MANAGING YOUR SYSTEM INTO THE FUTURE: ASSESSING UTILITY FINANCIAL HEALTH AND RATE SETTING OBJECTIVES

Tribal Utilities Funding Forum May 16, 2023

Hope Thomson Project Director Environmental Finance Center

TRAINING OBJECTIVES

- Review basics of water & wastewater system finances
- Learn standard measures of financial health
- Introduce rate setting philosophies
 - Calculate base and volumetric charges to cover the full cost of providing services
 - Demonstrate the impact of pricing structures on different customers
 - Discuss factors impacting your pricing assumptions

Image: School of governmentImage: School of governmentImage



Supporting fair, effective, and financially sustainable delivery of environmental programs through:

- Applied Research
- Program Design and Evaluation
- Teaching and Outreach
- Advising
- Policy Analysis



Protecting water resources and supplying highest quality drinking water Providing basic services that everyone in the community can afford

2

Environmental & Health

Public Service



Protecting water resources and supplying highest quality drinking water Providing basic services that everyone in the community can afford

2

Environmental & Health

Public Service

Putting sustainable business practices into action

Public Enterprise

To serve all these purposes, water/wastewater systems need to be sustainably financed – *how you pay for it matters!*



WATER AND WASTEWATER AS ENTERPRISE FUNDS



- Self-sufficiency
- Separated from other funds
- REVENUES collected = COSTS expended
- Avoid or minimize transfers⁸

THREE TYPES OF COSTS

 Operating Costs—what you need to run the system day in and day out

THREE TYPES OF COSTS

- Operating Costs—what you need to run the system day in and day out
- Capital Costs rehabilitation and replacement of existing infrastructure and new infrastructure

THREE TYPES OF COSTS

- Operating Costs—what you need to run the system day in and day out
- Capital Costs rehabilitation and replacement of existing infrastructure and new infrastructure
- Debt Service—what you owe on loans and bonds

TWO TYPES OF REVENUES

- System Income—Money from rates, tap fees, system development charges, grants, penalties, other sources
 - Note: To be a pure enterprise fund, not taxes (unless explicitly permitted).

TWO TYPES OF REVENUES

- System Income—Money from rates, tap fees, system development charges, grants, penalties, other sources
 - Note: To be a pure enterprise fund, not taxes (unless explicitly permitted).
- Debt—Money from bonds and loans

MANY TYPES OF RESERVE FUNDS

- Capital Reserve Fund—Infrastructure rehabilitation and replacement
- Repair Fund—Known, ongoing maintenance issues
- Emergency Fund—Unknown, unanticipated maintenance issues
- Rainy Day Fund—Unexpected revenue shortfalls₁₄

WATER SYSTEM FINANCE DIAGRAM



BUDGETS SHOULD REFLECT THE GOALS OF THE GOVERNING BODY

- Appropriation of funds
- Measuring and promoting financial and operational performance
- Setting rates and fees
- Public education



BUDGETING FOR THE FULL COST

Operations & maintenance expenditures

Taxes and accounting costs

Contracts

Long-term debt (principal and interest)

Contingencies for emergencies Reserves for capital improvement Indirect costs (fleet, buildings, shared expenditures, etc.)

Retirement

BUDGETING FOR THE FULL COST

Knowing all about the costs informs how much is needed in *revenues*

Contingencies for emergencies Reserves for capital improvement (fleet, buildings, shared expenditures, etc.)

Retirement

WATER & WASTEWATER ARE CAPITAL INTENSIVE

\$8.00 \$7.03 \$7.00 \$6.00 \$5.00 \$3.85 \$4.00 \$3.45 \$3.00 \$1.69 \$1.61 \$2.00 \$1.11 \$0.35 \$1.00 \$0.00 1-MuniWater 2-All NAWC 3-Large IOU 4-Electric 5-Tel Cos 6-Avg All Ind. 7-S&P 500

\$ of invested capital per one dollar of generated revenue

Source: Water Research Foundation, "Improving Water Utility Capital Efficiency" (2005 data)

ASSESSING FINANCIAL CONDITION



QUICK OVERVIEW OF FINANCIAL STATEMENTS



QUICK OVERVIEW OF FINANCIAL STATEMENTS

- Audited financial statements are produced at the end of each fiscal year and reflect only that fiscal year.
 - Ex post based on what actually happened
- Performed by a third-party
- Primarily interested in *enterprise funds or proprietary funds*
- Varying degrees of complexity, like budgets
- Alternatives:
 - balance sheets
 - shareholder reports
 - annual reports



KEY PERFORMANCE INDICATORS

• QUANTIFIABLE MEASURES OF PERFORMANCE

- Things we can measure
- Things that people care about
- Data is helpful

MEASURE PROGRESS

- Assess operational performance
- Set goals and understand growth
- IMPACTS INVESTMENT CAPACITY
 - Investors, particularly institutional investors, use to assess financial health
- INDICATIVE OF FINANCIAL HEALTH OF A COMMUNITY

FINANCIAL PERFORMANCE METRICS

Is your system self-sufficient?	Operating Ratio
Are you able to cover your debt service after paying for your day-to-day operations?	Debt Service Coverage Ratio
If your customers stop paying their bills, how long can you maintain operations?	Days Cash on Hand
Can your system meet its short-term obligations?	Quick / Current Ratio
How much of your utility's expected life has already run out (and how much is left)?	Asset Depreciation

OPERATING RATIO

- A measure of self sufficiency
- The revenue you get from daily operations, divided by the expenditures or expenses you make to keep operations running

= Operating Revenues Operating Expenses



THIS FUNNY THING CALLED DEPRECIATION

An accounting solution for a physical problem: aging infrastructure

You have a "cost" every year of your infrastructure wearing out, a percentage of its value

What is Depreciation?

Loss of value over time of an asset not restored by current maintenance

An economic fact for any water or wastewater system Value lost from both declining physical factors and functional or non-physical factors (obsolescence)









CAUSES OF DEPRECIATION

Physical Factors

Wear and tear resulting from use

Decay, rot, rust, and corrosion from the passage of time and the elements

Related to the extent that there is regular maintenance

Non-Physical Factors

Obsolescence due to new designs, innovations, and other improvements

Inadequacy to meet current demand

Changes in regulation

Source: AWWA's Financial Management for Water Utilities: Principles of Finance, Accounting, and Management Controls

OPERATING RATIO AND DEPRECIATION

- Including depreciation in your operating ratio
 - "Fully funding" depreciation allows you to have saved for replacement at the time replacement is needed

 Less necessary if you have a comprehensive capital improvement plan and are actively budgeting for future infrastructure

ASSET DEPRECIATION*

 A measure of how much of your total assets have already depreciated. As you approach 1.0, your system is near the end of its expected life.

Accumulated Depreciation

Gross Plant and Equipment

Benchmark? Don't get close to 1.0



*Caveat – This indicator is only as good as your depreciation schedule and even then historic pricing is likely to distort the results.

DEBT SERVICE COVERAGE RATIO

A measure of the ability to pay debt service
Often calculated by funders and debtors

Operating Revenues – Operating Expenditures (excludes depreciation)

Principal + Interest Payments on Long Term Debt

DAYS CASH ON HAND

•How long you can continue to pay for O&M without any additional revenues?

•Unrestricted Cash and cash equivalents are monies can be used for anything

Unrestricted cash and cash equivalents \times 365

Operating Expenses – Depreciation



QUICK/CURRENT RATIO

A measure of short-term liquidity: ability to pay your current bills

Quick Assets (unrestricted, excluding Inventories and Prepaid Items)

Current Liabilities

**changes daily – routine calculations help!



WHAT'S NEXT?

- Once we figure out where we are, how do we know where we are going?
- How do we estimate the future costs and revenues?
TOOL: FINANCIAL HEALTH CHECKUP

кеу	riela in the financial statement/CArk	2012	2015	2014	2015	2016	Instructions
[1]	Total Operating Revenues	\$ 3,984,193	\$ 3,965,968	\$ 3,901,253	\$ 4,459,727	\$ 5,074,590	Enter as shown in th
[2]	Total Operating Expenses	\$ 4,165,641	\$ 3,736,470	\$ 4,378,937	\$ 4,789,087	\$ 4,896,441	Enter as shown in th
[3]	Depreciation & Amortization Expenses	\$ 681,808	\$ 635,807	\$ 656,255	\$ 668,160	\$ 684,561	Depreciation and am
[4]	Debt Principal Payments	\$ 323,177	\$ 331,520	\$ 339,490	\$ 342,512	\$ 265,342	Enter \$0 if there wer
[4b]	Debt Interest Payments	\$ 55,289	\$ 53,350	\$ 47,011	\$ 38,474	\$ 147,909	Enter \$0 if there wer
[5]	Current Assets, excluding inventories, restricted cash, prepaids	\$ 6,614,237	\$ 4,004,526	\$ 4,756,504	\$ 5,362,317	\$ 7,808,389	Total Current Assets
[6]	Current Liabilities, excluding deposits & bond anticipation notes	\$ 1,247,456	\$ 456,465	\$ 425,164	\$ 750,171	\$ 691,223	Total Current Liabilit
[7]	Unrestricted Cash & Investments	\$ 6,297,233	\$ 3,406,963	\$ 4,149,266	\$ 4,929,329	\$ 7,580,205	Unrestricted Cash &
[8]	Total Accumulated Depreciation	\$ 12,976,114	\$ 13,611,921	\$ 14,268,176	\$ 14,936,336	\$ 15,620,897	Total accumulated d
[9]	Total Depreciable Capital Assets	\$ 30,575,353	\$ 30,686,885	\$ 30,867,768	\$ 30,994,872	\$ 31,291,993	Enter the total value

ne Total Operating ne Total Operating nortization are list re no debt service re no debt service minus all invento ties minus all refu Investments (and lepreciation on cap of capital assets



Assessment for Sample Utility



CALCULATING CHARGES

RATES & RATE SETTING



- Simple
- Based on expenses
- Cover full costs
- Fair, affordable & equitable

RATES & RATE SETTING



- Simple
- Based on expenses
- Cover full costs
- Fair, affordable & equitable



- Super-complicated
- Frozen in time
- Based on political desires
- Based upon neighbors

WATER SYSTEM OBJECTIVES





Bring in enough revenue to cover the full cost of running the water system:

- O&M
- Capital needs
- Debt service

Why do this?



Use pricing to encourage customers to reduce their water consumption



Use pricing to encourage businesses and agriculture to locate to your community or stay in your community



Ensure that all customers in your water system are able to afford enough water to live on

FULL COST PRICING



 GOAL: to have the charges for water cover the entire cost of running the water system today and into the future

 Many ways in which you can get to the right dollar figure

RATE SETTING PHILOSOPHIES



RATE SETTING PHILOSOPHIES

Jeff Hughes

The Science of Setting Water and Sewer Rates

- An increase in mergers and acquisitions
- Almost \$8 billion in assets and more than \$1 billion in annual revenues¹
- Changing regulations, affecting the bottom line
- A backlog in capital investment needs
- Interruptions in supplies that hurt revenues
- Loss of major customers
- Innovative pricing and customerrelations strategies
- Sagging revenues

typically fall on governing boards that were chosen not as business or technical experts but as representatives of their constituents on a broad range of matters.

The drought of 2002 brought two types of water stories to the headlines: (1) the struggles of many communities to maintain their water supplies and (2) the financial difficulties of many communities due to decreased sales. The response to the first type of circumstance was immediate and significant: an executive order requiring conservation, and statewide initiatives to examine current supplies. The response to the second type of circumstance has been less obvious and less pronounced. Table 1). These numbers are impressive. However, the projected numbers are staggering. According to a study by the North Carolina Rural Economic Development Center, the state will need more than \$11 billion in investments to meet its capital needs for water and sewer infrastructure over the next twenty years.²

In North Carolina, as throughout the country, numerous water and sewer enterprises owned by local governments benefited from the federal government's ambitious construction grants program of the 1970s (for the patterns of federal wastewater funding from 1970 to 2000, see Figure 1). Many local government officials fondly remember those days of

RATE SETTING EXERCISE

Small town with a water and wastewater system

Population: 1,100



Service Connections: 450





RATE OPTIONS TO COVER THE FULL COST OF PROVIDING WATER SERVICE

EXERCISE:

FOR THE EXERCISE



 In its pure form, everyone in the water system pays the same amount for access to the system, regardless of how much water they use



We charge A flat vitle of \$ 15,00 mouting PO-BOX 133 JACHOWNIE . . We ARE A Smoll town we do Not GAVE SewagE

Jacksonville, GA

In its pure form, everyone in the water system pays the same amount

Data needs: Total revenue requirement Number of accounts



PAYMENT FOR VOLUME OF PRODUCT RECEIVED

In its pure form, everyone in the water system pays for the volume of water received and only for the volume of water received



PAYMENT FOR VOLUME OF PRODUCT RECEIVED

WATER & SEWER RATES

In Town

- Water
- Sewer

Out of Town

- Water
- Sewer

- \$ 7.72 per 1000 gallons
- \$ 10.73 per 1000 gallons
- \$ 15.44 per 1000 gallons
 - \$ 21.46 per 1000 gallons

Troutman, NC

PAYMENT FOR VOLUME OF PRODUCT RECEIVED

In its pure form, everyone in the water system pays for the volume of

Data needs:
Total revenue requirement
Total gallons <u>sold</u>



PAYMENT FOR VOLUME OF PRODUCT RECEIVED



Total Gallons Sold

 In its pure form, all of the fixed costs of the water system would be covered by the base charge, and all of the variable costs would be covered by the volumetric rate



Readsboro, VT



62

FIXED VS. VARIABLE REVENUES AND EXPENSES



Revenues

Expenses

FIXE Revenues decrease when you EXPE sell less – often resulting in higher bills to continue to cover costs

Reven chang the an of wat used

Rate structures can be designed to better cover fixed costs including administrative and capital needs

nses

tant

Revenues

Expenses

- More information needed for this calculation
 - Total revenue needed to cover fixed costs
 - Total Accounts
 - Total revenue needed to cover variable costs
 - Total gallons sold

FOR THE EXERCISE





\$25 BASE CHARGE; REST FROM VOLUMETRIC RATES

Pick a base charge and see what the volumetric charge would need to be

\$25 BASE CHARGE; REST FROM VOLUMETRIC RATES

WATER & SEWER RATES AND FEE SCHEDULE EFFE(

IN TOWN

- WATER MINIMUM (1000 GALLONS) \$25.00
- SEWER MINIMUM (1000 GALLONS) \$25.00
- DISPOSAL FEE \$ 5.00
- ADDITIONAL WATER PER 1000 GALLONS \$ 6.15 Denton, NC

\$25 BASE CHARGE; REST FROM VOLUMETRIC RATES

What information do we need to make this calculation?

- Total Accounts
- Total Revenue Needed
- Total Gallons

\$25 BASE CHARGE; REST FROM VOLUMETRIC RATES 12 x 525 x 450 = \$135,000



71

DIFFERENT STRATEGIES

- A. \$63.79 base
- B. \$10.49 per 1,000 gallons
- C. \$54.08 base \$1.59 per 1,000 gallons
- D. \$25.00 base \$6.37 per 1,000 gallons


WHERE DO YOU THINK THE \$25 PER MONTH BASE CHARGE CAME FROM?

HOW DO RATE STRUCTURES IMPACT CUSTOMERS?







4,000 gallons/month



34,000 gallons/month

THE RATES

- \$63.79 base payment for access
- \$10.49 per 1,000 gallons payment for volume
- \$54.08 base
 \$1.59 per 1,000 gallons *fixed vs. variable*
- \$25.00 base
 \$6.37 per 1,000 gallons *pick a base charge*

	1,000 gallons/month	4,000 gallons/month	12,000 gallons/month	34,000 gallons/month
Payment for Access (Fixed Monthly Bill)	\$63.79	\$63.79	\$63.79	\$63.79
Payment for Volume of Product Received	\$10.48	\$41.92	\$125.76	\$356.32
Base Charge for Fixed Costs; Volumetric Charge for Variable Costs	\$55.67	\$60.44	\$73.16	\$108.14
\$25 Base Charge; Volumetric Charge for Rest	\$31.37	\$50.48	\$101.44	\$241.58

A BALANCED BUDGET?

Budget Expenses

	Account	Budget
19	30-810-01 W/S PROF. SERVICES	\$500.00
20	30-810-02 TOWN MANAGER SALARY	\$28,499.99
21	30-810-03 W/S EMPLOYEE SALARY	\$57,200.00
22	30-810-04 CLERK SALARY	\$37,251.88
23	30-810-05 FICA EXPENSE	\$8,703.00
24	30-810-06 W/S EMPLOYMENT TAX	\$975.00
25	30-810-07 W/S OVERTIME	\$4,500.00
26	30-810-08 MERIT BONUS	\$3,000.00
27	30-810-09 HOLIDAY/EMPLOYEE APREC	\$1,200.00
28	30-810-10 POSTAGE	\$2,700.00
29	30-810-11 Office Supplies/Repairs	\$4,700.00
30	30-810-12 PHONE	\$3,400.00
31	30-810-13 W/S UTILITES	\$30,000.00
32	30-810-14 TRAINING	\$2,400.00
33	30-810-15 Employee Screening	\$105.00
34	30-810-16 MAINT/REPAIR:SYST-EQUIP	\$30,000.00
35	30-810-17 Mayor Salary	\$1,800.00
36	30-810-18 Board Salary	\$10,500.00
37	30-810-20 W/S UNIFORMS	\$2,000.00
38	30-810-30 GAS AND OIL FOR VEHICLES	\$4,500.00
39	30-810-31 TIRES FOR VEHICLES	\$600.00
40	30-810-32 REPAIRS TO VEHICLES	\$1,000.00
41	30-810-33 SUPPLIES & MATERIALS	\$3,000.00
42	30-810-34 CHEMICALS AND SALT	\$20,000.00
43	30-810-45 CONTRACTED SERVICES	\$36,500.00
44	30-810-46 STATE PERMITS	\$1,700.00
45	30-810-48 DUES/SUBSCRIPTIONS	\$1,500.00
46	30-810-50 DEPRECIATION	\$0.00
47	30-810-54 INSURANCE	\$13,608.00
48	30-810-55 HOSPITAL INSURANCE	\$22,443.00
49	30-810-57 MISC EXPENSE	\$500.00
50	30-810-60 W/S - LGERS	\$9,272.00
51	30-810-70 WATER STUDY EXPENSES	\$24,000.00
52	30-810-74 Online Payments SVC	\$1,600.00
53	30-810-75 ARRA LOAN PRINCIPAL	\$8,875.00
54	30-810-76 PURCHASE WATER BILL	\$2,400.00
55	30-810-79 Banking Fees	\$500.00
56	30-810-89 CAPITAL OUTLAY NEW EQUIP	\$0.00
57	30-810-90 TRANSFER TO OTHER FUND	\$0.00
58	30-810-95 FINES AND PENALTIES	\$1,500.00
		\$382,932.87

Budget Revenues Budget Account 30-329-00 W/S INTEREST EARNED DEPOS \$0.00 1 30-334-00 CONTRIBUTIONS/DONATIONS \$0.00 30-335-00 W/S MISC. REVENUE \$700.00 \$9,187.87 30-336-00 FUND BALANCE APPROPRIATED 5 30-345-01 SALES TAX REFUND \$0.00 30-371-01 W/S CHARGES \$344,445.00 6 30-371-02 W/S ADJUSTMENTS \$0.00 8 30-373-00 TAP CONNECTIONS \$1,500.00 9 30-373-02 SERVICE CHARGES/CUT OFFS \$12,500.00 30-373-04 IMPACT FEES \$1,000.00 10 11 30-373-05 CAPITAL CONTRIBUTIONS \$0.00 12 30-374-00 Online W/S Payment Fee \$1,600.00 13 30-375-80 Contributed Capital - G.R.S.P. \$0.00 14 30-375-81 Contributed Capital Fund \$0.00 15 30-377-00 RBEG - Pump Station \$0.00 30-378-00 I&I Study Grant - Commerce \$12,000.00 16 17 30-385-00 SALE OF ASSETS \$0.00 18 30-386-00 TRANSFER FROM OTHER FUND +0.00 \$382,932.87

\$382,933 = \$382,933 But revenues and expenses can vary significantly from your budget!

WHAT CAUSES VARIATION?





Source: Orange Water and Sewer Authority, North Carolina



Source: Orange Water and Sewer Authority, North Carolina

BILL CORRECTLY



WHAT TO DO?

- Make multiple forecasts based on different assumptions
- Ideally, be conservative
- Don't forget price elasticity!
- Use tools to stress test projections
- Give decision makers options to consider

WATER AND WASTEWATER RATES ANALYSIS MODEL



Created by the Environmental Finance Center at the University of North Carolina, Chapel Hill Funded by the U.S. E.P.A. and the N.C. Department of Environment and Natural Resources

<u>http://efc.sog.unc.edu</u> or <u>http://efcnetwork.org</u> Find the most up-to-date version in Resources / Tools

CONTACT US

Environmental Finance Center The University of North Carolina at Chapel Hill

Hope ThomsonDr. IProject DirectorAsso919-962-8273919-hope.thomson@sog.unc.eduarel

Dr. El-Khattabi Associate Director 919-962-5795 arelkhattabi@sog.unc.edu



THE UNIVERSITY of NORTH CAROLINA at CHAPEL HILL

