workgroup will not entertain certain comments, including but not limited to those regarding personnel matters, matters in litigation, and comments that are derogatory in nature or are intended to generally disrupt the business of the meeting.
3. All persons attending and commenting are asked to refrain from any conduct that is disruptive to the meeting. If the presiding officer determines that a person is disrupting a meeting, the Workgroup may have the individual removed.
4. Anyone interested in speaking during a defined public comment session is asked to sign up at least three (3) business days prior to the scheduled meeting.
5. Please contact Mr. Sean Winkler, Senior Policy Advisor, MDOT, at 443-401-7788 or swinkler1@mdot.maryland.gov to sign up.
6. You will need to provide your name, contact information, and disclose any organization you may be representing.

Public Participation Policy Action Date(s)

Approved by the Workgroup on the Reorganization of the MTA on x, x, x:

Sameer Sidh
Chair

Policy History:

Approved:

Amended:

HB 517 Workgroup

MTA Workforce Planning

October 9, 2025



Agenda

- Overview of MTA Workforce Structure
- Collective Bargaining Agreements
- Administrative Support
- Workforce Considerations for Reorganization

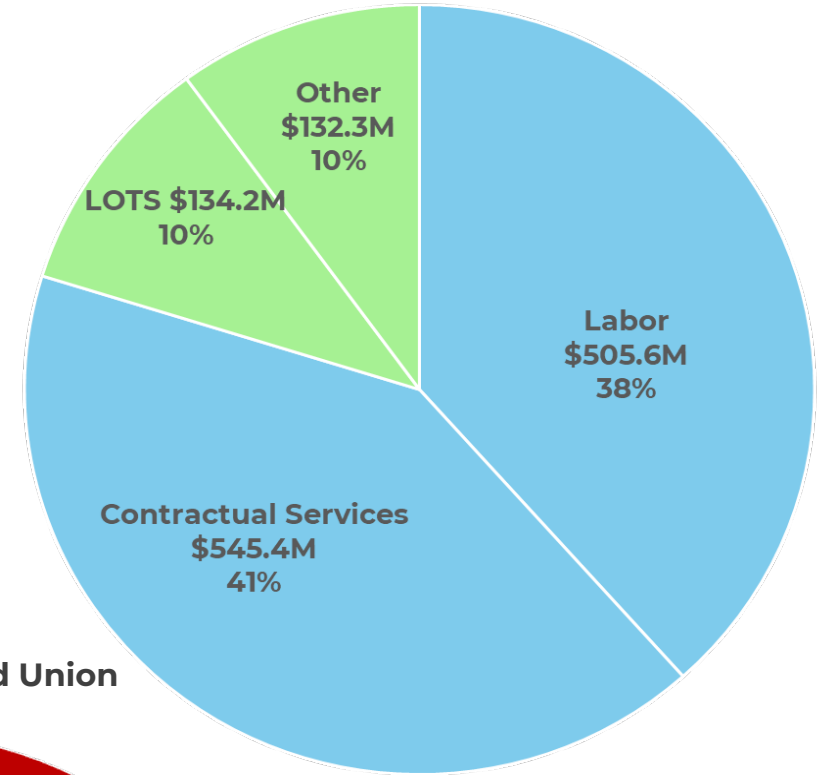
“The Workgroup shall study the current contractual obligations and agreements of the Administration...”



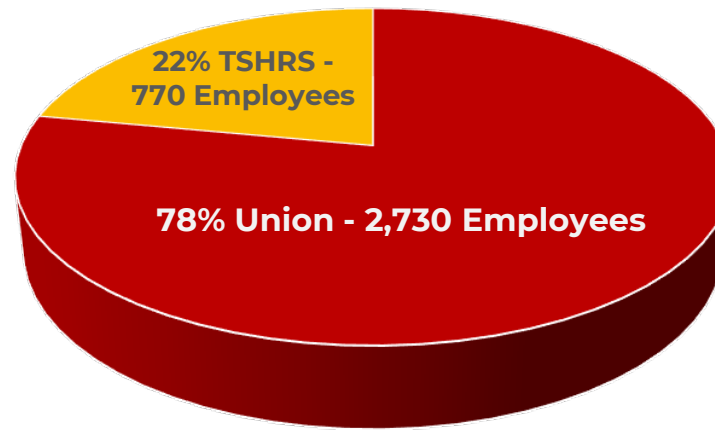
Who We Are

- Over 3,500 Employees
- Average Tenure: 12.5 years
- Average Age: 49 years
- 80% of MTA's FY26 Operating Budget is allocated to labor and contracted services
- Majority of employees are Union-represented
 - AFSCME Council 3 Local 1859
 - AFSCME Council 3 Unit S
 - ATU Local 1300
 - OPEIU Local 2
 - MCEA Council 7122

MTA FY26 Operating Budget



MTA Employees by TSHRS and Union



■ Union-Represented ■ TSHRS

Transportation Services Human Resources System (TSHRS)

- All other MTA employees, except those provided through the Attorney General's office
- TSHRS governs all human resource actions within the Maryland Department of Transportation (MDOT) and all the business units/modal administrations within MDOT.



AFSCME Council 3 Unit S

- Covers over 120 frontline Supervisor employees
- MOU, not CBA, entered into between AFSCME and DBM
- Contract Term (expected): January 1, 2026 – December 31, 2026
- Includes frontline supervisors in the following areas:
 - Procurement
 - Technical Training
 - Bus Operations/Maintenance
 - Rail Operations/Maintenance
 - Mobility
 - Facilities Maintenance



Contracted Services Workforce

- Contracted service operating contracts are competitively procured and awarded by MTA
 - Operating workforce is employed by the contractors, rather than MTA
- MARC, Mobility and Commuter Bus contractors include union represented employees. Those relationships are managed directly between the contractors and the unions.
 - Representation includes ATU, Teamsters, TCU, BLET, SMART, IBEW, JCC, ARASA, BRC, and others
- MARC
 - Amtrak & Alstom currently hold operating contracts with over 400 employees, with about 40 MTA employees supporting service
- Mobility
 - 1,800 contractors with approximately 100 employees supporting MTA service
- Commuter Bus
 - Over 400 contractors with approximately 10 employees supporting MTA service
- Purple Line
 - P3 contract includes both a PLA for the construction phase and a peace agreement allowing the contractor to collectively bargain with the operations workforce
 - Purple Line Transit Operators will have approximately 200 employees



Statutory Basis for Collective Bargaining

- Federal Law 13C (49 U.S.C 5333) provides union job protections and establishes union rights to maintain benefits, bargain collectively and arbitrate disputes. Other federal laws address the resolution of labor disputes.
- 13C has been adopted into state law via the Transportation Article indicating that CBAs are entered into contractually directly between MTA and the union.
- MTA, or any other eligible entity, cannot receive funding from FTA if it does not comply with the requirements of 13C.
- There are also mandates in Maryland's Transportation Article for MTA to bargain collectively and for binding arbitration.

Collective Bargaining Agreements (CBAs)

- MTA is the signatory to multiple CBAs covering:
 - Terms of employment, wages, benefits and pension
 - Operating and work rules
 - Schedule requirements and schedule picking
 - Training and administrative time
 - Grievance process regarding discipline or disputes
- Current CBAs with the following Unions:
 - AFSCME Council 3 Local 1859
 - ATU Local 1300
 - OPEIU Local 2
 - MCEA Council 7122 (in negotiations)

AFSCME Council 3 Local 1859

- Covers over 150 employees
- Contract Term: January 1, 2024 – December 31, 2027
- Includes all sworn police officers through the rank of Corporal and non-sworn employees of the MTA Police
- Non-sworn positions include:
 - Police Communication Officers
 - Civilian Uniformed Personnel Services
 - Police Monitoring Facility Technicians
 - Cadets



ATU Local 1300

- Covers over 2,300 employees
- Contract Term: July 1, 2022 – June 30, 2026
- Includes the following groups of employees:
 - Operators for MTA Buses, Mobility Transit, Light Rail Trains and Metro Rail Trains
 - Dispatchers, Division Secretaries, Station Attendants, Porters, Cleaners
 - Money Runners, Vault Pullers
 - Maintenance employees for all MTA vehicles (Bus, Light Rail, Metro Rail, Mobility, Police, and Fleet Cars assigned to staff)
 - Facilities Maintenance employees for MTA facilities including all skilled trades



OPEIU Local 2

- Covers over 140 administrative employees
- Contract Term: July 1, 2022 – June 30, 2026
- Includes the following groups:
 - Traffic Checkers, Mail Room Clerks
 - Transit Information Agents, Maintenance Control Clerks
 - Mobility Reservation Agents
 - Cashiers, Printers
 - Schedule Clerks, Payroll Specialists, Procurement Specialists
 - Transit Scheduling Coordinators



MCEA Council 7122

- Covers about 20 MTA Police Sergeants
- Contract Term: pending negotiation



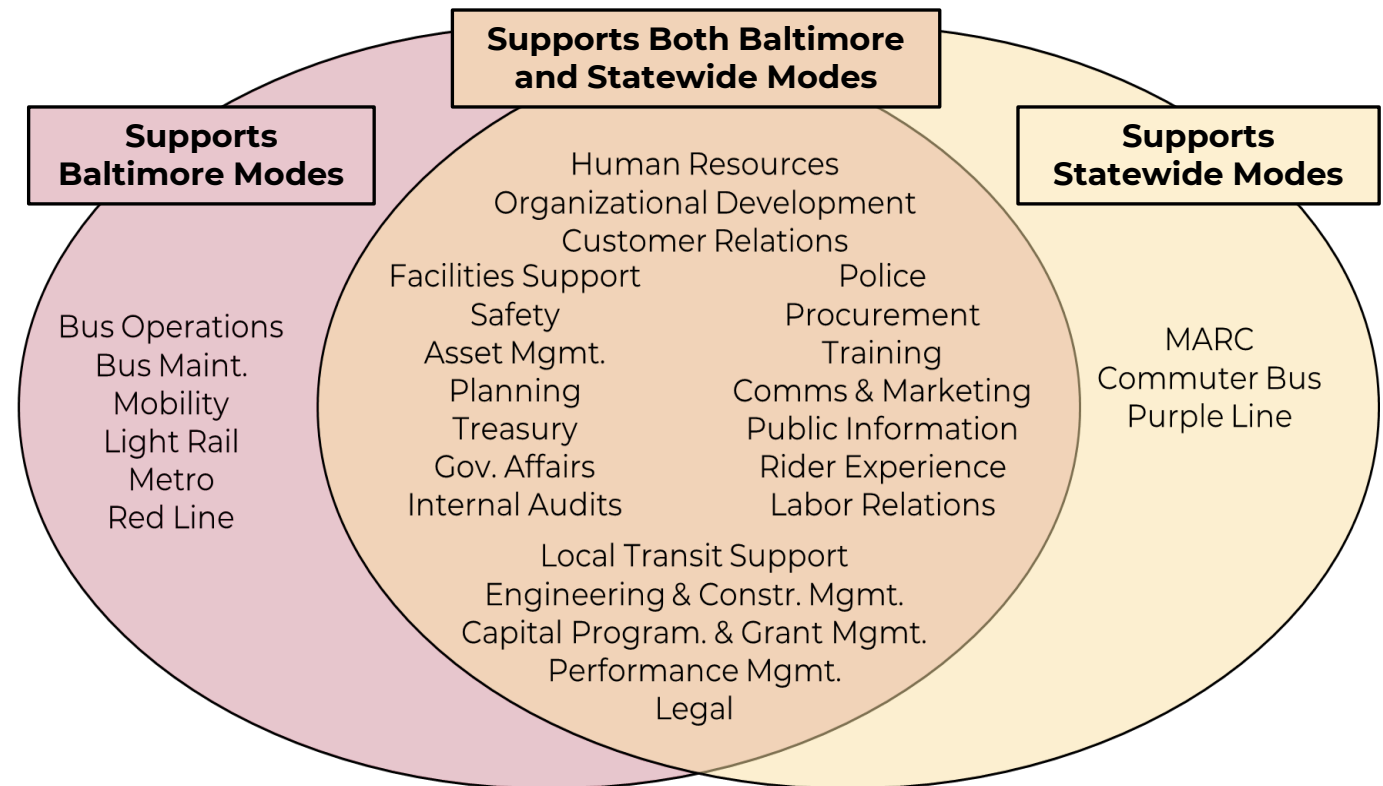
Administrative Support

Overview of support provided to Workforce



Administrative Support for Operational Functions

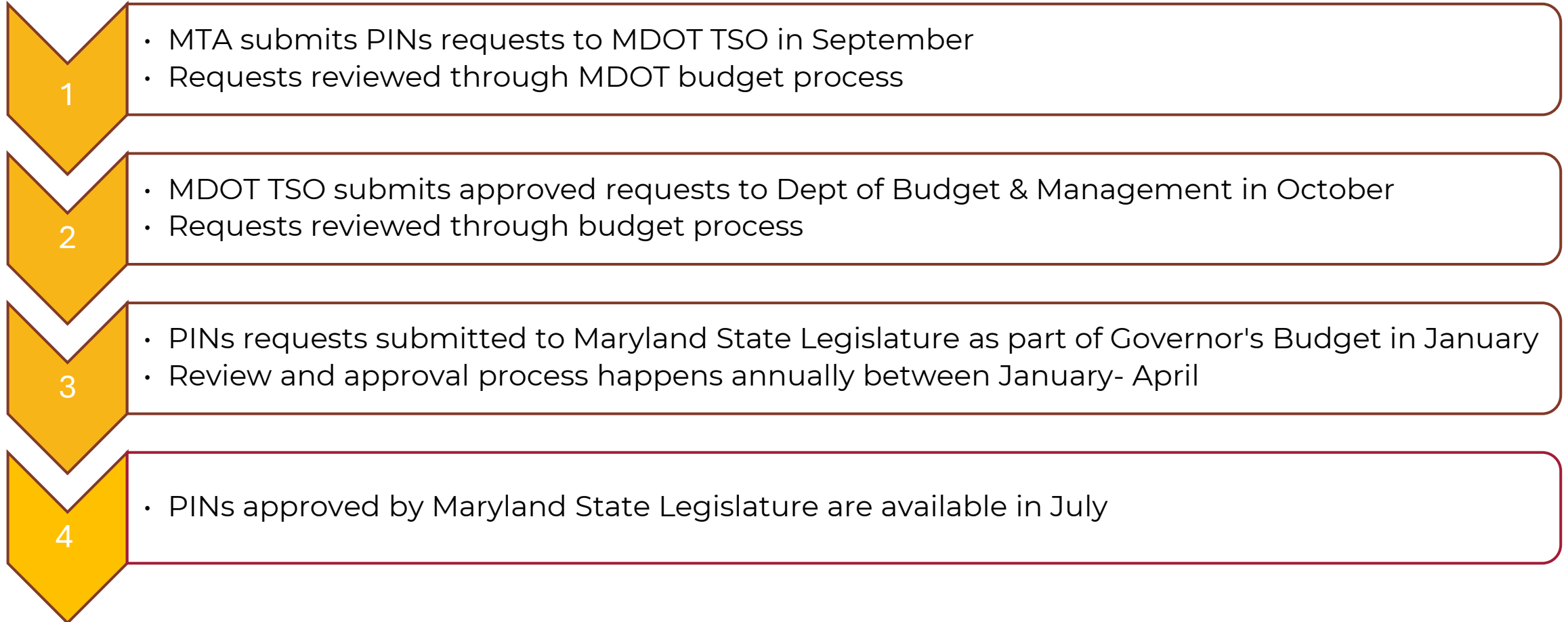
- Many administrative departments provide support to key operational areas
- These administrative departments are made up of both TSHRS and Union-represented employees whose responsibilities include support for both Baltimore core services and state-wide modes



How Key Decisions Are Made – Administrative Support

Decision/Responsibility	Requests/ Proposes	Reviews	Makes Final Decision
State budget, including size of TTF	Governor and Legislature		
Proportion of TTF allocated to MTA Operating needs	MTA	MDOT	Legislature
CBAs – non-economic	MTA		
CBAs - economic	MTA	MDOT	MTA
Total number of MTA Employees	MTA	MDOT/DBM	Legislature
Hiring, Discipline, Separation (including Termination & Retirement) – Union	MTA	MTA/Arbitration	
Hiring, Discipline, Separation (including Termination & Retirement) – TSHRS	MTA	MDOT/Office of Administrative Hearings	
Compensation/Classification	MTA	MDOT	
Procurement – contracts	MTA	MDOT	Board of Public Works

PIN Allocation Process



MTA Office of Labor & Employee Relations (MTA OLER)

- Five-member team provides guidance for the management & investigation of employee concerns covered under the CBAs and/or MDOT Policy
- Support services include:
 - Negotiation of CBAs with each Union
 - Serves as Hearing Officer for all Step 2 hearings
 - Testifies at arbitrations and OAH hearings
 - Investigates allegations of employee misconduct
 - Represents MTA at Step 2 Settlement Conferences with TSO
 - Interprets CBAs and TSHRS policies
 - Creates and conducts training for all levels of management

MTA Employee Health Benefits

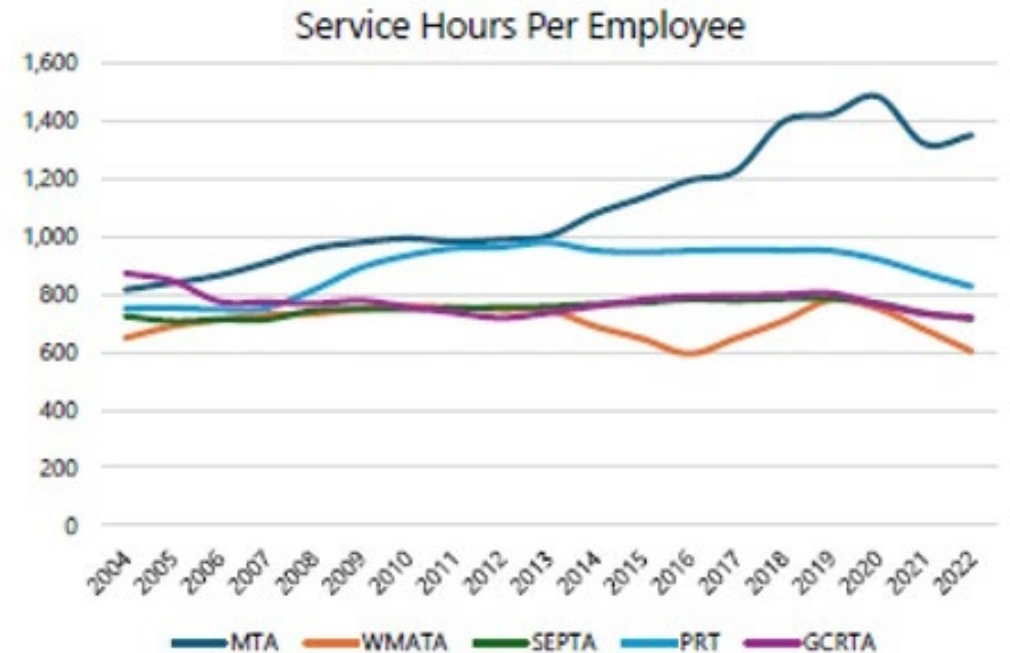
- One of few State agencies to directly manage health benefits administration in-house for Union-represented employees and their dependents
- MTA has over **7,000 active employees, dependents, and retirees**
- Liaison for TSHRS employees for health benefit needs, questions, and supporting open enrollment
- Ensure adherence between health benefit plan documents and CBAs for
 - Medical
 - Prescription
 - Vision
 - Dental
 - Group Term Life insurance

MTA Pension Plan Administration

- One of the few pension plans administered in-house by a State agency
- 7-member Pension Board
- Serves 7,700 members

MTA PIN History

- Between FY20 and FY25, MTA PINs increased from 3,400 to 3,590.
 - An additional 92 PINs, thanks to the Moore-Miller Administration and the Legislature, were approved for FY 26.
- Since 2013, MTA's service hours per employee have been growing and are far exceeding peer agencies
- Regulatory and compliance changes (procurement, safety, State-of-Good-Repair) and taking over pension administration have led to increased workload



2022 Report to the Maryland General Assembly

Workforce Considerations for Reorganization

- Changes to the legal authority over collective bargaining matters would require changes to State law and careful attention to remain compliant with federal law
- Reopening of already-negotiated contracts with AFSCME Local 1859 or delaying the negotiations of upcoming CBAs with OPEIU Local 2, ATU Local 1300 and MCEA Council 7122 would be a significant risk and added administrative burden.
- The TSHRS employees perform both core and statewide service support functions
- Changes to current governance may result in duplication of responsibilities, potential lack of efficiency, and additional PINs



Studies from the Baltimore Metropolitan Council & Baltimore Regional Transportation Board

October 9, 2015



BMC Transit Policy: 2015-2025

Why?

- Red Line decision played a key role
- Stalled expansion and state of good repair investment
- Disconnect between transit and land use planning

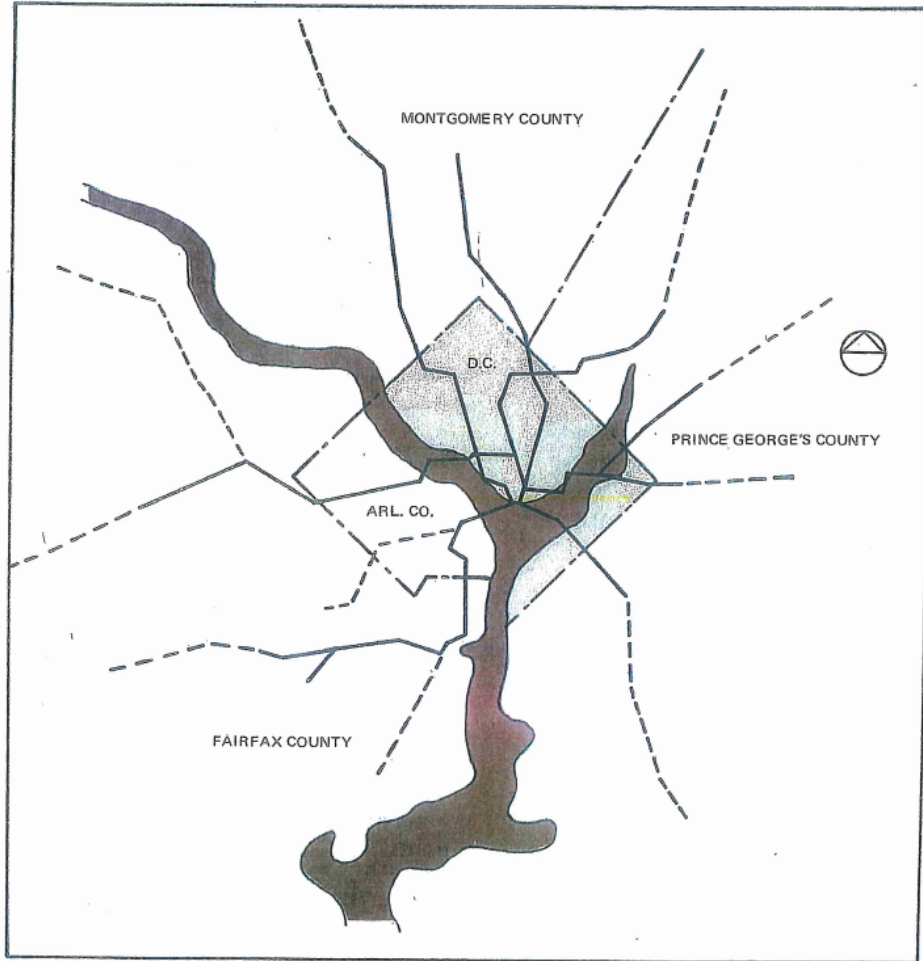
Focus on Structural Challenges

- Long term consistent decision making
- Direct input for local governments
- Independent advocacy for the system and riders

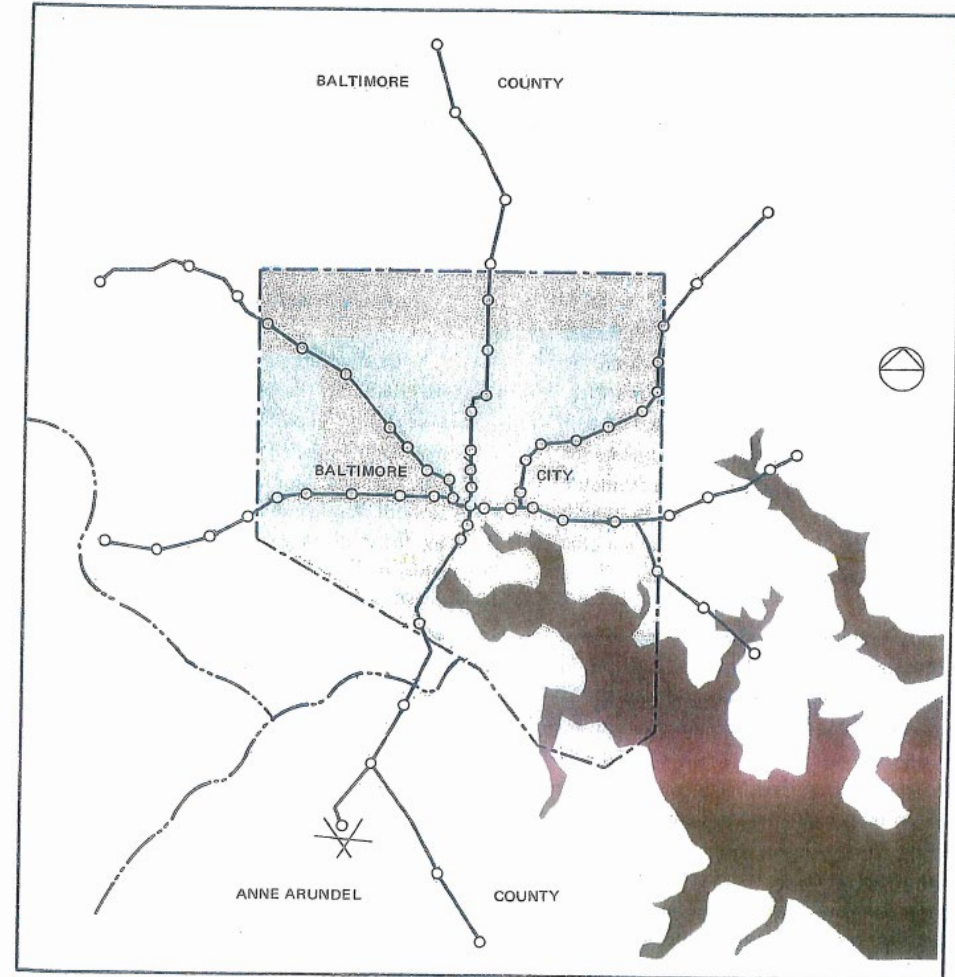
MTA – ONLY LARGE TRANSIT AGENCY WITHOUT A GOVERNANCE BOARD



Proposed Capital Region & Baltimore Rail Plans (1968)



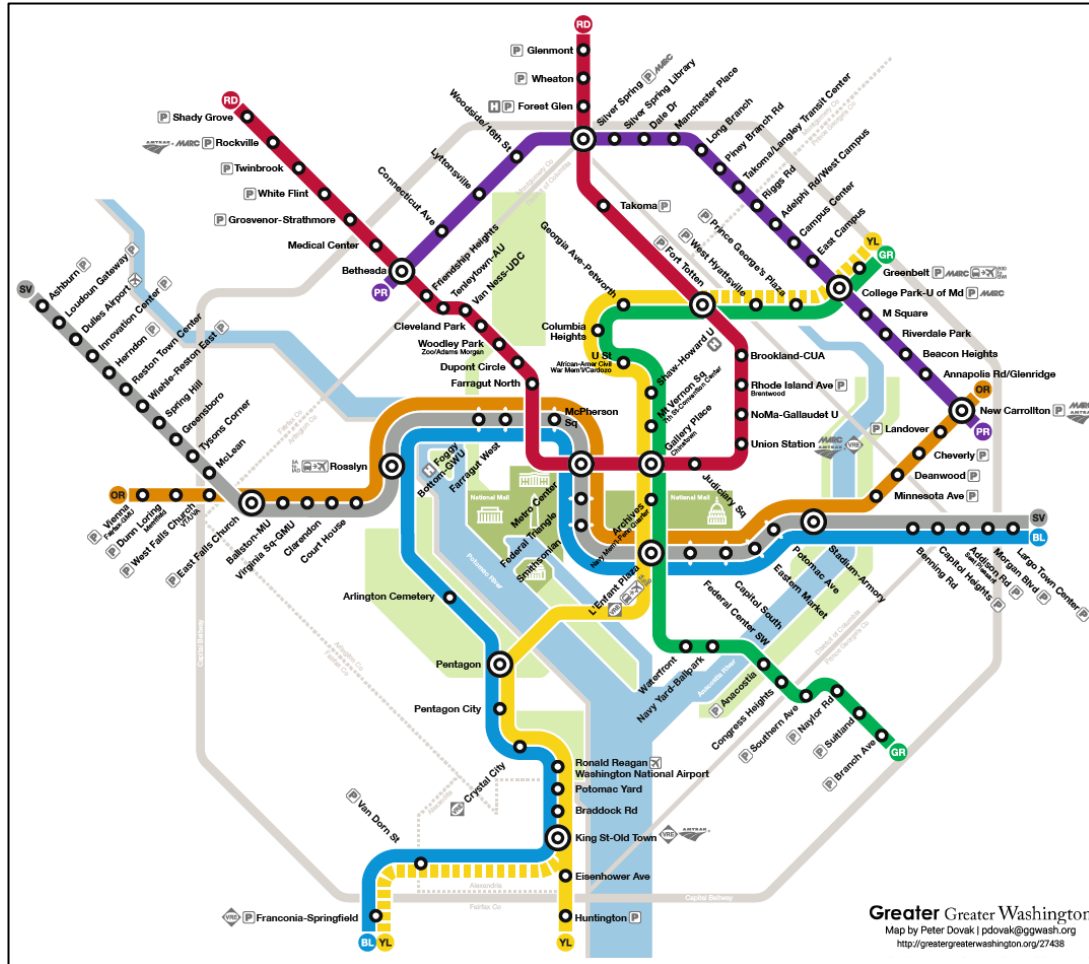
WASHINGTON METROPOLITAN AREA
TRANSIT AUTHORITY
APPROVED RAPID TRANSIT SYSTEM



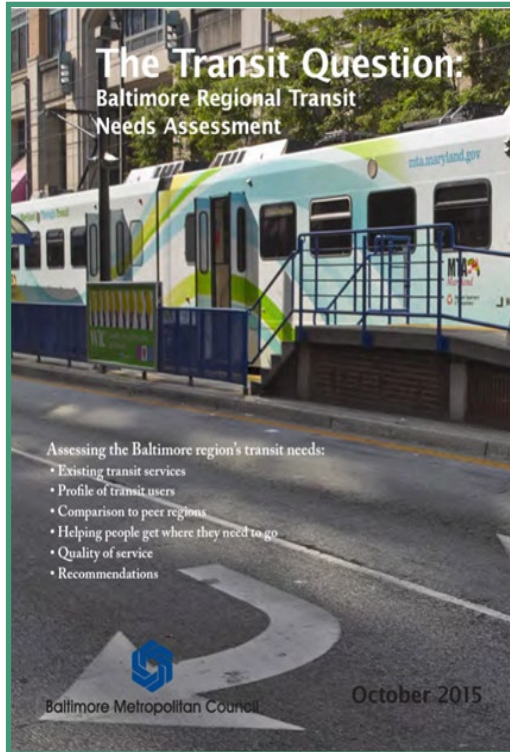
BALTIMORE METROPOLITAN AREA
PROPOSED RAPID TRANSIT SYSTEM



Modern Capital Region & Baltimore Rail



TIMELINE OF STUDIES AND LEGISLATION



2015

BMC Staff Report

2016

- HB1010 Establishes MTA Oversight and Planning Board
- **VETOED**

2019

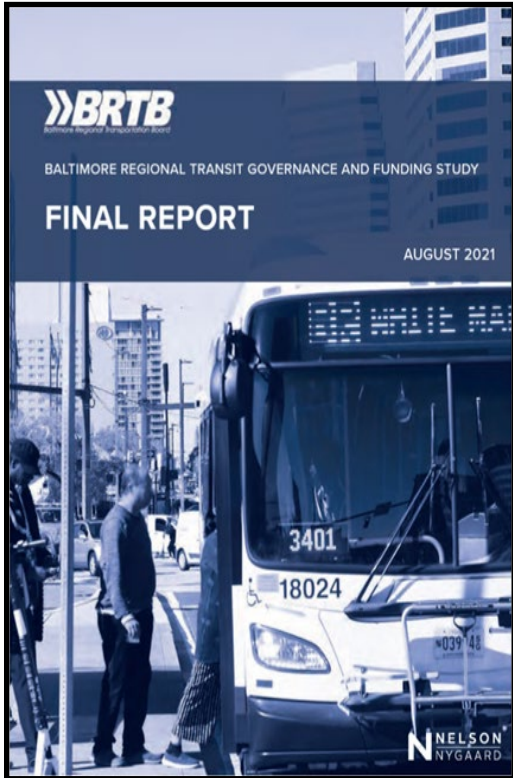
- Legislature provides funds for BMC study of transit governance and funding.
- **FUNDS NOT APPROPRIATED.**



2020

Required by HB372 Maryland Metro/Transit Funding Act

TIMELINE OF STUDIES AND LEGISLATION



2021
BRTB Report

2022

HB1336 passes both houses to create “Greater Baltimore Transit Governance and Funding Commission”

VETOED



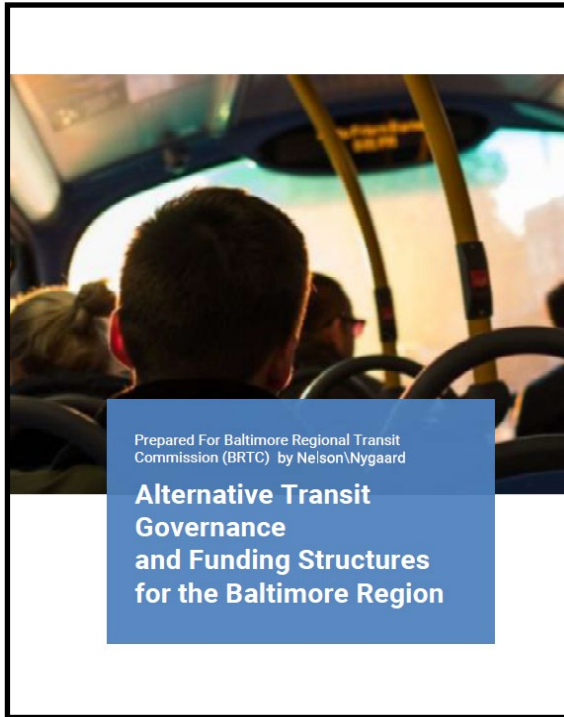
2022
BMC Workgroup
and Report

2023

HB794 is signed into law, establishing the Baltimore Regional Transit Commission (BRTC)

Ch. 504 of the Acts of 2023

TIMELINE OF STUDIES AND LEGISLATION



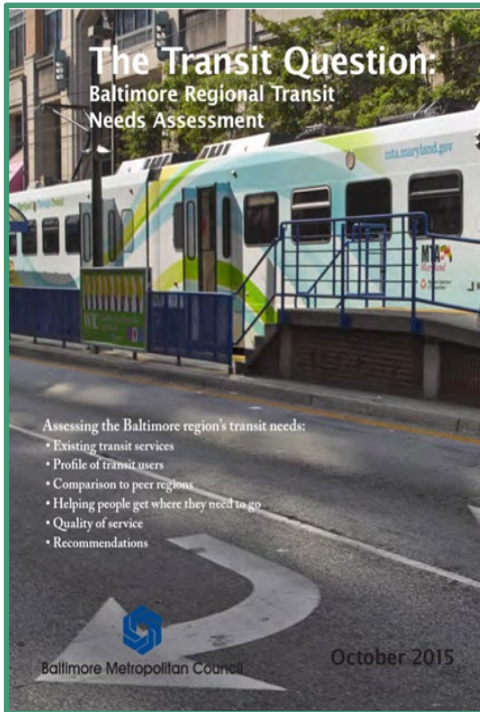
2025

Report to the BRTC

2025

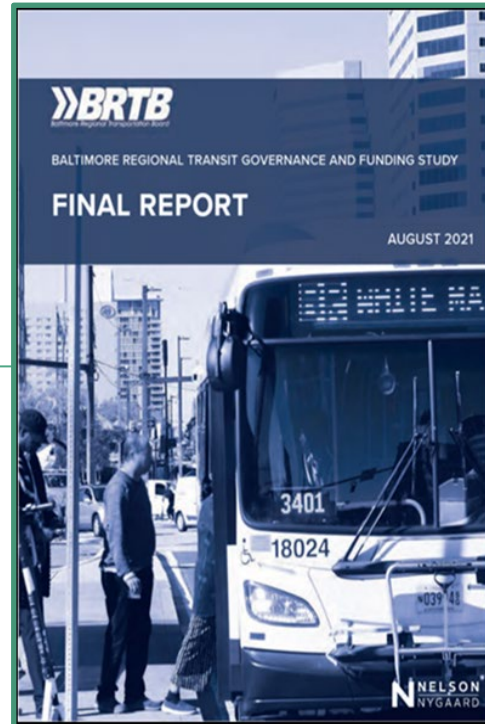
HB517 the Workgroup
on the Reorganization of
the Maryland Transit
Administration

**Ch. 462 of the Acts of
2025**



2015

BMC Transit Needs Assessment



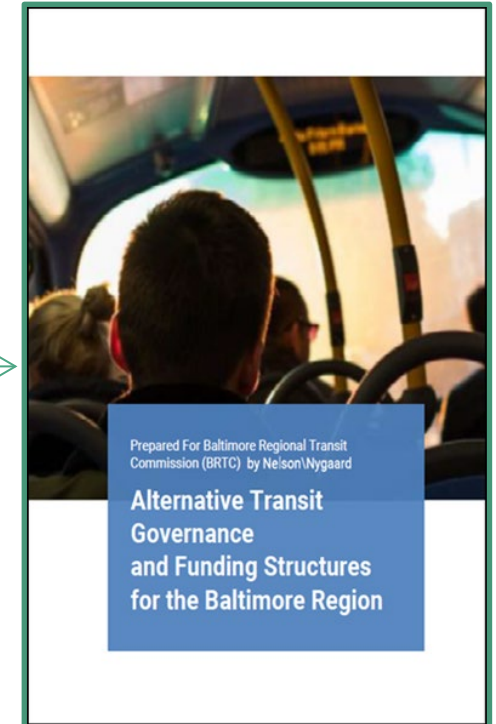
2021

BRTB Funding & Gov.



2022

BMC Transit Governance
Workgroup

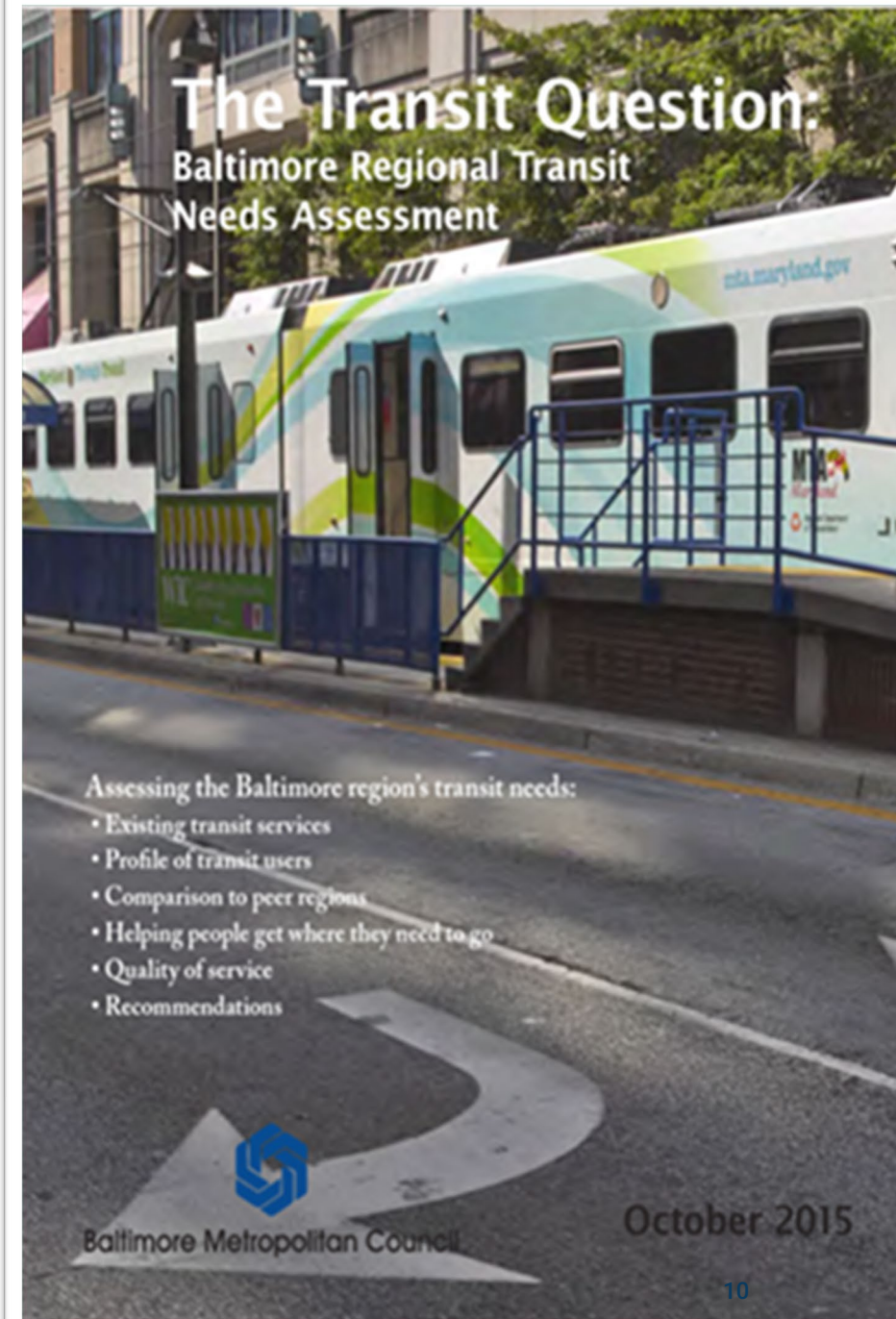


2025

Report to the BRTC

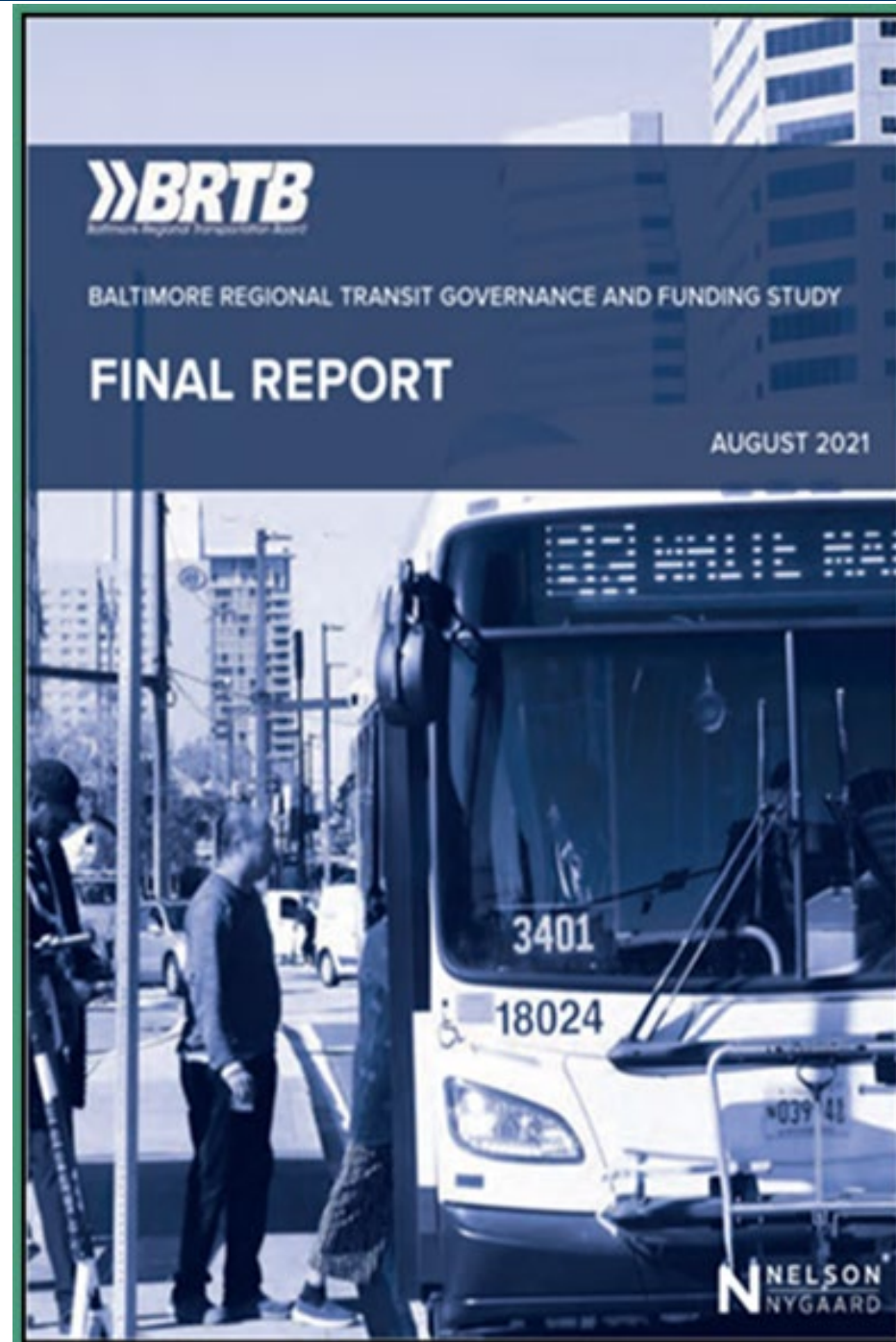
2015 Transit Needs Assessment

- Requested by BMC Board after Red Line Cancellation
- Data-centric BMC staff report
- Assessment of existing system and users
 - Existing System Analysis
 - Overview of Ridership and Riders
 - Growth Projections
 - Peer Comparison
- Transit Issues and Challenges
 - Transit Access & Service Quality
 - Recommendations
 - Modal, Regional, Jurisdictional



Baltimore Regional Transit Governance and Funding Study

Baltimore Regional Transportation Board
(BRTB)
August 2021



SCOPE OF WORK

- 1. History of MDOT MTA and the LOTs System**
 - 2. Review of Current Status**
 - 3. Financial Review**
 - 4. Review of Peer Agencies / Regions**
 - 5. Review of Transit Funding Measures**
 - 6. Options for Governance and Funding**
- ❖ Stakeholder and Community Engagement**
 - ❖ Project Management**

HOW DOES THE CURRENT STRUCTURE MEET THESE GOALS?



Improve Coordination



Improve Service



Increase Investment



Regional Connections



Enhance Decision Making



Ensure Equitable Investment

GOALS FOR GOVERNANCE & FUNDING



Improve Coordination



Improve Service



Increase Investment



Regional Connection



Enhance Decision Making



Ensure Equitable Investment

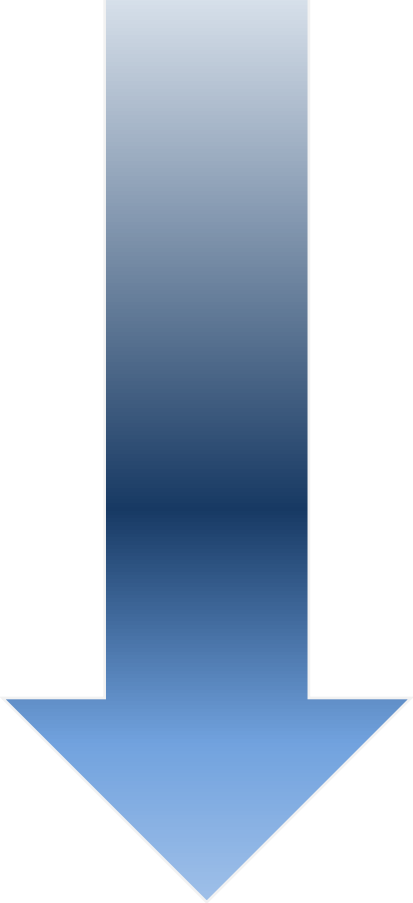
How it works today

- State executive has key decisions
- No state-level advisory or policy board other than the General Assembly
- MDOT-MTA decision making is staff driven within MDOT budget/program constraints
- Local decision-making by the LOTS through City/County Budget processes

Implications for alternatives

- How transparent are transit planning and funding decisions?
- Do locals have input into MDOT and MTA decisions?

Overview: Governance and Funding Models

- 
- 
1. Status Quo / Do Nothing
 2. State Transportation Commission
 3. State Transit Commission
 4. Baltimore Advisory Board
 5. Baltimore Transit Commission (BTC)
 6. Baltimore Regional Transit Authority (RTA)

**Impact and Potential
Benefits**

**Disruption to Existing
System**

Summary of BRTB Study

- Technical analysis – not political.
- Thorough review of of history, budget/finance, and peer models
- 5 well researched models for reform
- Intended to inform a future decision



HB1336 (2022) - VETOED

AN ACT concerning

Greater Baltimore Transit Governance and Funding Commission

FOR the purpose of establishing the Greater Baltimore Transit Governance and Funding Commission to study and make findings and recommendations relating to the funding, governance, and performance of mass transit in the greater Baltimore region; and generally relating to the Greater Baltimore Transit Governance and Funding Commission and mass transit.

Baltimore Regional Transit Governance and Funding Workgroup Report

Baltimore Metropolitan Council
December 2022



WORKGROUP MEMBERS (Appointed by BMC Board)

Tony Bridges (Chair)

Maryland State Delegate, Baltimore City, District 41

Dr. Celeste Chavis

Interim Associate Dean, Morgan State University's
Clarence M. Mitchell, Jr. School of Engineering

Andrew Gena

Director of Strategic Research, Amalgamated Transit
Union AFL-CIO/CLC

Tasha Gresham-James

Executive Director, Dundalk Renaissance

Ron Hartman

Senior Consultant, WSP USA

Jon Laria

Managing Partner, Ballard Spahr

Michael McMillan

President & Business Agent,
Amalgamated Transit Union Local 1300

Tony Scott

Associate Dir. For Project Management, Mayor's Office of
Infrastructure

Samuel Snead

Director, Anne Arundel County Department of
Transportation

Aaron Tomarchio

Executive Vice President of Corporate Affairs,
Tradepoint Atlantic

Adrea Turner

Chief of Staff, Urban Institute

D'Andrea Walker

Acting Director, Baltimore County Department of Public
Works & Transportation

Mary Washington

Maryland State Senator, Baltimore City, District 43

Membership and Charge of the Workgroup

- Membership modeled on HB1336.
 - General Assembly members
 - Local Appointees from Baltimore City and Anne Arundel, Baltimore and Howard Counties
 - Labor Unions
- Prioritize one or more recommendations from the BRTB 2021 Report
- Review LOTS program and develop options for increased equity

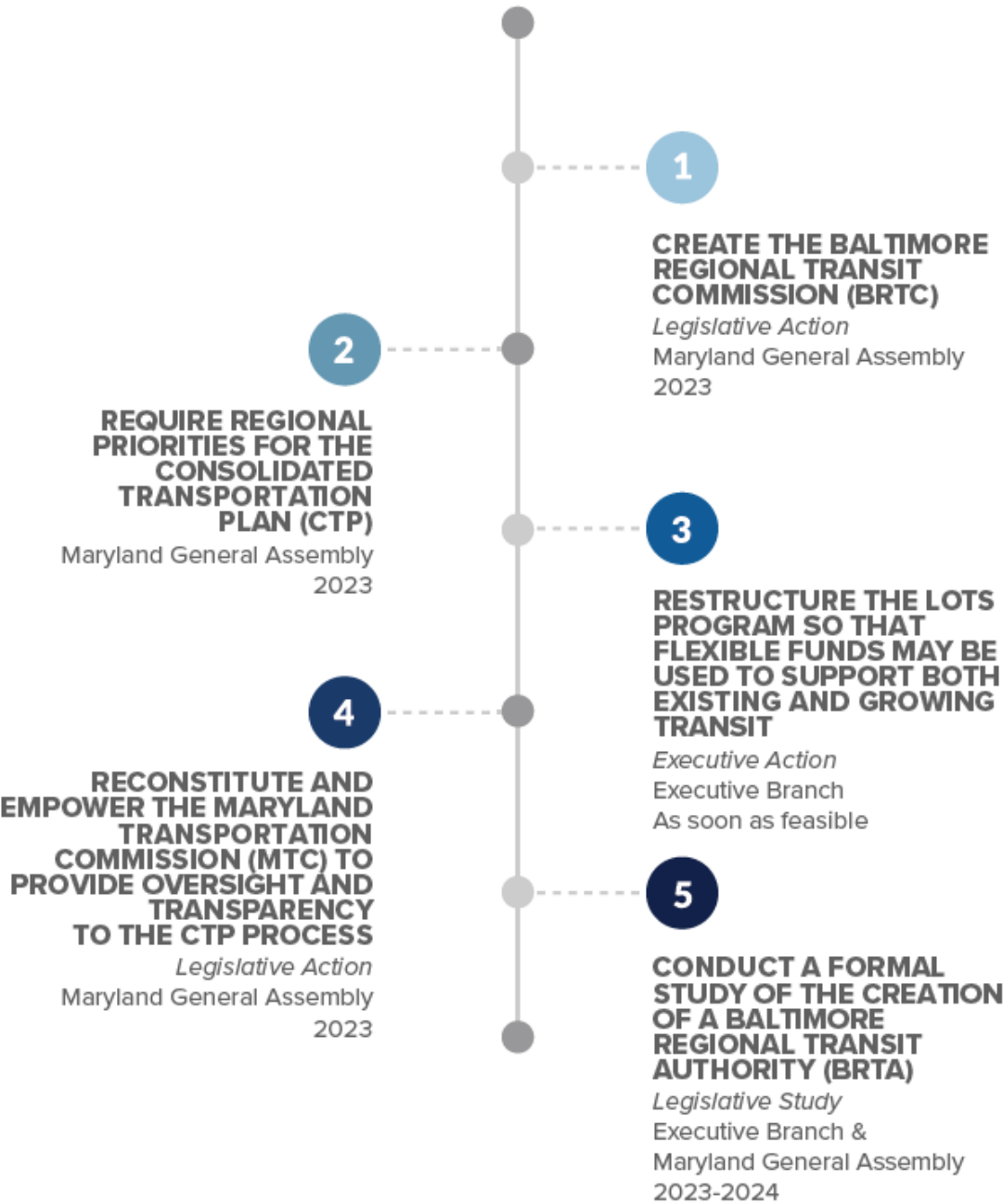


Governance and Funding Models

Baltimore Transit Funding and Governance Study (2021) identified six models:

- ~~1. Status Quo / Do Nothing~~
2. State Transportation Commission
3. State Transit Commission
- ~~4. Baltimore Advisory Board~~
5. Baltimore Transit Commission (BTC)
6. Baltimore Regional Transit Authority (BRTA)

RECOMMENDATIONS



RECOMMENDATIONS



1

**CREATE THE BALTIMORE
REGIONAL TRANSIT
COMMISSION (BRTC)**

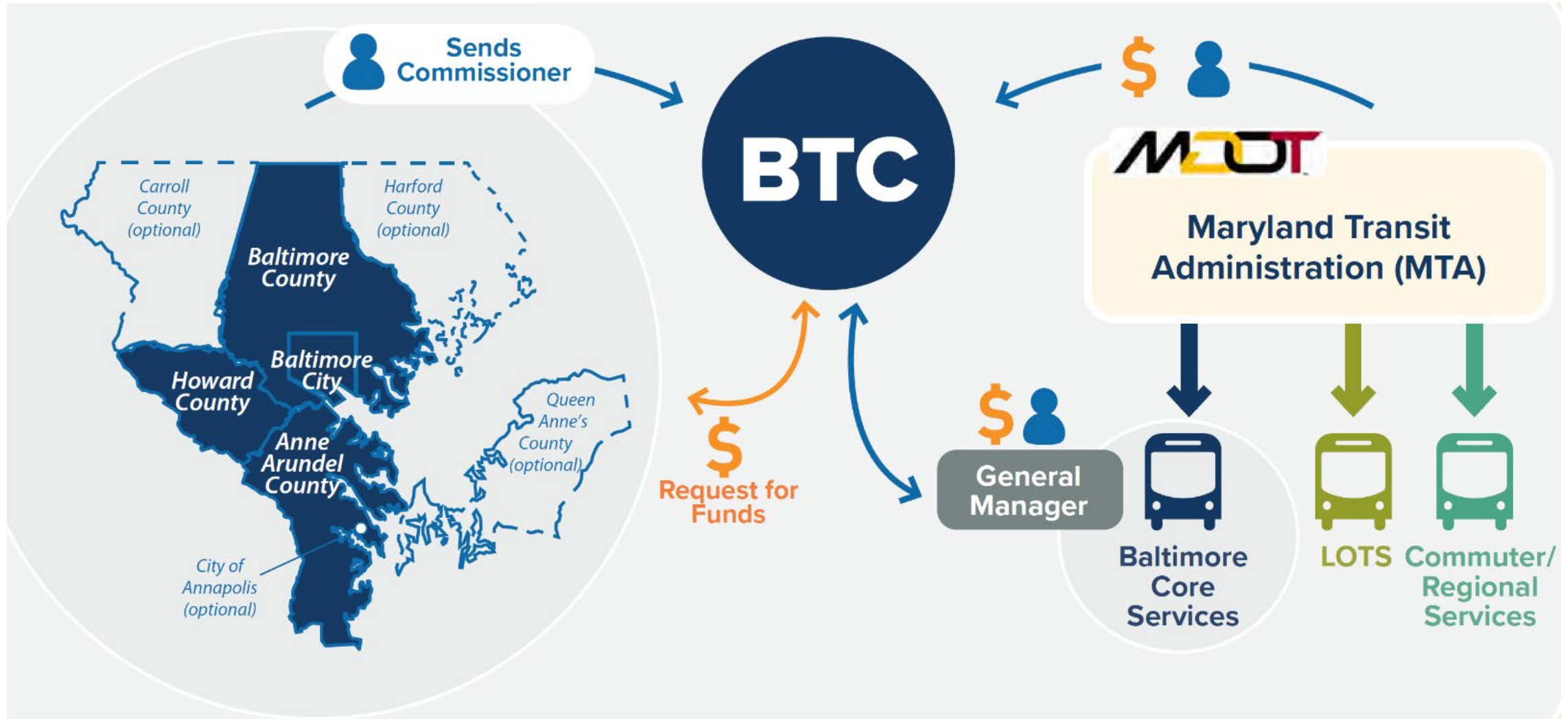
Legislative Action
Maryland General Assembly
2023

5

**CONDUCT A FORMAL
STUDY OF THE CREATION
OF A BALTIMORE
REGIONAL TRANSIT
AUTHORITY (BRTA)**

Legislative Study
Executive Branch &
Maryland General Assembly
2023-2024

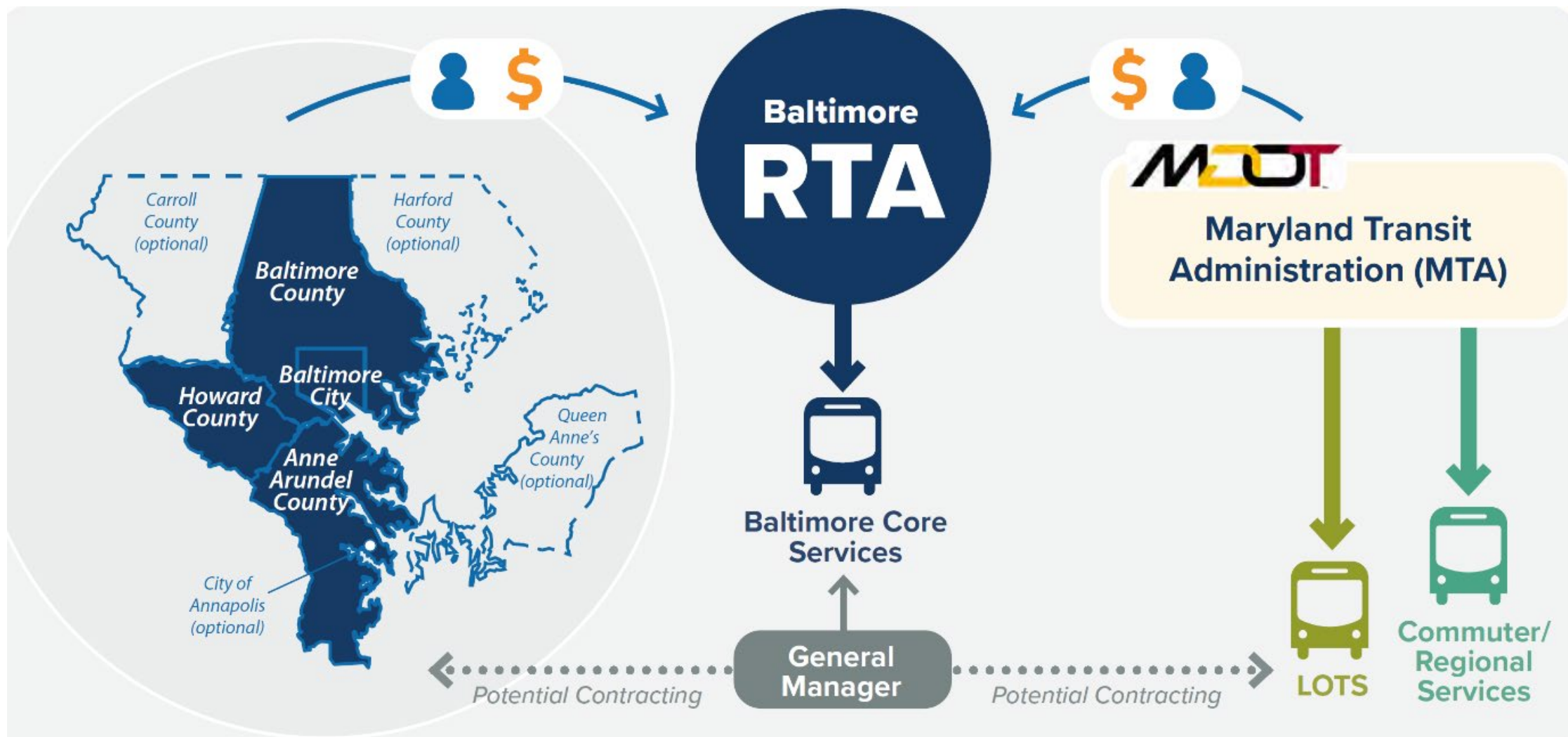
Baltimore Transit Commission (BTC)



MODEL

5

Baltimore Regional Transit Authority



BMC Workgroup Summary

- Creation of a Baltimore Regional Transit Commission
 - HB794 (2023) – Passed and enacted
 - Role is largely **advisory** as established by the legislature
- Formal analysis steps to establish a Transit Authority
 - HB491 (2023) – First Reading
 - Unanswered questions about the complexity, cost, funding and impact of establishing a new authority
- **2 Regional Governance Models**
(from original 6)



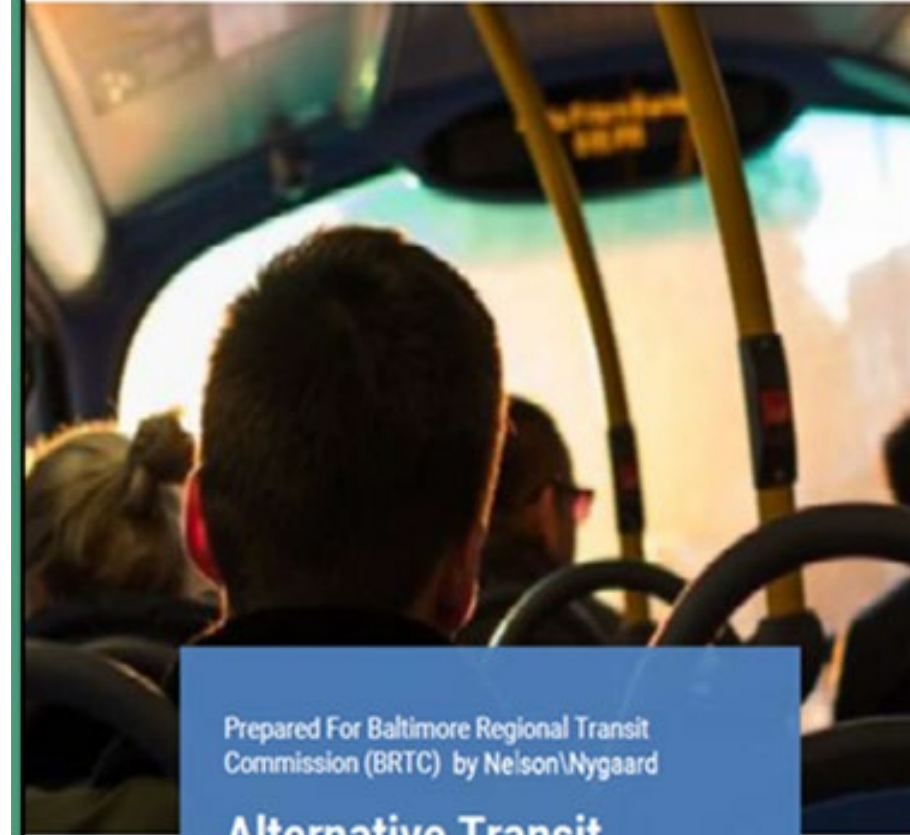
BRTC Established HB794

- Membership
 - 14 Voting Members
 - Labor and Secretary's rep who may vote to break a tie
- Powers & Duties
 - Advocacy for the system and its riders
 - May request, review and comment on plans, budgets and programs
 - Approval power over the Central Maryland Regional Transit Plan



ALTERNATIVE GOVERNANCE AND FUNDING STRUCTURES FOR THE BALITMORE REGION

*Prepared for the BRTC
December 2024*



Prepared For Baltimore Regional Transit
Commission (BRTC) by Nelson\Nygaard

**Alternative Transit
Governance
and Funding Structures
for the Baltimore Region**

ALTERNATIVE GOVERNANCE AND FUNDING STRUCTURES FOR THE BALITMORE REGION

Builds on Existing Reports and has 3 Goals

- Research authority issues.
- Recommend a single model
- ~~Analyze revenue options~~

KEY FINDINGS: VIABLE OPTIONS FOR AUTHORITIES

Regional Transit Authority

Independent RTA

MTA assets/contracts transferred to a stand alone RTA with independent board and shared state/regional governance.

State Controlled RTA

MTA remains within MDOT, governed by its own state-controlled board with regional representation

Transit Commission+

Regional Commission with authority to raise and distribute funds. Appoints Board member to the Authority. Potential to lead planning projects.

Complements the RTA

Independent RTA

Significant
(but not
insurmountable)
Challenges

Dedicated
Funding

Legislative
Authority for
RTA's

Transfer of
Labor
Agreements

Policing
Security &
Enforcement

Transfer of
Contracts and
Responsibilities

Insurance and
Liability

Pension Fund
Liabilities

Transfer of
Capital Assets

Coordination
with Locally
Operated Transit

State Controlled RTA

MTA remains as part of MDOT but is restructured as a separate organizational entity focused on Baltimore region only.

Management	Governance	Funding	Authority / Responsibility
Dedicated General Manager Appointed by the Board of Directors	Board of Directors - Assume at least half are appointed by MDOT Secretary and Governor - Up to 40% of seats from regional jurisdictions	Federal, State, Farebox, and Regional - MDOT commits to and publishes funding stream for transit. - Baltimore Region may contribute dependent on decision-making and funding structure.	Operate and manage regional transit service - MTA only - Manage capital assets, plan and operate service, service coordination and financial management

Governance Model Details



- ✓ MTA continues to manage and operate transit service
- ✓ No change in asset ownership, or union contracts/labor agreements
- ✓ Regional funds are transferred directly to MTA
- ✓ Shared decision making between State and Region/locals
- ✓ MTA is a designated FTA recipient, direct control over federal funds.
- ✓ MTA can apply for discretionary funds and initiate projects.

KEY FINDINGS: CHALLENGES

1. The lack of formal coordination between MTA and local government.

2. MTA's lack of autonomy makes long-term planning difficult and limits effective advocacy to address the needs of the system and its riders

3. MTA expansion has thinned resource and taken focus off of Baltimore core service

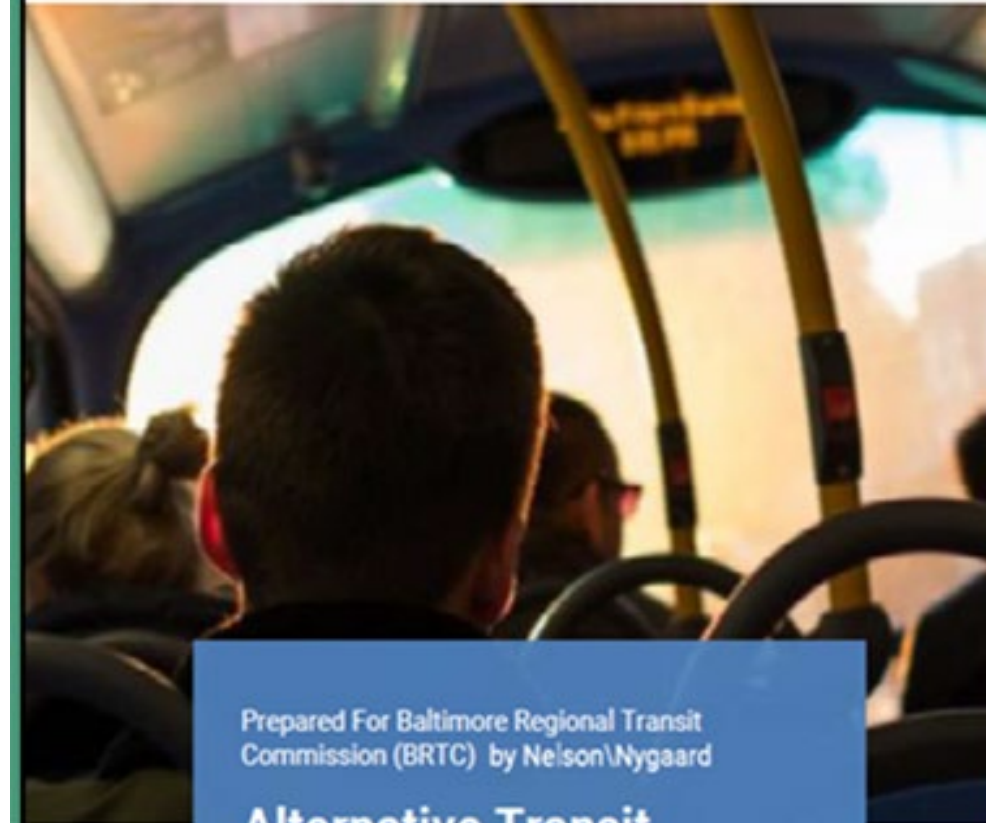
KEY FINDINGS: BASELINE REQUIREMENTS FOR CHANGE

An independent and empowered board of directors

A reliable and sufficient dedicated funding source for transit in the region.

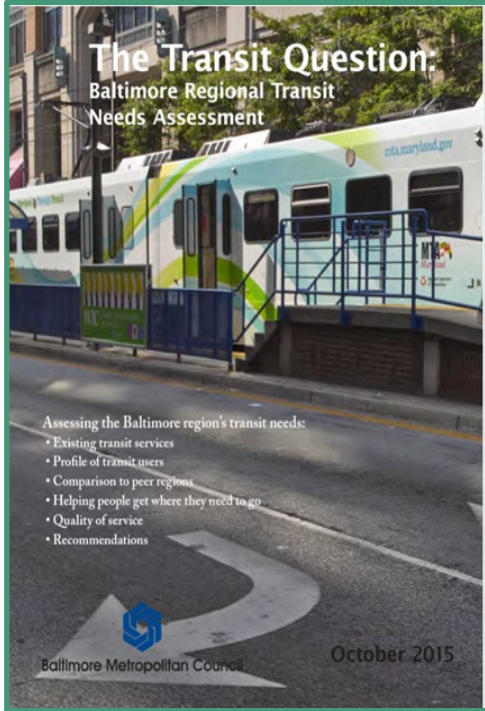
SUMMARY OF REPORT TO THE BRTC

- Recommendation for board structure over Baltimore Core Service
- Does not rule out an independent authority
- Introduces concept of regional authorities to drive revenue and investment.
- Firm position on the need for an empowered Core Service board

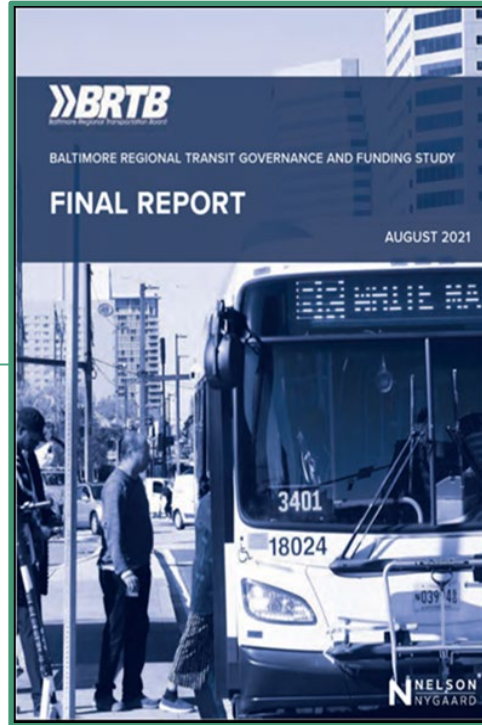


Prepared For Baltimore Regional Transit
Commission (BRTC) by Nelson\Nygaard

**Alternative Transit
Governance
and Funding Structures
for the Baltimore Region**



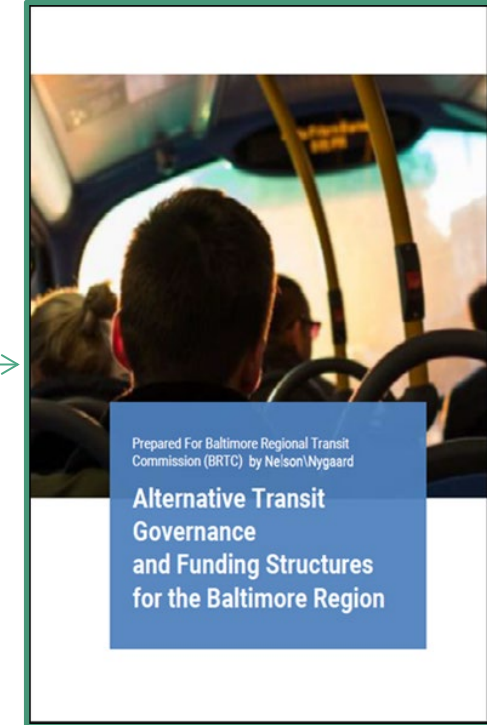
Data heavy. No recommendations.



6 models + policy recommendations



Form BRTC Study Authorities



Three templates for reform, including authorities

Does the solution solve the structural problem?

Long Term
Consistent
Decision
Making

- Projects outlast administrations – Boards are an important bridge
- Major decisions would require a recorded vote

Direct Input
from Local
Governments

- All models create direct local input
- Recognition is given to the traditional role of the State

Independent
Advocacy

- Board's can advocate internally and externally for the systems needs
- Board members are fiduciaries

For More Information

Mike Kelly | Executive Director
mkelly@baltometro.org | www.baltometro.org

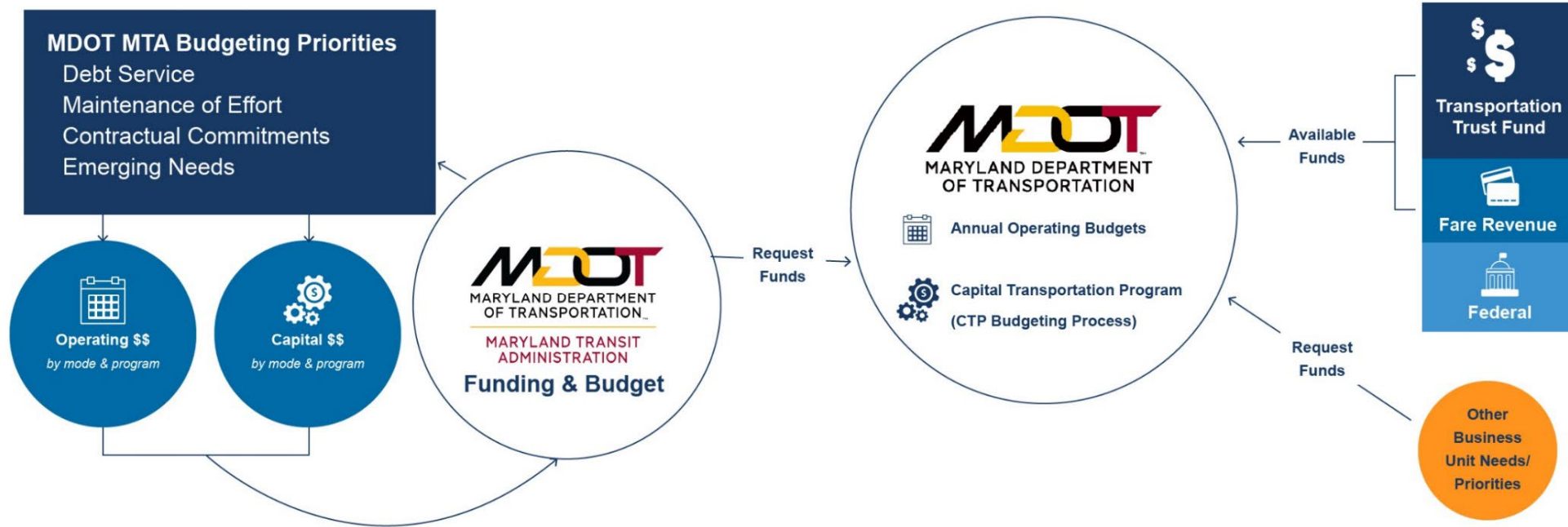
 @BALTOMETROCOUNCIL

 @BALTIMORE METROPOLITAN COUNCIL

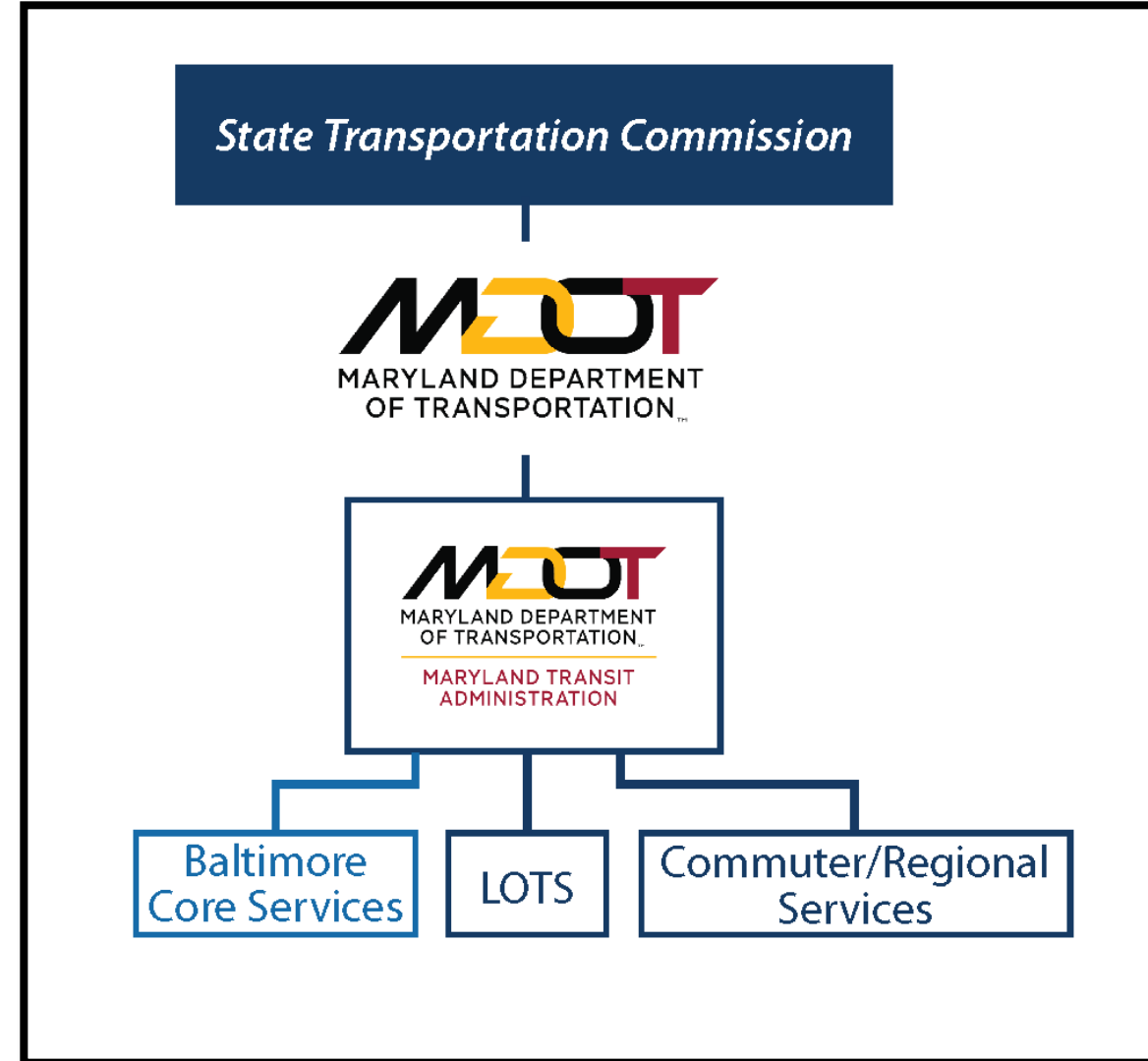
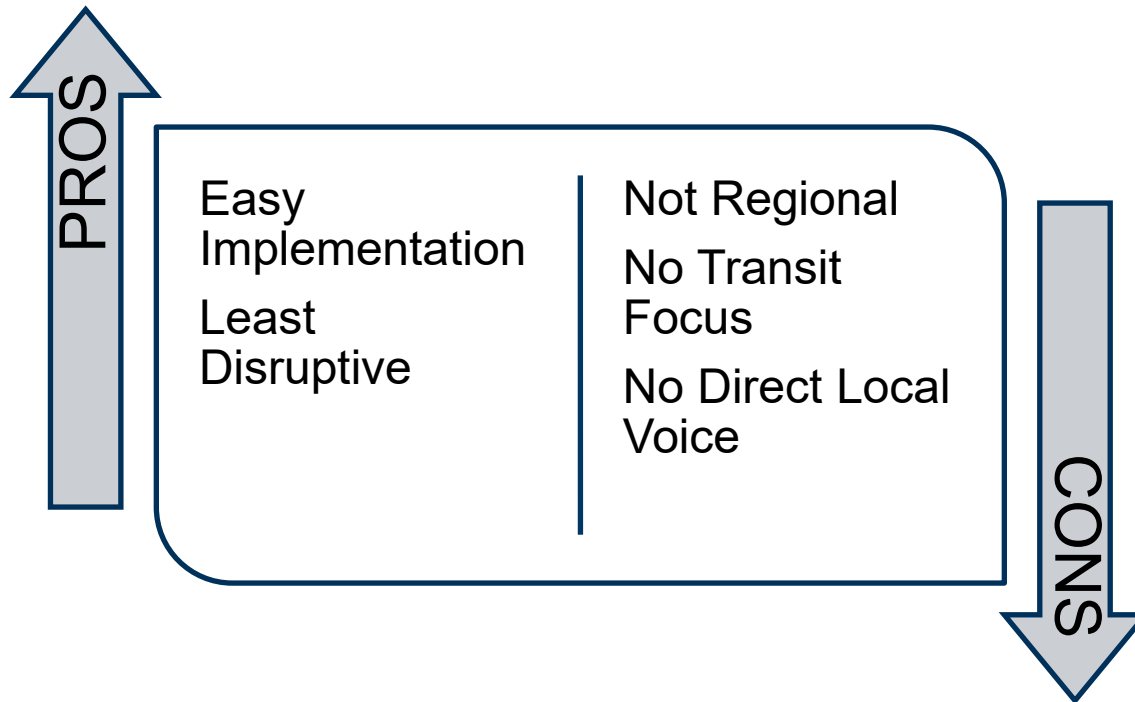
 @BALTIMORE METROPOLITAN COUNCIL



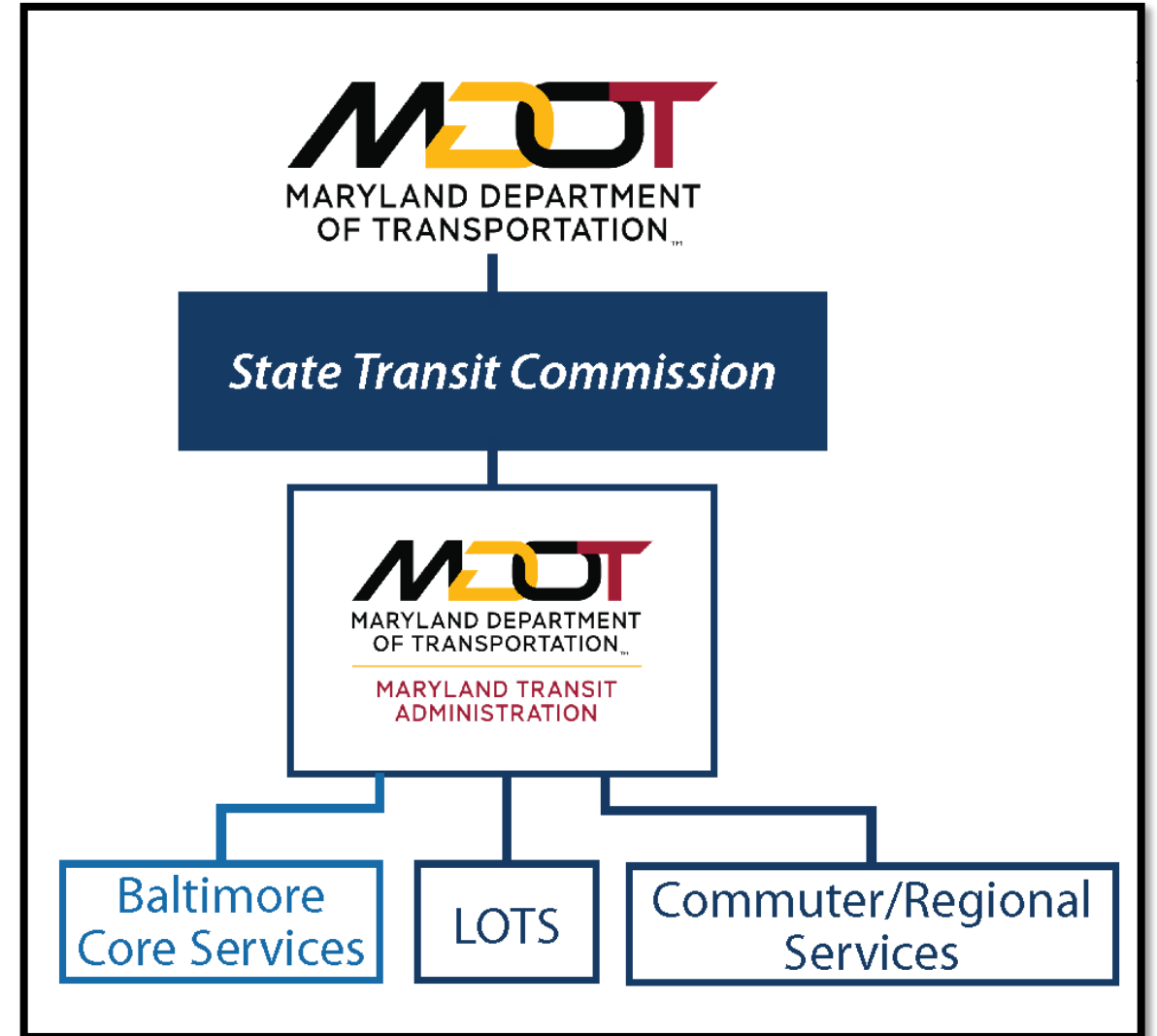
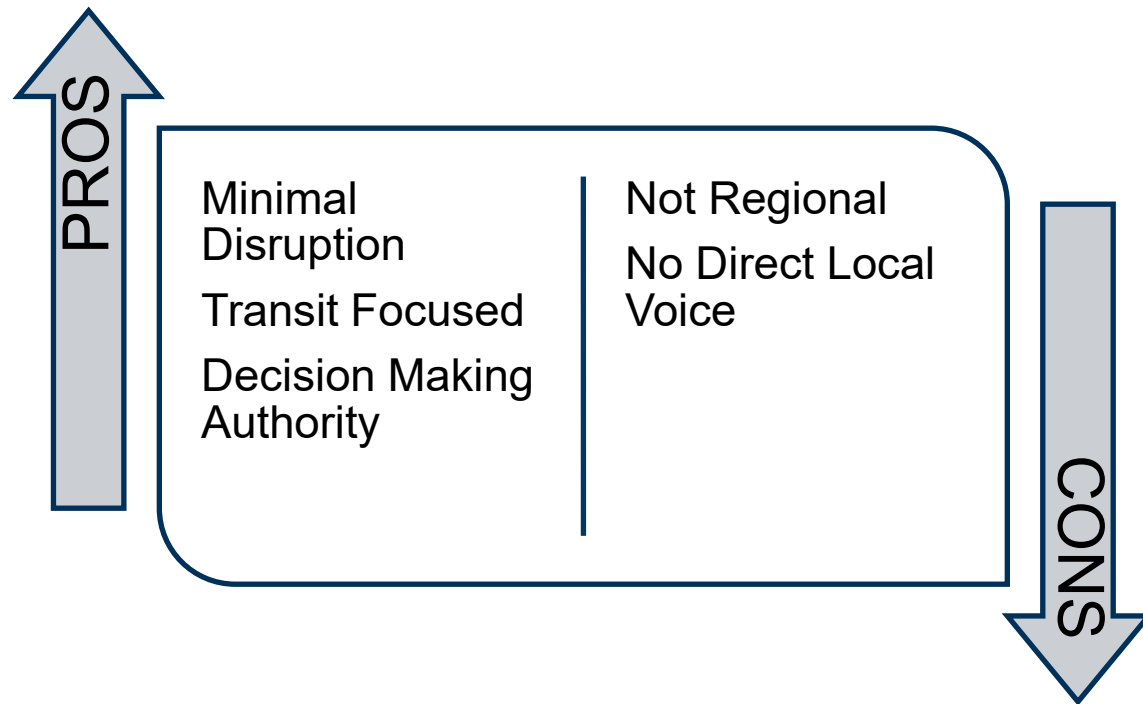
1. Status Quo / Do Nothing



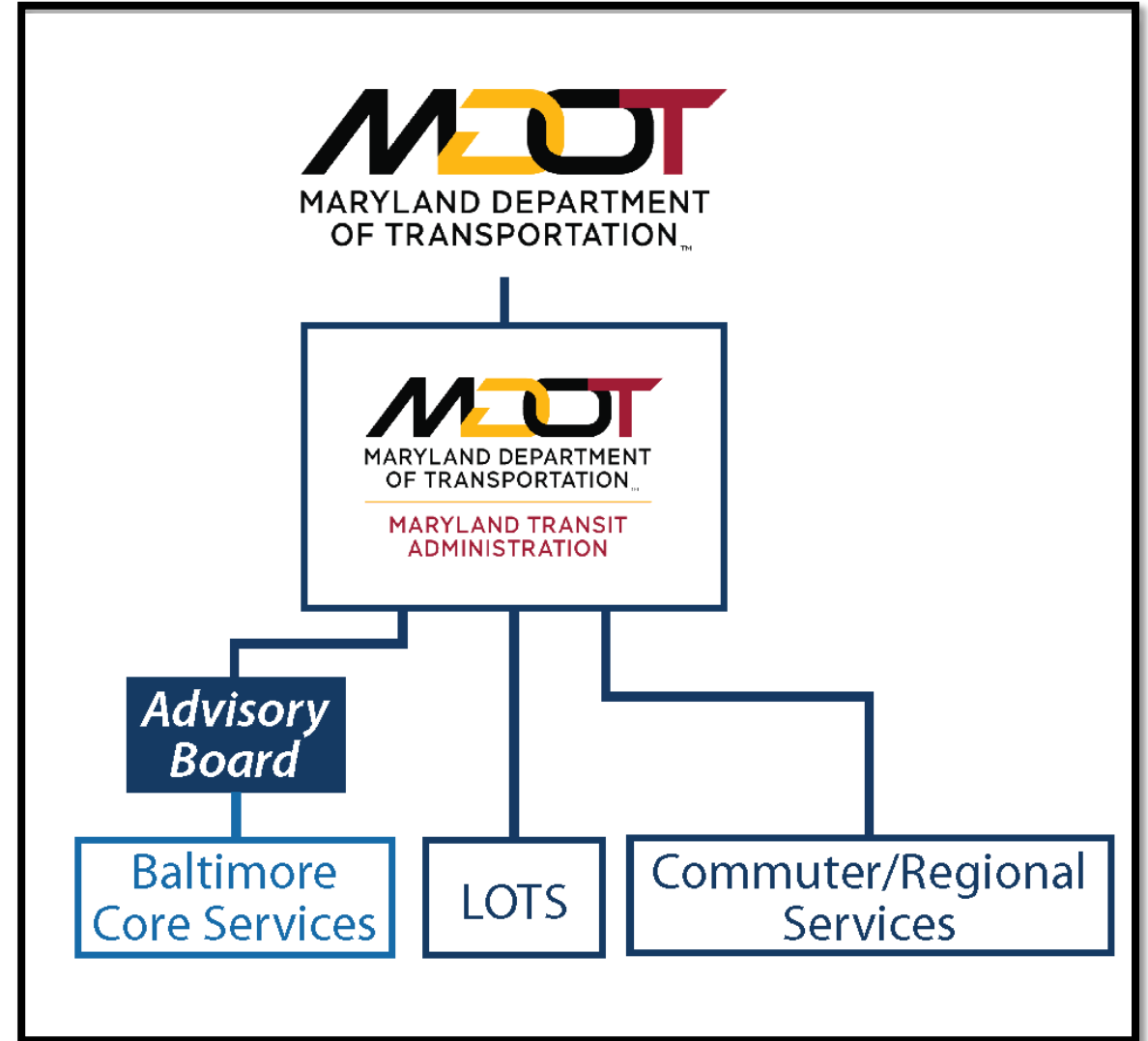
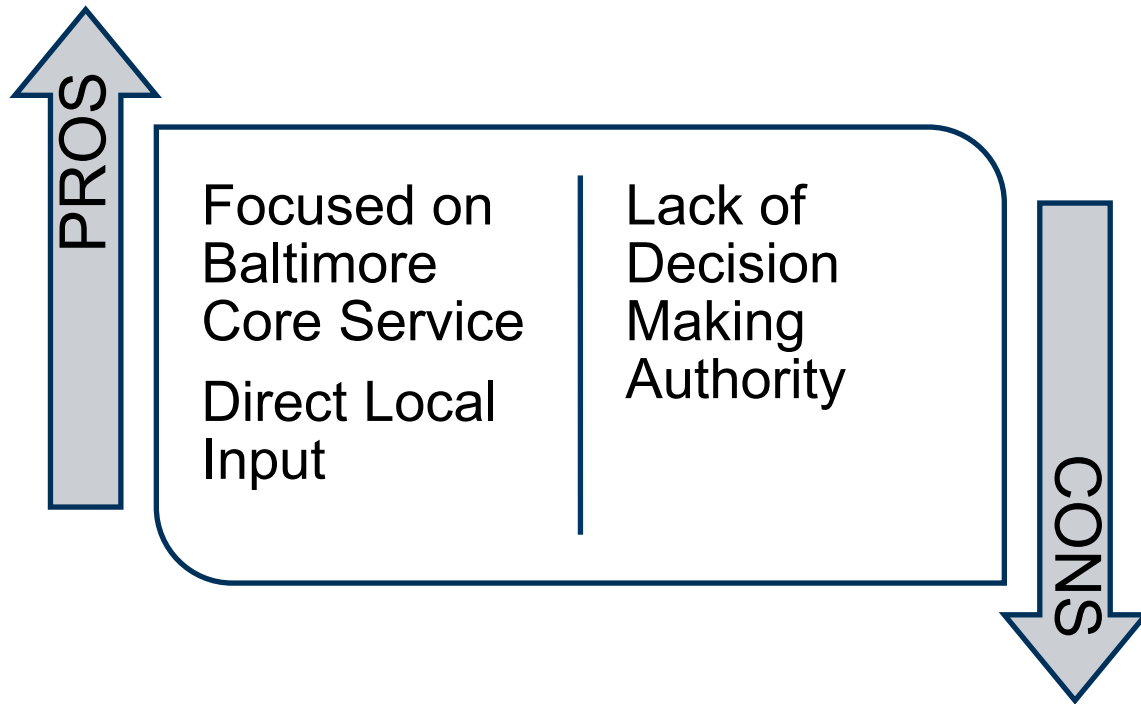
2. State Transportation Commission



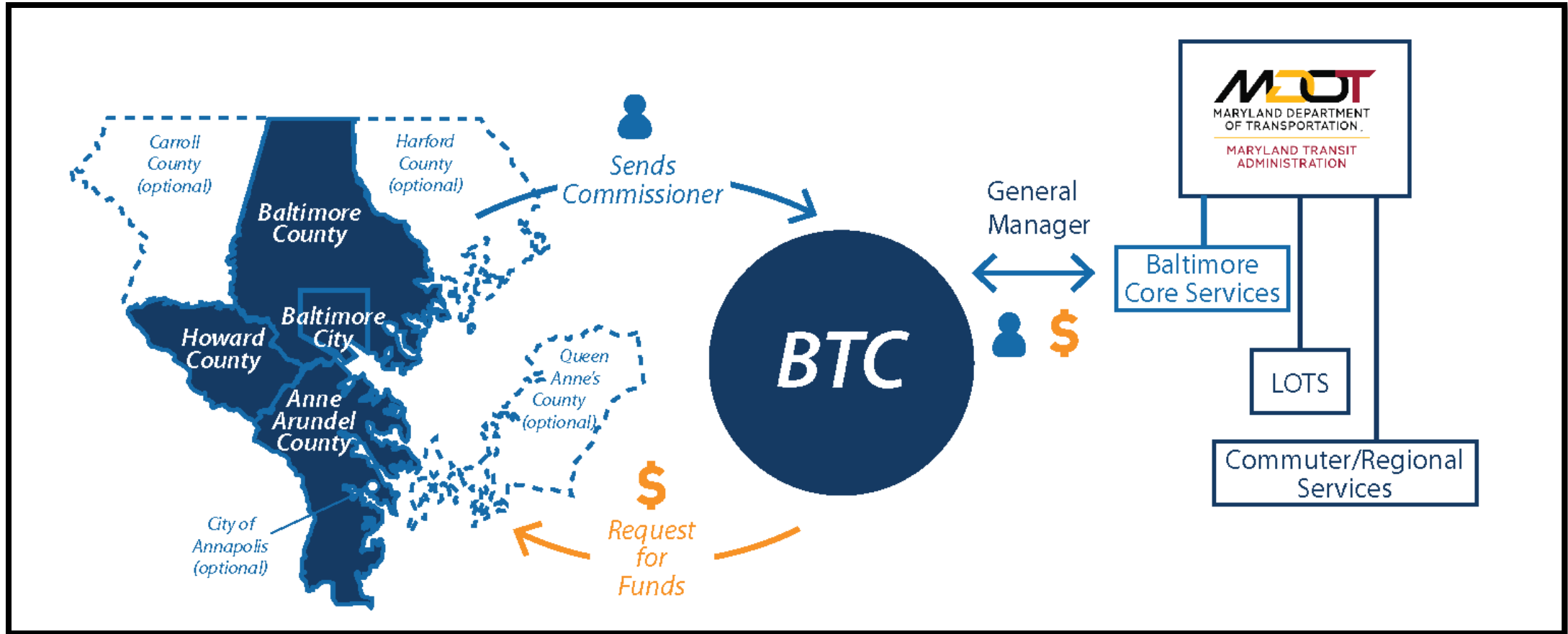
3. State Transit Commission



4. Baltimore Transit Advisory Board



5. Baltimore Transit Commission



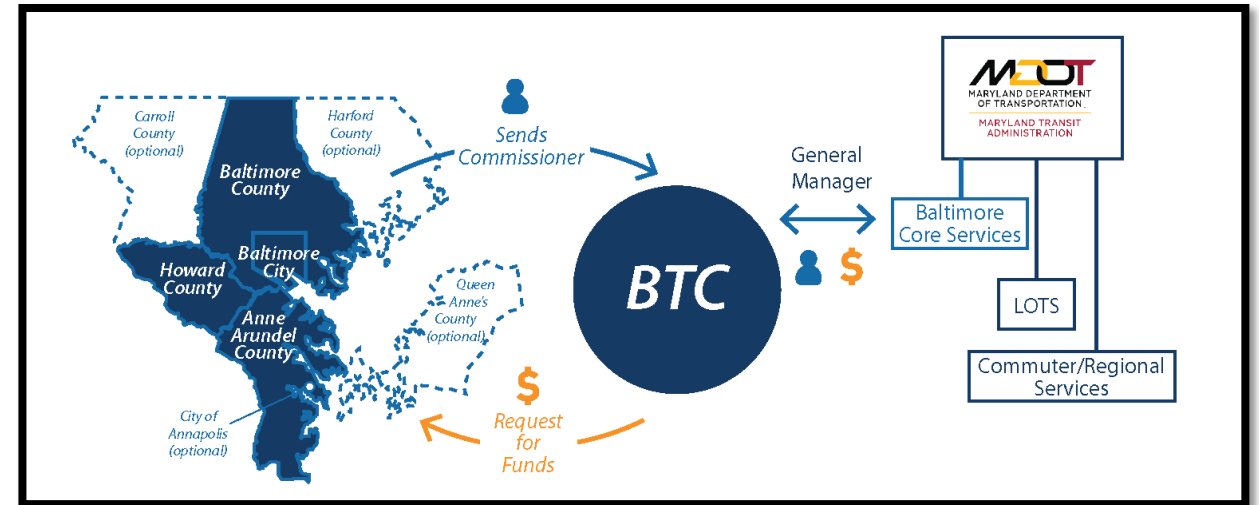
5. Baltimore Transit Commission

PROS

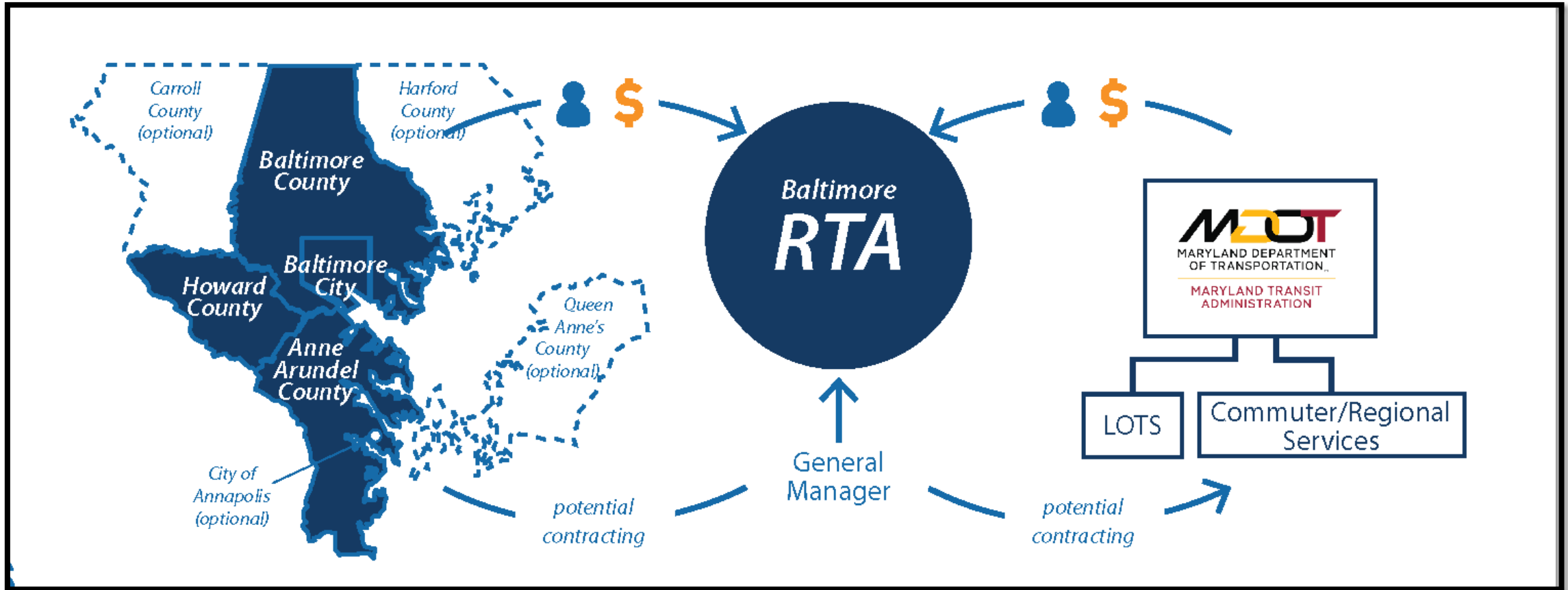
Regional Focus
Decision Making Power
Local Input

More Effort to Implement

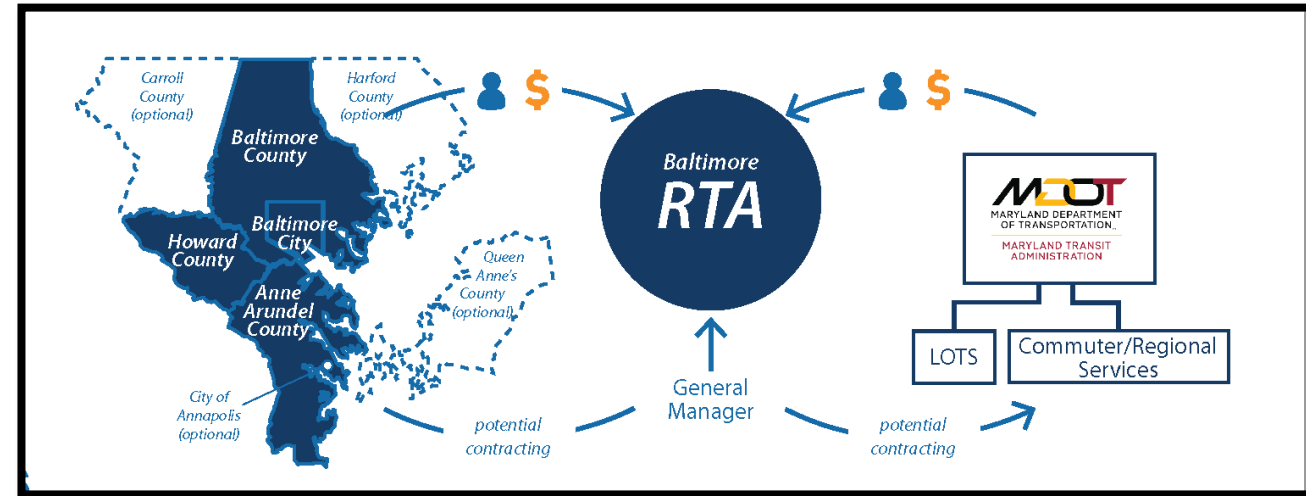
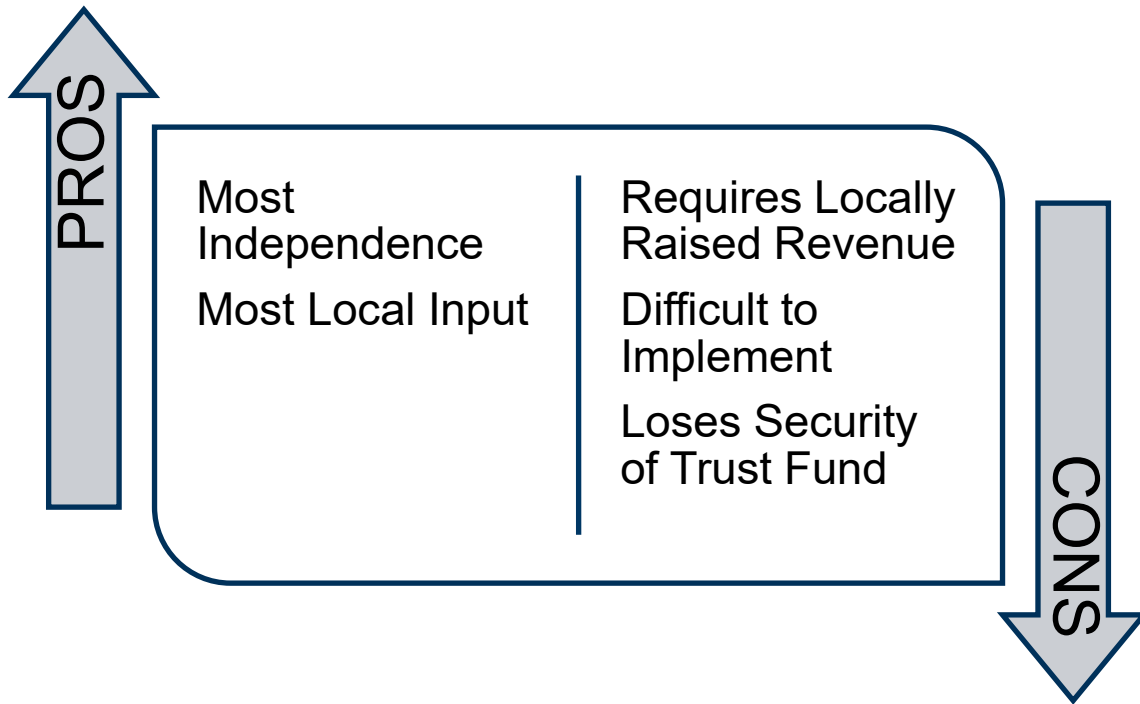
CONS



6. Baltimore Regional Transit Authority



6. Baltimore Regional Transit Authority



HB 517 Workgroup

Meeting 2 Follow Up Items

October 9, 2025



FTA - Designated Recipients

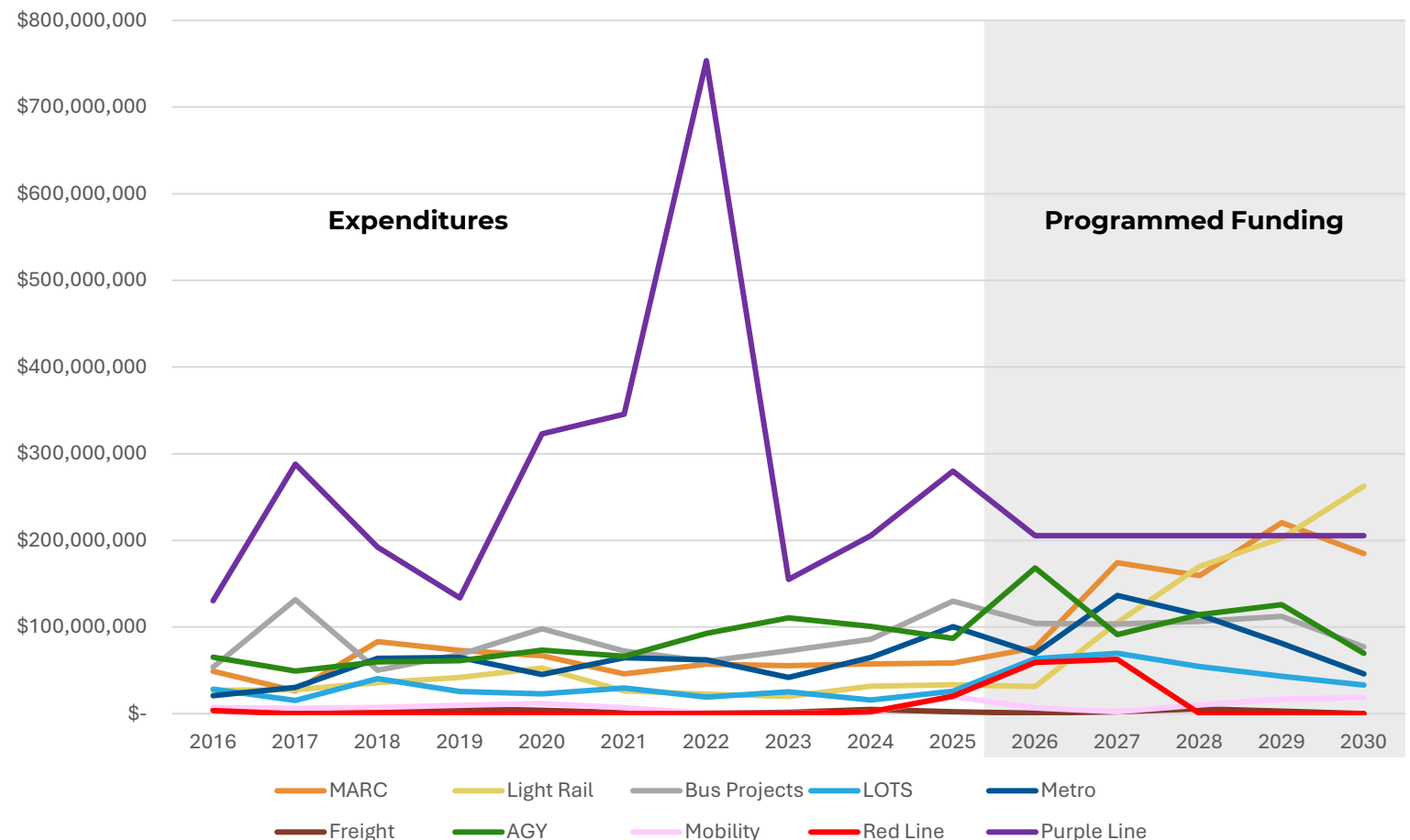
- There are approximately 400 direct recipients for FTA formula funds nationally.
 - Direct recipients receive funding direct from FTA and are legally responsible for meeting requirements.
- Designated recipients are made by the Governor of each State for each State and urbanized areas (UZA) over 200,000.
 - Play a critical role in overseeing and distributing funding, especially for rural areas and enhanced mobility services.
 - There are at least 190 200k+ UZAs and 50 states.
 - Most designated recipients are State DOTs, transit agencies, and MPOs.

Rank	Urbanized Area (Metro Region)	FY 2024 Estimated Formula Allocation*
1	New York-Newark, NY-NJ-CT	~\$ 2.88 billion
2	Chicago, IL-IN	~\$ 801.4 million
3	Los Angeles-Long Beach-Anaheim, CA	~\$ 651.5 million
4	Washington, DC-VA-MD	~\$ 548.9 million
5	Philadelphia, PA-NJ-DE-MD	~\$ 468.6 million
6	Boston, MA-NH-RI	~\$ 466.1 million
7	San Francisco-Oakland, CA	~\$ 441.4 million
8	Seattle, WA	~\$ 279.9 million
9	Miami, FL	~\$ 246.6 million
10	Baltimore, MD	~\$ 206.1 million

FY 2024 Top FTA Formula Funding UZAs

MTA Capital Expenditures & Program

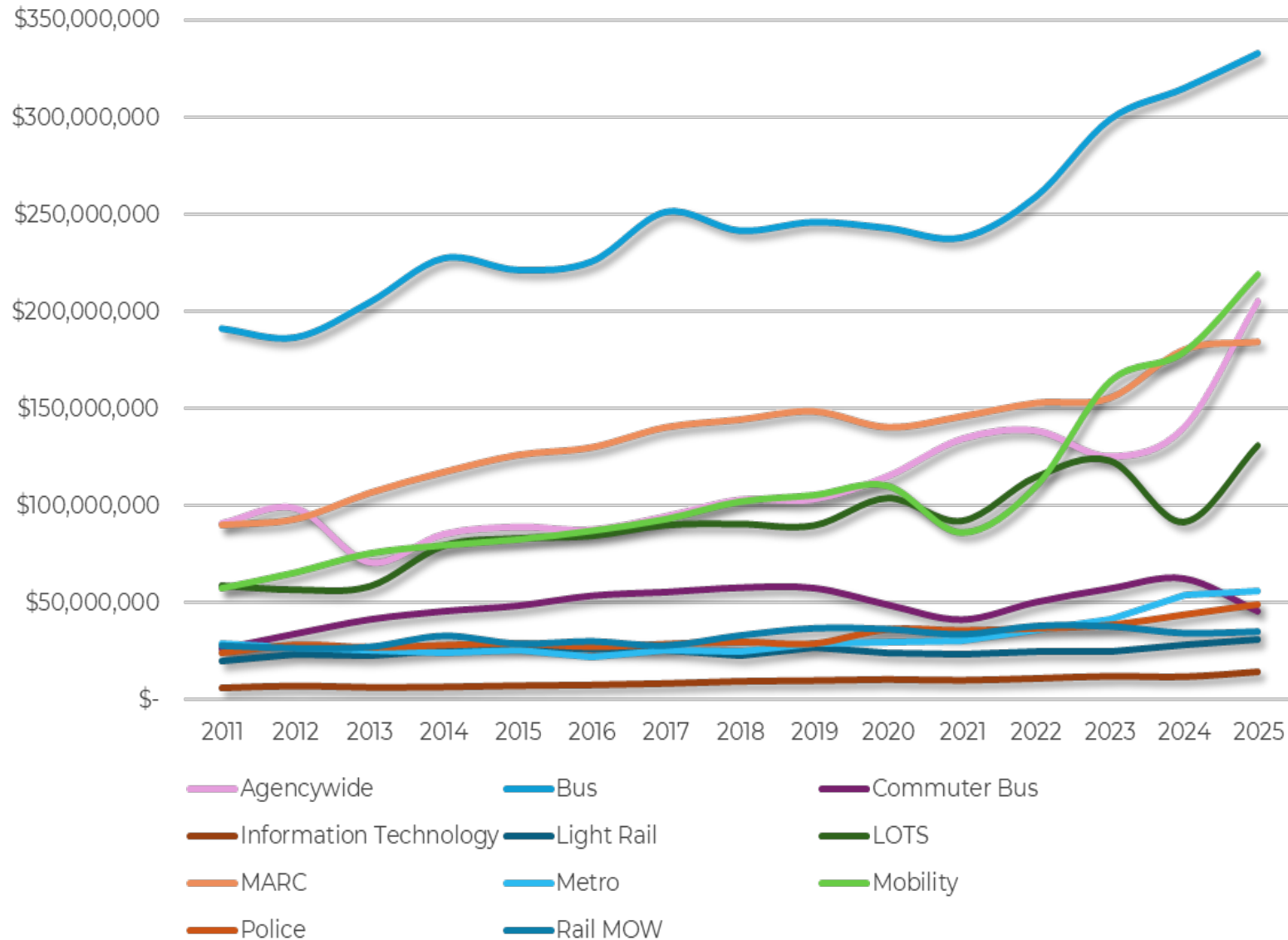
- Other than Purple Line, capital expenditures by mode have been fairly consistent over the last 10 years
- In the current draft CTP, MARC and Light Rail funding increase significantly to support NEC major project commitments and Light Rail Modernization Program, while other modes remain more steady
 - MARC increases from an average of \$57M to \$163M annually
 - Light Rail increases from an average of \$31M to \$197M annually



MTA Operating Expenditures 2011-2025

Mobility, Core Bus, Agencywide, and MARC accounted for the highest growth in Operating expenses

Mode	Growth 2011-2025	
Mobility	\$ 161,549,337	281%
Bus	\$ 141,767,764	74%
Agencywide	\$ 114,247,557	126%
MARC	\$ 93,770,875	104%
LOTS	\$ 72,152,686	123%
Metro	\$ 26,891,853	93%
Police	\$ 25,222,219	105%
Commuter Bus	\$ 19,121,100	72%
Light Rail	\$ 10,717,683	53%
IT	\$ 8,449,155	146%
Rail MOW	\$ 7,397,483	26%





Amalgamated Transit Union

10000 New Hampshire Avenue, Silver Spring, MD 20903-1706
(301) 431-7100 Fax (301) 431-7117

Office of the International President

Memorandum

To: Workgroup on the Reorganization of the MTA

From: Monica Kristin Blair, PhD

Date: October 7, 2025

Subject: Potential Creation of a Baltimore Regional Transit Authority

The Amalgamated Transit Union (ATU) is the largest labor union representing transit workers in the United States, Canada, and Maryland. Founded in 1892, the ATU today is comprised of more than 200,000 members, including metropolitan, interstate, and school bus drivers; paratransit, light rail, subway, streetcar, and ferry operators; mechanics and maintenance workers; and other allied transit workers.

In Baltimore, ATU Local 1300 represents over 3,100 operators and maintenance employees at the Maryland Transit Administration (MTA). ATU Local 1764 represents over 750 paratransit employees at the MTA's contracted paratransit providers. ATU Local 689 represents nearly 200 transit workers at MTA Commuter Bus contractors. Our members play a critical role in keeping Baltimore moving, getting workers to their jobs, students to their schools, and the elderly and people with disabilities to vital work, social, and medical appointments. As frontline workers, our members have a unique view of the challenges facing the current system.

I. One Unified Transit System for Baltimore

A successful Baltimore Regional Transit Authority (BRTA) must have a strong focus on the city's core service area connecting Baltimoreans, especially those who are transit dependent, to jobs, schools, medical centers and other important destinations. Because of historical divestment in Baltimore, ATU is concerned that some service area definitions could pull focus away from the critical work of building an integrated, unified regional transit system centered on the core service area. An effective regional transit system would unite and build up current MTA service (including contracted paratransit work) with the Charm City Circulator, the Baltimore County Loop, and core regional routes that connect Baltimore City to surrounding jurisdictions. Placing these services (both in-house and contracted work) under one governance structure would alleviate regional fragmentation and ensure the MTA and/or its successor authority can provide seamless transit planning and coordination to the Baltimore area. The BRTA should also have the ability to evaluate contracted out services and transition them to an in-house model when doing so will improve service quality and reliability, employees' wellbeing, and community control over the service.

Potential Creation of a Baltimore Regional Transit Authority

October 6, 2025

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A successful BRTA also requires a governing board of stakeholders dedicated to providing robust public transit service to the communities that rely on transit the most. Fears over urban divestment are not idle ones; tensions between cities and suburbs are common among regional transit governance boards. For example, the Texas legislature, with support from suburban cities, introduced a bill this year to allow Dallas area member cities to reduce their contributions to Dallas Area Rapid Transit (DART) and let those cities use the money to fund different types of local infrastructure.¹ A Florida legislator has likewise promised to introduce a bill to the Florida Legislature next year that would dismantle the Hillsborough Area Regional Transportation Authority (HART) and replace it with a Tampa-city only district to reduce property taxes for suburban residents.²

These urban/suburban dynamics are not unique to Republican-controlled states. Chicago's suburban counties have been misusing the Regional Transit Authority (RTA) sales tax to fund roads and public safety for decades. In FY 2023, DuPage County raised \$67.9 million in RTA sales tax money, and only 2.9% of that revenue went to transit. Suburban counties in the Chicago area continue to divert RTA revenue away from mass transit towards roads and public safety even as their RTA faces a looming \$730 million deficit.³ To ensure that Baltimore residents have a strong voice in their own governance and that transit funding is not redirected towards other priorities, the Workgroup should ensure that the BRTA board is primarily composed of members that represent Baltimore's core service area.

Creating an independent BRTA and fragmenting transit planning in Maryland also runs counter to broader good governance trends in transportation. In Illinois and California, state legislatures are currently considering bills that would strengthen and consolidate, rather than break apart, transit administrations. Consolidation allows for greater cost efficiencies, well-coordinated short and long-term transit planning, and better customer service experiences through united fare instruments, schedules, and customer information. For this reason, recent scholarship on transit governance has focused on mitigating fragmentation and increasing coordination between transit providers.⁴ Transit workers and riders currently reap the benefits of transit consolidation,

¹ TX H.B. 3187, 2025, <https://capitol.texas.gov/tlodocs/89R/billtext/pdf/HB03187L.pdf#navpanes=0>. Olla Mokhtar, "North Texas mayors ask governor to take up DART funding, governance in special session," KERANews, July 22, 2025, <https://www.keranews.org/government/2025-07-22/north-texas-mayors-governor-dart-special-session-legislature>.

² Shauna Muckle, "More transit for Tampa, less for others? New bill would overhaul HART: The idea comes from Hillsborough County Republicans seeking to lower property taxes. Others worry about service cuts," *Tampa Bay Times*, Aug. 28, 2025, <https://www.tampabay.com/news/transportation/2025/08/28/property-taxes-tampa-transit-hart-streetcar-michael-owen-joshua-wostal-florida/>.

³ Marni Pyke, "How much of your county's transit sales tax dollars are going to transportation? It ranges from 3% to 100%," *Daily Herald*, Oct. 20, 2024, <https://www.dailyherald.com/2024/10/20/transportation/how-much-of-your-countys-transit-sales-tax-dollars-are-going-to-transportation-it-ranges-from-3-t/>.

⁴ American Public Transportation Association, "Regional Organizational Models for Public Transportation," Jan. 2011. Rivasplata et al, "Governing Structures for Successful Regional Transit Coordination and their Formation," Mineta Transportation Institute, Sept. 2024. Weinreich et al, "Overcoming Local Barriers to Regional Transportation: Understanding Fragmentation from an Institutional Framework," Center for Transportation Equity, Decisions, and Dollars, 2018.

Potential Creation of a Baltimore Regional Transit Authority

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coordination, and planning under the MTA, and any reorganization of transit governance in Maryland should preserve those benefits by ensuring that the BRTA sits within the larger employment and governance structure of the MTA.

II. Dedicated State Funding and New Local Funding for Public Transit

If the Workgroup recommends the creation of a BRTA, Maryland should guarantee, by statute, that it will continue to fund Baltimore regional transit at or above existing funding levels and empower the BRTA to levy additional local taxes to increase the budget for mass transit in the region. There is a clear, demonstrated need for additional funding for transit in Baltimore. The BMORE BUS plan identified \$1.1 billion in additional funding needed to enhance the Baltimore City bus network.⁵ 25,000 students rely on MTA service to get to school every day, and the average Baltimore City student's trip to school on mass transit takes about 40 minutes, more than twice the commute of Baltimore County students. What's more, 1 in 4 buses that students try to board in the morning are late or don't show up at all.⁶ The last major expansion of Baltimore regional public transit was in the 1990s, and the abrupt cancellation of the Red Line in 2015 was a catalyst for the governance reforms now under consideration.⁷ But reform without new revenue will not solve Baltimore's public transit needs, and any governance changes need to be accompanied by new funding streams dedicated to mass transit.

A successful BRTA requires the power to assess new local taxes that will improve and expand mass transit in Baltimore's core service area. Voters routinely support increasing public transit funding. In 2024, voters approved 87% of the public transit funding initiatives on ballots across the country, greenlighting over \$25 billion in public transportation funding.⁸ It is crucial that the Legislature ensure that any revenue raised by a BRTA is put into a mass transit lockbox, to guarantee that funding goes towards the service that voters approved.

Equally importantly, new funding mechanisms for Baltimore area transit must not become an excuse to diminish state support for public transit in the region. Maryland already guarantees annual funding for the Washington Metropolitan Area Transit Authority (WMATA), and it must

⁵ Daniel Zawodny, "MTA releases new visions—and price tag—for what Baltimore's bus service could be," *Baltimore Banner*, June 17, 2025, <https://www.thebanner.com/community/transportation/mta-baltimore-new-plan-35ANFZIRPFDEXASPL77AA46MJY/>. Maryland Transit Administration, "BMORE BUS: A Vision for Bus Service in the Baltimore Region," June 2025, <https://www.mta.maryland.gov/bmorebus#resources>.

⁶ Liz Bowie and Greg Morton, "Transit nightmare: Thousands of Baltimore kids can't get to school on time," *Baltimore Banner*, Feb. 18, 2025, <https://www.thebanner.com/education/k-12-schools/baltimore-city-school-buses-HF3HHWC67ZF7BCRJ66WMB3VWDI/>.

⁷ Eno Center for Transportation Studies, "Transit Reform for Maryland: New Models for Accountability, Stability, Equity," Nov. 2020, <https://enotrans.org/eno-resources/transit-reform-for-md/>. Baltimore Metropolitan Council, "Baltimore Regional Transit Governance & Funding Workgroup Report," Jan. 2023, <https://baltometro.org/transportation/planning-areas/transit-governance-funding/>.

⁸ American Public Transportation Association, "Post Election Snapshot: Voters Greenlight \$25+ Billion in Public Transportation Ballot Measures Across U.S. in 2024," Nov. 6, 2024, <https://www.apta.com/news-publications/press-releases/releases/post-election-snapshot-voters-greenlight-25-billion-in-public-transportation-ballot-measures-across-u-s-in-2024/#:~:text=Last%20night%20has%20already%20proved,and%20easier%20future%20for%20communities>.

Potential Creation of a Baltimore Regional Transit Authority

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do the same for Baltimore if the state chooses to create a BRTA. State funding for the new entity should be tied to the consumer price index, or the state's investment will shrink in real world terms year-over-year. This funding is a sound investment, as public transit has a 5-to-1 economic return.⁹ Baltimore transit is severely underfunded, and embracing reform without new revenue streams will not solve the problems that plague the region. To be successful, the BRTA should be empowered to levy local taxes and be supported by legally required state contributions that are at or above current MTA funding levels.

III. Protecting the Rights of Transit Workers and Ensuring Federal Funding and Regulatory Compliance

Any new authority must become the successor to all the MTA's collective bargaining agreements, 13(c) arrangements, and pension obligations to ensure that our members' rights are preserved during restructuring. The Maryland Transportation Code currently protects the rights of union workers at the MTA, and if a new authority is created, the Legislature must continue to protect and strengthen the rights of transit workers in the state. Local 1300's collective bargaining rights are enshrined into the MD Transportation Code § 7-601-607.¹⁰ The statute guarantees Local 1300's right to collectively bargain with the Administration, to receive automatic cost-of-living wage adjustments, to resolve labor disputes by binding arbitration, and to earn a pension. Similar statutes must apply to any new entity created through governance reform.¹¹

Protecting transit workers' rights is not just a matter of good policy, it is required to comply with federal regulations and maintain FTA grant eligibility. Section 13(c) of the Urban Mass Transportation Act of 1964 was designed to protect the bargaining rights of transit workers when agencies are restructured. If an agency fails to comply with 13(c), the federal government will withhold the agency's FTA funds. If a new Baltimore regional transit authority is created, the BRTA must be the legal successor to all MTA 13(c) arrangements not related to MARC or it will not be eligible for federal transit funding. Maryland statute already mandates that MTA comply with 13(c) in Transp. § 7-605.¹² If a new entity is created, it must also be obligated to comply with 13(c) and be required by statute to be a legal successor to all the MTA's 13(c) arrangements not related to MARC.

13(c) is enshrined in federal law, but Maryland is a state that stands up for the rights of workers, and therefore it should ensure that it also has an independent state statute that provides protection for mass transit employees affected by MTA governance reform. Current Maryland statute already includes similar carryover rights for workers who are employed by transit facilities or systems that the MTA acquires. If the MTA acquires a transit system, it is legally obligated to transfer and employ all existing employees of the system who are necessary for its operation and to give those employees credit for seniority, sick leave, vacation, insurance, and pension benefits

⁹ American Public Transportation Association, "2025 Public Transportation Fact Book," 2, <https://www.apta.com/wp-content/uploads/APTA-2025-Public-Transportation-Fact-Book.pdf>.

¹⁰ Maryland Code, Transp. § 7-601.

¹¹ Maryland Code, Transp. § 7-601-603.

¹² Maryland Code, Transp. § 7-605.

Potential Creation of a Baltimore Regional Transit Authority

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in accordance with the labor agreements from the acquired transportation system.¹³ The MTA is also legally obligated to assume the obligations of the acquired system as to wages, salaries, hours, working conditions, sick leave, and health, welfare, pension, and retirement provisions for employees.¹⁴ If a BRTA is created, there should be a similar statute that guarantees that all employees represented by unions that bargain with the Maryland Transit Administration shall continue to be employed by any successor-employer and that the successor-employer shall become the legal inheritor of MTA's collective bargaining agreements and the rights, privileges, and benefits therein.

It is especially vital that transit workers in Maryland retain rights to the pensions that they have negotiated with the Maryland Transit Administration and have earned through their years of service on behalf of riders. The Maryland Transit Administration Pension Plan is an independent pension fund governed by its own Pension Board. The MTA Pension Plan's assets are managed by the Maryland State Retirement and Pension System (MSRPS) on a pooled basis.¹⁵ This structure is enabled by Maryland state law. The Maryland Transportation Code allows the MTA to establish and maintain an independent system of pensions and retirement benefits for its employees, and to participate in the Employees' Pension System of the State of Maryland.¹⁶ This structure supports the federally protected bargaining rights of Maryland transit workers while simultaneously allowing the state to take advantage of the MSRPS's large-scale investment practices and expertise. This structure must be maintained if a new regional transit authority for the Baltimore region is created.¹⁷

IV. Conclusion

We thank the Workgroup for their careful consideration of the Maryland Transportation Authority's governance structure and for working to improve public transit service across the state. We look forward to continuing to work together to assess the best possible governance model to support safe, efficient, and reliable public transit in Maryland.

/mkb

c: Mike McMillan, President/Business Agent, ATU Local 1300
Raymond Jackson, President/Business Agent, ATU Local 689
Raenelle N. Cole, President/Business Agent, ATU Local 1764
Dan Smith, General Counsel, ATU
Andrew Gena, Director of Strategic Research, ATU
Brian Wivell, Director of Special Projects, ATU Local 689

¹³ Maryland Code, Transp. § 7-607.

¹⁴ Maryland Code, Transp. § 7-607.

¹⁵ "Maryland Transit Administration Pension Plan, Financial Statements and Required Supplementary Information Together with Independent Auditor's Report, For the Fiscal Year Ended June 30, 2024," <https://www.mdot.maryland.gov/OOF/MDOTMTA-FY24-Pension-Report.pdf>.

¹⁶ Maryland Code, Transp. § 7-206.

¹⁷ Maryland Code, Transp. § 7-606.