

### Rate Setting for Infrastructure Funding

#### Tage Aaker – Project Manager Wyatt Zimbelman – Project Consultant

October 20, 2021













- Utility rate and fee consulting
- Utility management consulting
- Financial planning and analysis
- Economic services

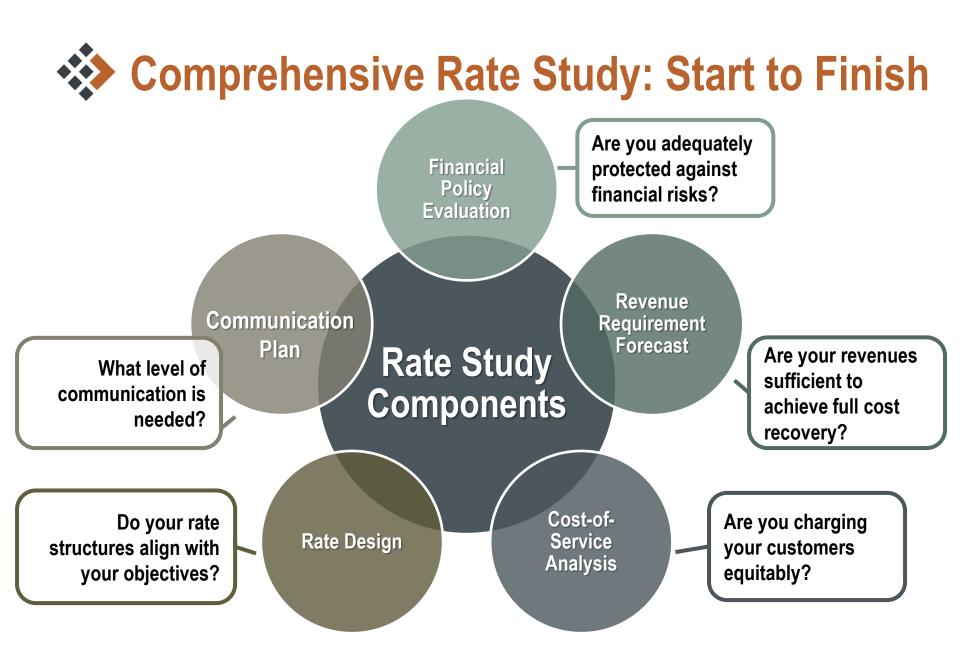


### Your Utility Is A Business

- Revenues need to cover utility costs
- Quantifies policies, priorities, and initiatives
- Tells the "true" cost of providing service

### Public Accountability

- Communicates impact of financial decisions
- Public meetings

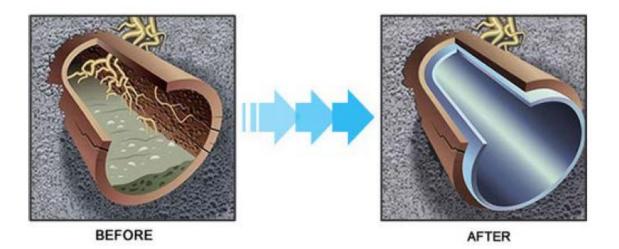


# The Infrastructure Funding Challenge





- Utilities must build, maintain, and replace infrastructure
- Long lived assets require long-term management
  - » Operational management: Condition assessments & maintenance
  - » Financial management: Saving money for repair and replacement





#### • CSI: Northwest Vision for 2040 Water Infrastructure

- » State and federal funding sources are shrinking
- » Budgets are under serious strain as systems age, costs escalate
- » Agencies not <u>setting aside enough funds</u> to replace aging assets
- » Proactive asset management encouraged

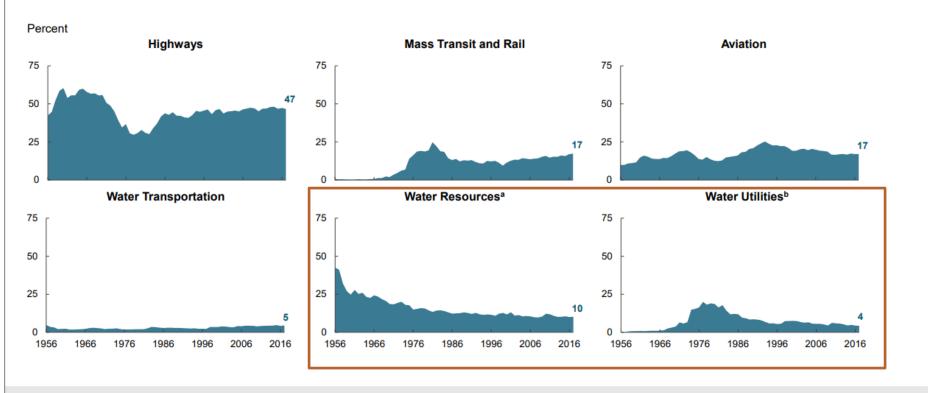
"Asset Management revamps the system-wide investment strategy looking years ahead. It is aimed at prioritizing the most cost-effective investments to maintain and operate infrastructure, and manage risk, to serve everyone in the community for the long-term. The practice offers a comprehensive perspective to strategically target operations, maintenance, and capital spending; it requires knowledge of the actual conditions of pipes, pumps, and other facilities..."

A Northwest Vision for 2040 Water Infrastructure: Innovative Pathways, Smarter Spending, Better Outcomes (2017) Infrastructure Crisis, Sustainable Solutions: The Evergreen State College, Center for sustainable infrastructure (2014)





### Federal Spending on Transportation and Water Infrastructure, by Type of Infrastructure, 1956 to 2017



Source: Congressional Budget Office, using data from the Office of Management and Budget and the Census Bureau.

a. Includes water containment systems (dams, levees, reservoirs, and watersheds) and sources of freshwater (lakes and rivers).

b. Includes water supply and wastewater treatment facilities.

Public Spending on Transportation and Water Infrastructure, 1956 to 2017; October 2018: https://www.cbo.gov/system/files/2018-10/54539-Infrastructure.pdf 11



#### • Funding available

- » Grants
- » Loans

### • 'Summary' document

- » Eligible projects / applicants
- » How to apply
- » Contact email and phone

#### Funding Programs for Drinking Water and Wastewater Projects

Updated 5-10-21

Type of Program	Pages
Planning/ Pre-Construction	2 - 5
Pre-Construction Only	6 - 7
Construction	8 - 12
Emergency	13 - 14

Document provided by Cathi Read at the Department of Commerce

# Infrastructure Funding Approach







#### American Water Works Association (AWWA) State of the Water Industry Report 2021



#### Table 2. Top 10 issues facing the water sector as ranked by all respondents, 2017–2021

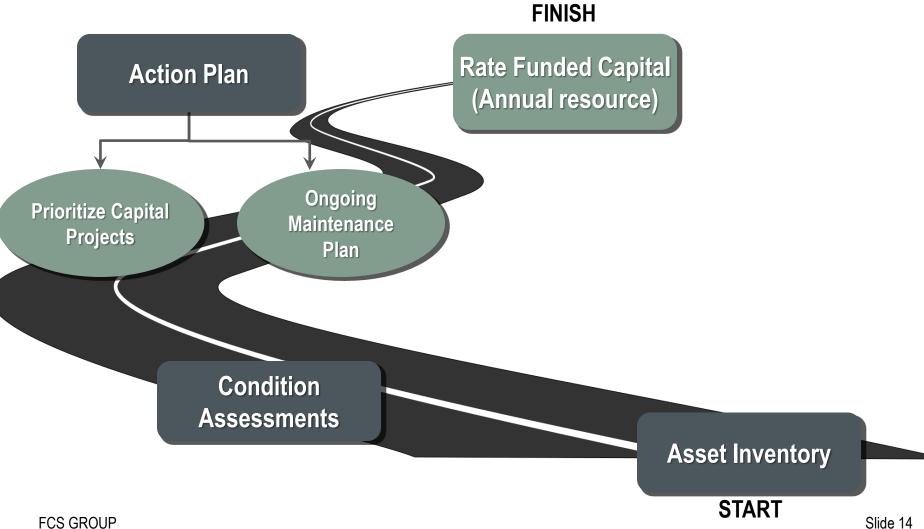
2021	Change	2020	2019	2018	2017
Renewal and replacement of aging water and wastewater	$\leftrightarrow$	Renewal and replacement of aging water and wastewater	Renewal and replacement of aging water and wastewater	Renewal and replacement of aging water and wastewater	Renewal and replacement of aging water and wastewater
Financing for capital improvements	$\leftrightarrow$	Financing for capital improvements	Financing for capital improvements	Financing for capital improvements	Financing for capital improvements
Long-term water supply availability	$\Leftrightarrow$	Long-term water supply availability	Long-term water supply availability	Public understanding of the value of water systems and services	Long-term water supply availability
Emergency preparedness	1	Public understanding of the value of water systems and services	Public understanding of the value of water systems and services	Long-term water supply availability	Public understanding of the value of water systems and services
Public understanding of the value of water systems and services	۰ <b>ب</b>	Watershed/source water protection	Watershed/source water protection	Public understanding of the value of water resources	Public understanding of the value of water resources
Watershed/source water protection		Public understanding of the value of water resources	Public understanding of the value of water resources	Watershed/source water protection	Watershed/source water protection
Public understanding of the value of water resources	+	Aging workforce/ anticipated retirements	Groundwater management and overuse	Aging workforce/ anticipated retirements	Emergency preparedness
Aging workforce/ anticipated retirements	Ŧ	Emergency preparedness	Aging workforce/ anticipated retirements	Public acceptance of future W/WW rate increases	Cost recovery (pricing water to accurately reflect the cost of service)



- Strain on existing revenue sources
- Operating costs increasing
- Additional regulatory burdens
- Little to no revenue "left over" after O&M & debt service
- Reserves being drawn down for operating deficit









#### • Questions to get started:

- » What do we own?
- » Where is it?
- » What did it cost to acquire?
- » What will it cost to replace it?
- » What condition is it in?
- » How long will the asset last?

#### • Why do we need this information?

- » Understanding replacement funding needs
- » Setting system connection charges (SDCs, GFCs, etc.)
- » 'Cost of Service Analysis' / equity analysis



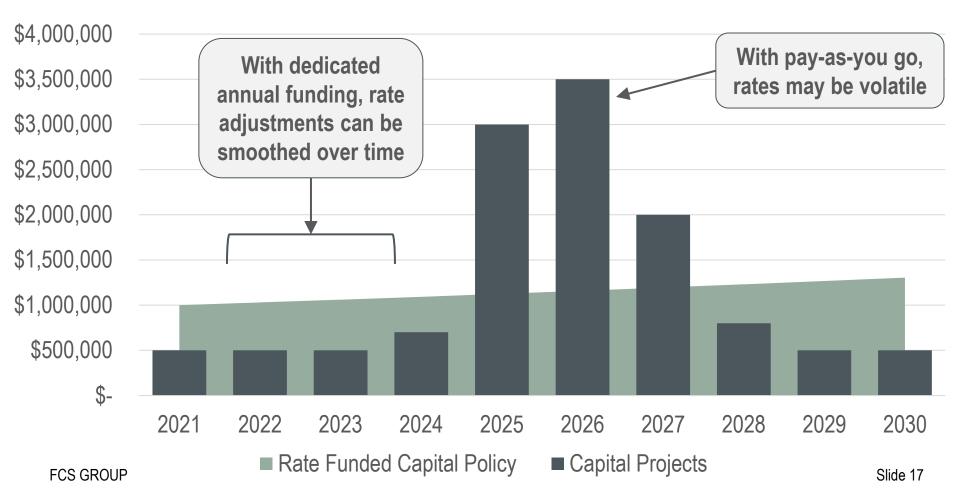


- Rate Funded Capital Policy what is it?
  - » An annual cash contribution from current rate revenue
  - » Pays for same-year repair & replacement projects... or
  - » Saved for future capital projects
- Policy Targets how much do we need?
  - » Original or replacement cost annual depreciation
  - » Average annual repair & replacement projects
  - » Asset management plan

#### **Build 'Rate Funded Capital' into annual revenue needs**



- Annual capital spending may not be uniform
- May need to supplement with reserves, connection charges, and debt



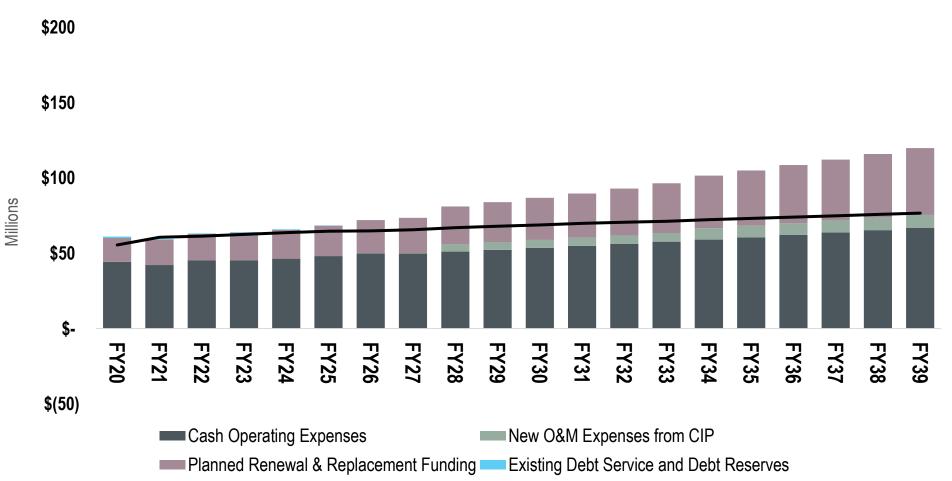


Summary of Operations	2021	2022	2023	2024
Existing Rate Revenues	\$ 3,000,000	\$ 3,000,000	\$ 3,000,000 \$	3,000,000
Rate Revenues from Increases	-	500,000	1,000,000	1,500,000
Operating Expenses	(2,800,000)	(2,880,000)	(2,970,000)	(3,060,000)
Existing Debt Service	 (200,000)	 (200,000)	 (200,000)	(200,000)
Revenue Available For Capital	\$ -	\$ 420,000	\$ 830,000 \$	1,240,000

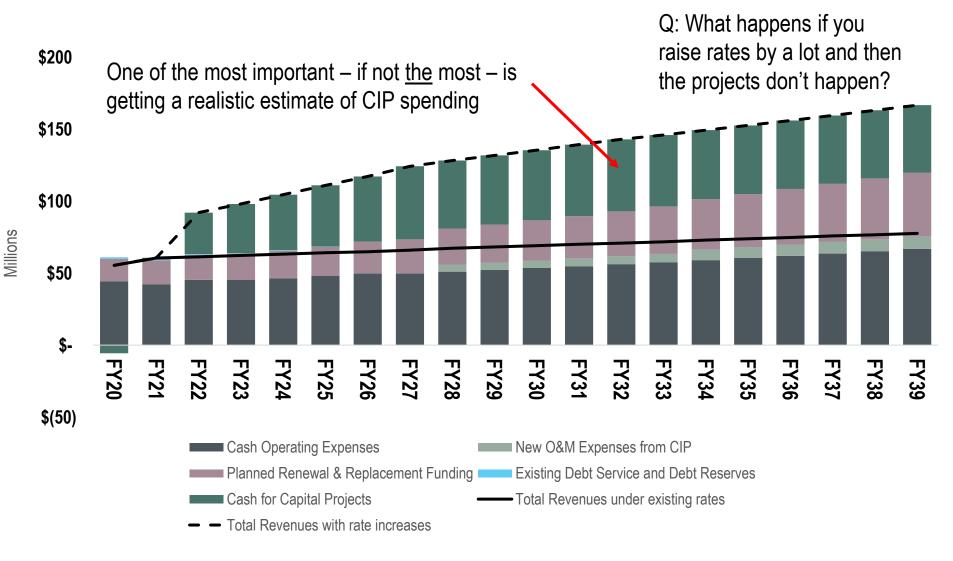
Capital Funding Strategy	2021	2022	2023	2024
Beginning Fund Balance	\$ 1,000,000	\$ 750,000	\$ 170,000	\$ 1,000,000
Connection Charges	250,000	250,000	250,000	250,000
Rate Funded Capital	-	420,000	830,000	1,240,000
Capital Projects	 (500,000)	 (1,250,000)	 (500,000)	 (2,000,000)
Ending Fund Balance	\$ 750,000	\$ 170,000	\$ 750,000	\$ 490,000

Rate Funded Capital greater than Capital. 'Bank' for next year.







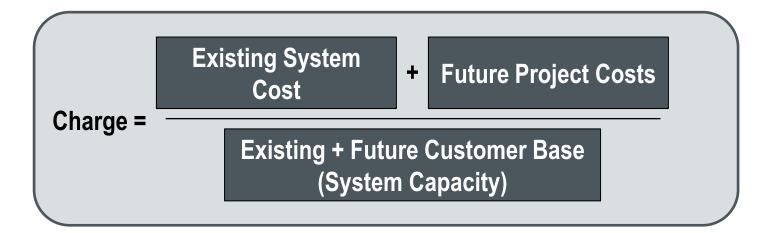


## **Connection Charges**





- a.k.a. GFCs, SDCs, CFCs, Hookup Fees
- One-time fee paid at the time of development / redevelopment
- Provides equity between existing and new customers
- Provide a source of capital funding as growth occurs



### Example Calculation and Schedule

- Existing + future costs: \$30 million
- System Capacity: 10,000 MCEs
  - » MCE = meter capacity equivalent
- Charge per MCE = \$3,000
- Many jurisdictions set 5/8" and 3/4" meters to same charge
  - » Minimum fire flow requirements

Meter Size	MCEs per Meter	SDC
		•
5/8"	1.00	\$ 3,000
3/4"	1.00	\$ 3,000
1"	2.50	\$ 7,500
1.5"	5.00	\$ 15,000
2"	8.00	\$24,000
3"	16.00	\$48,000
4"	25.00	\$75,000

### **Fiscal Policies**





- Help weather financial risk and disruptions
- Make consistent financial and rate decisions
- Can help stabilize rates over time
- Debt is useful; don't over-rely on debt
- Make decisions once versus ad-hoc
- Implement immediately or phase in?





Policy	Purpose	Policy Examples
Operating Reserve	Accommodate variations in revenue & expenses	Water = 90 days O&M Sewer = 45-90 days O&M Storm = 30 days O&M
Capital Reserve	Emergency repairs, unanticipated capital, & project cost overruns	1-2% of capital assets; or Critical asset reserve
Total Cash on Hand	Maintain credit worthiness for future debt needs	180 days of O&M
Rate Funded Capital	Annual rate funded capital mechanism	Annual depreciation; Average R&R capital spending
Debt Service Coverage	Compliance with existing debt covenants; Maintain credit worthiness	Target 2.0 or higher; Minimum 1.25



- Target typically equals a "number of days"
- For example 30, 45, 60, or 90 days
- Higher target for utilities with longer billing cycles / volatile revenue





Asset Group	Original Cost	
Supply/Treatment	\$20,000,000	
Storage	\$2,000,000	
Transmission & Distribution	\$12,000,000	1% of fixe
General Plant	\$1,000,000	\$350,000
Total	\$35,000,000	2% of fixe \$700,000

Note: Capital reserve target grows as utility adds assets



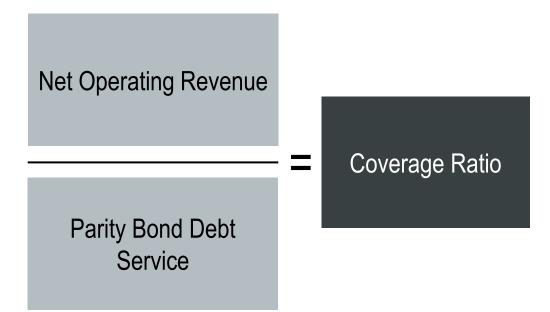
• Days cash on hand is a key metric for bond rating agencies

Debt Rating Target	Aaa	Aa	A
Days Cash	> 250 days	250 days ≥ n >	150 days ≥ n > 35
on Hand		150 days	days

Source: Moody's Approach to Local Government Credit Analysis; February 2019



- Bond rating agencies look favorably on coverage ratios > 2.0x
- Important to show that utilities can maintain that coverage ratio
  - » Rating agencies like to see a multi-year rate plan
- Net operating revenue can sometimes include connection charge revenue

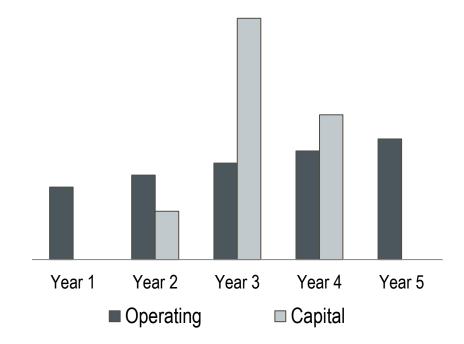


## **Revenue Requirement**





- Utility rates are set to recover the cost of providing service
- Financial policies
- Operating costs (regular / ongoing)
  - » Employee salaries and benefits
  - » Routine inspections & maintenance
  - » Professional services
  - » Utilities / power
- Capital costs (periodic)
  - » Infrastructure replacement
  - » Facility expansions and upgrades





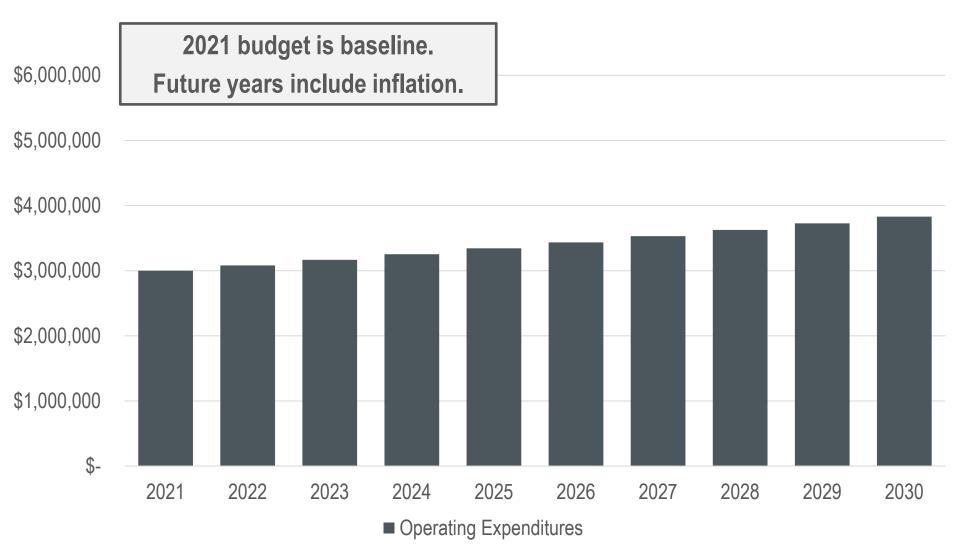
# Revenue Requirement

**Operating & Maintenance** 

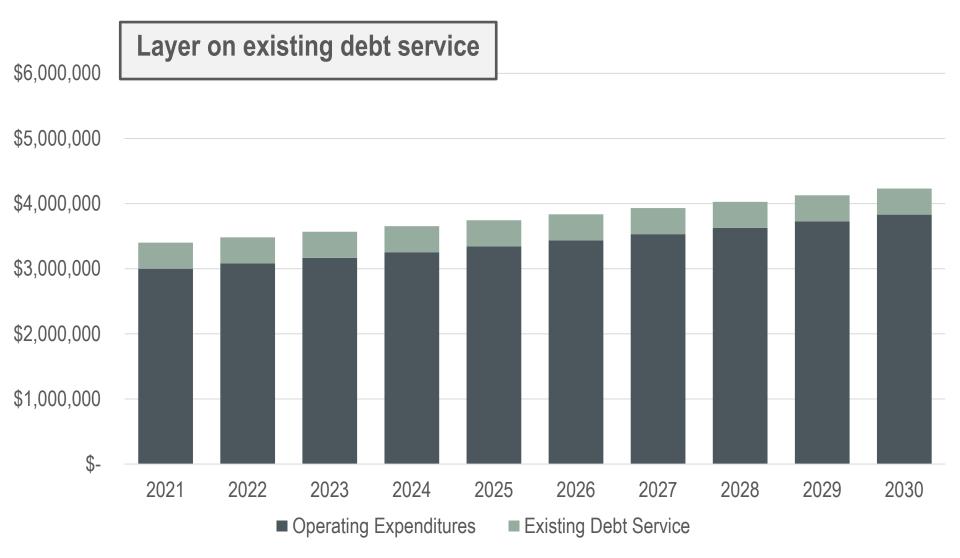
- + Debt Service
- + Rate Funded Capital
- = Revenue Requirement
- Miscellaneous Revenue
- = Revenue Required from Rates

- Current year budget + inflation?
- Increasing service levels?
- Vacancies?
- O&M increases due to capital program?
  - Cost efficiencies?
    - What about fund balance?
- Historical trends?
- Customer growth?
- Annexation?
- Seasonality?

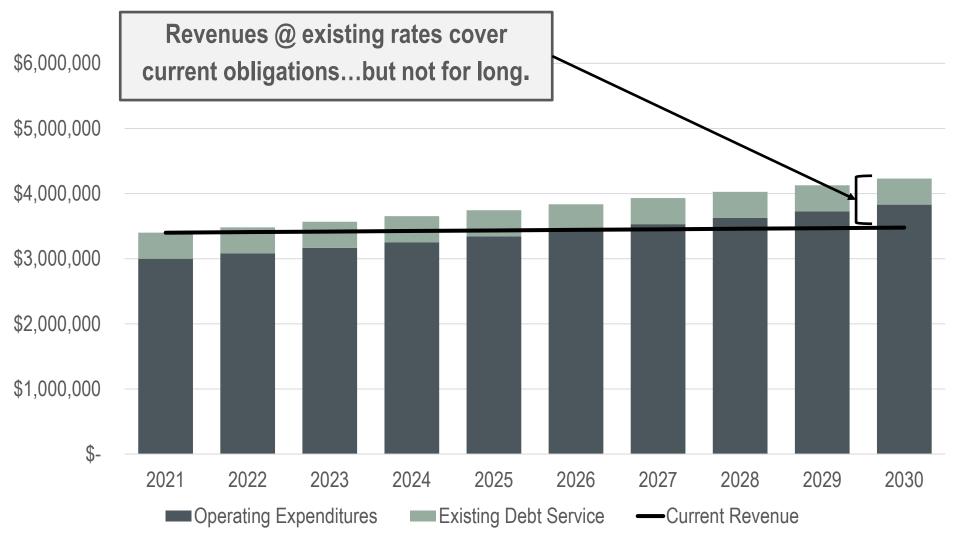




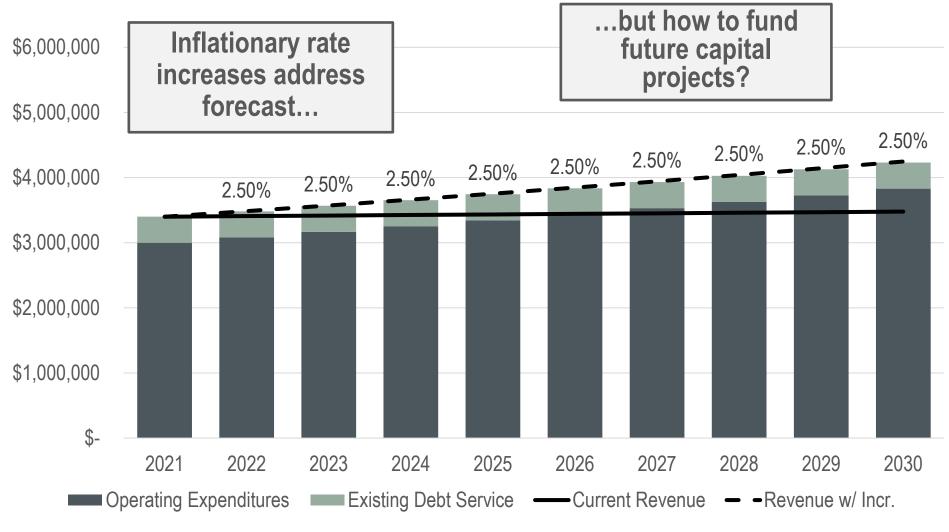








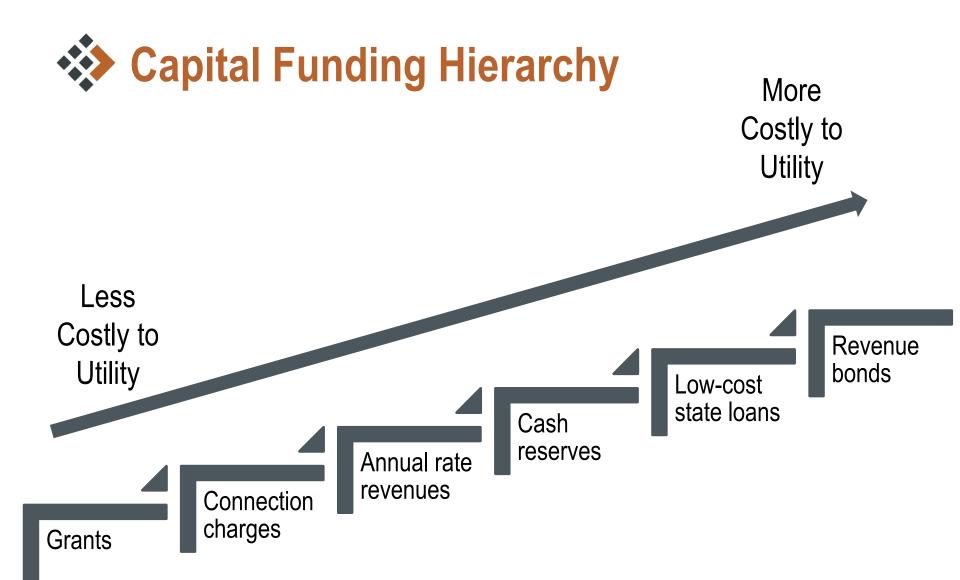




# Forecasting Tips for Capital Costs

- Year(s) of construction?
- Cost estimates current or escalated?
- Tackle high-priority capital projects first







Cash (pay-as-you-go)

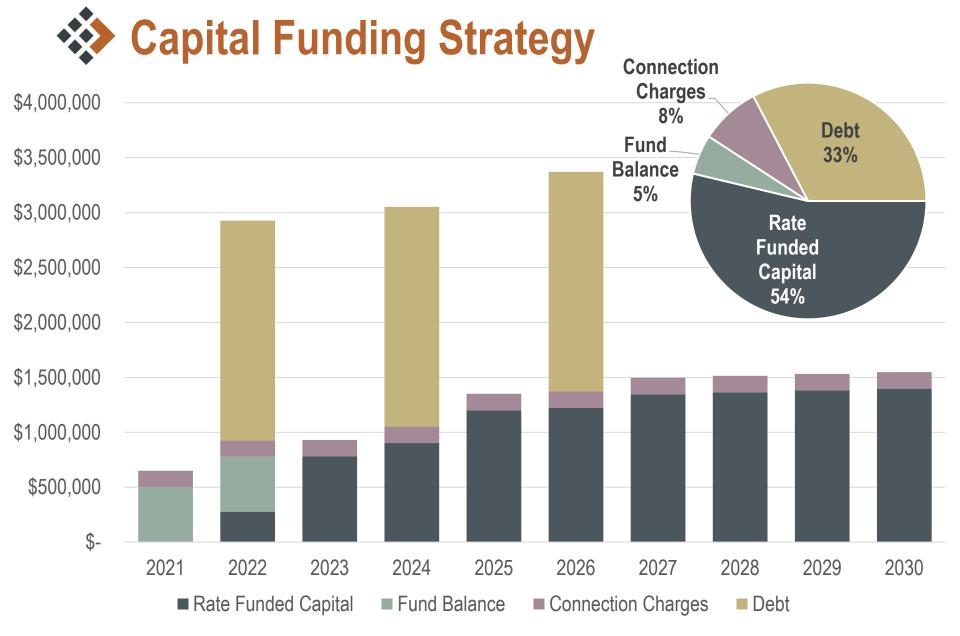
- Higher near-term rates
- Existing customers pay 100% of costs

**Debt Financing** 

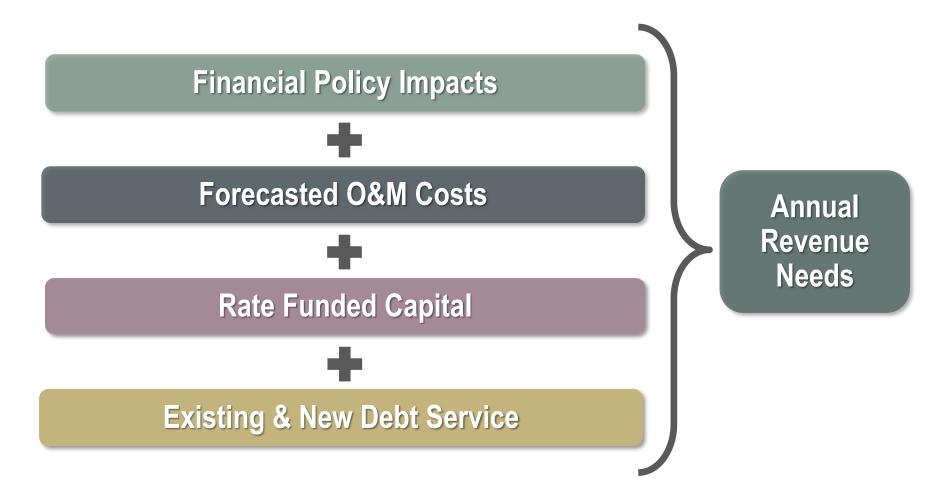
- Lowest near-term rates...but interest cost
- Spreads cost between existing / future customers

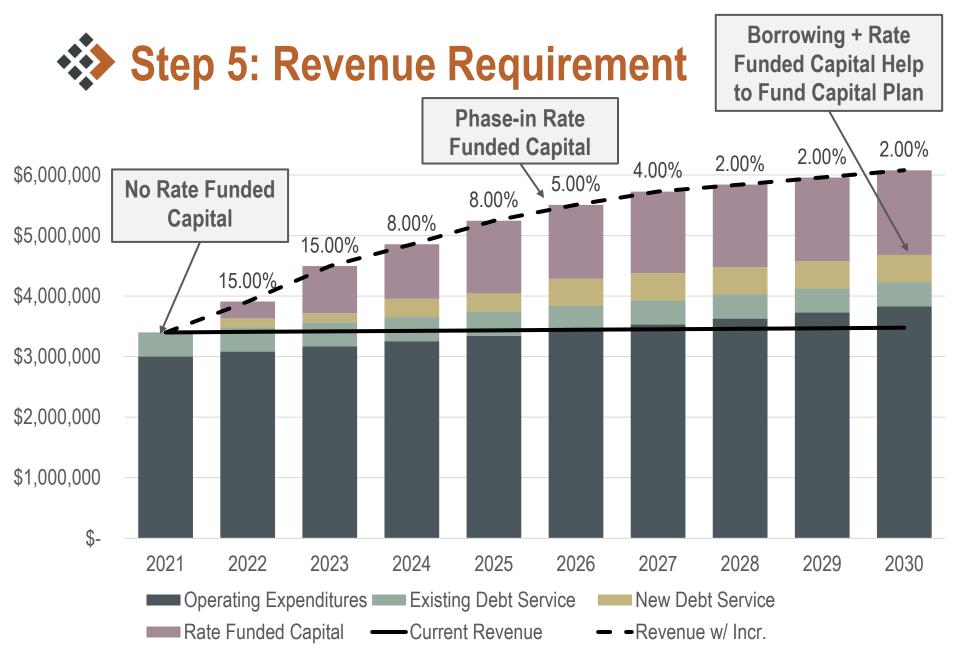
Hybrid

- Cash fund repair and replacement projects
- Debt fund large expansion projects







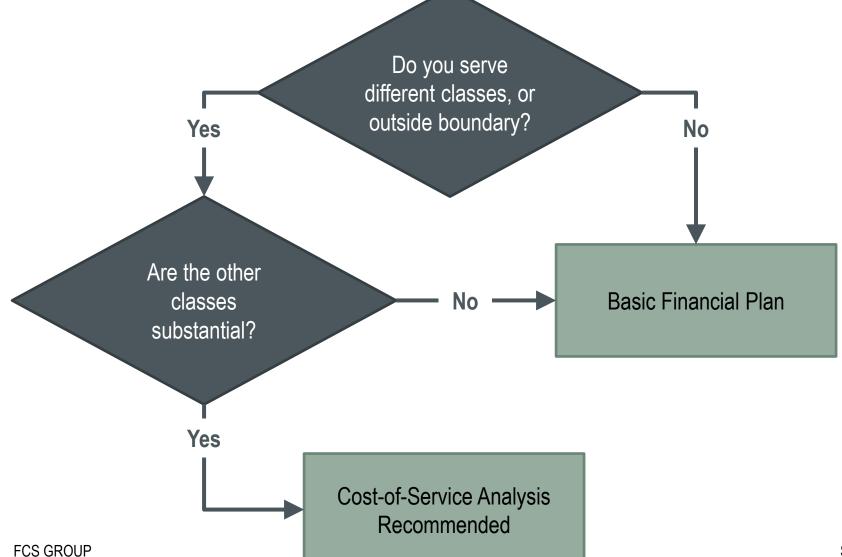




- Setting rates based on an index is not best practice
- However, if rates have not been evaluated in some time, consider increasing rates with general cost inflation
  - » Rates do not get too far behind cost curve
  - » Automatic process

Effective January 1st of each year, beginning on January 1, 20xx, the water rates listed in xxMC xx.xx.xxx shall be adjusted by the annual change in the most recent Seattle-Bellevue-Tacoma Consumer Price Index (Urban Consumers) published by the U.S. Department of Labor







- If no cost of service or rate structure change is needed...
  - » Simply apply indicated rate increases 'across-the-board' (ATB)
  - » E.g., both fixed and variable rates increase by 5% per year

Across-the-Board Rate Schedule	Existing 2021	ATB 2022	ATB 2023
Annual System-Wide Rate Increase		5.00%	5.00%
Fixed Charge per Customer	\$47.14	\$49.50	\$51.97
Volume Charge: per ccf of water usage	\$3.92	\$4.12	\$4.32

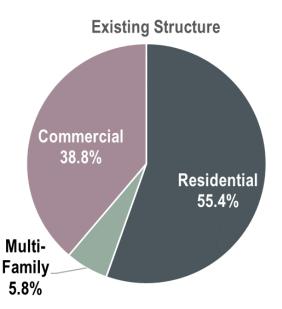
# **Cost of Service**





### **Revenue requirement: How big is the pie?**

### Cost of service: How should the pie be sliced?

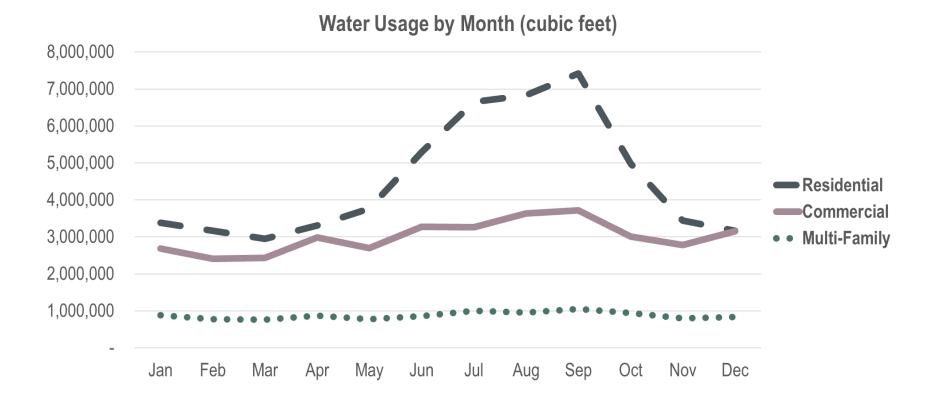


FCS GROUP



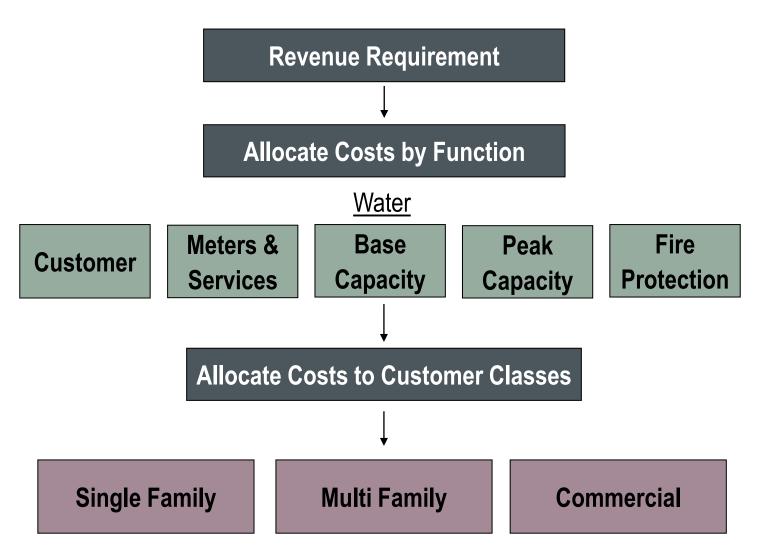
Single Family Residential (SFR)	<ul> <li>Typically largest customer group</li> <li>Relatively low usage per unit</li> <li>High peak demand</li> <li>Lowest fire flow requirement; domestic sewer strength</li> </ul>
Multi-family Residential (MFR)	<ul> <li>Lower usage per dwelling unit</li> <li>Usually master metered</li> <li>Relatively constant use</li> <li>Domestic sewer strength</li> </ul>
Commercial / Industrial	<ul> <li>Diversity in use per account</li> <li>Can have relatively constant use</li> <li>Highest fire flow requirement</li> <li>Varying sewer strength</li> </ul>
Parks, Irrigation, & Agriculture	<ul> <li>Often smallest customer classes in terms of accounts</li> <li>Majority of use in peak season</li> <li>No fire flow requirement</li> <li>Economic sensitivity</li> </ul>





FCS GROUP







#### Commercial customers

» 9% of accounts but 42% of annual consumption

Customer Costs					\$ 146,421
	Allocati	on Basis			
Customer Classes	Accounts	% Share	Alloc	ated Cost	Cost per Account per Month
Residential	6,951	87.8%	\$	128,506	\$1.54
Multi-Family	221	2 8%	\$	4,092	\$1.54
Commercial	748	9.4%	\$	13,824	\$1.54
TOTAL	7,920	100.0%	\$	146,421	\$1.54

Base Demand	\$ 2,651,532			
	Allocatio	on Basis		
Customer Classes	Total Annual Usage	% Share	Allocated Cost	Cost per Account per Month
Residential	54,388,376	53.4%	\$ 1,415,132	\$16.97
Multi-Family	4,750,251	4 7%	\$ 123,597	\$46.54
Commercial	42,768,841	42.0%	\$ 1,112,803	\$124.01
TOTAL	101,907,469	100.0%	\$ 2,651,532	\$27.90

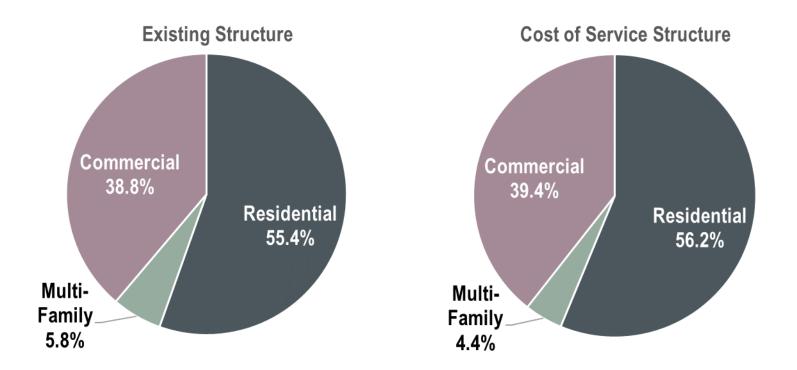


- Cost-of-service analysis identifies how costs should be equitably distributed among customer classes
- In this case, multi-family was subsidizing other classes

Class	isting 2021 Structure	Cost of rvice 2021 Structure	\$ D	ifference	% Difference
Residential	\$ 2,385,537	\$ 2,420,192	\$	34,655	1.5%
Multi-Family	247,999	187,428		(60,571)	-24.4%
Commercial	1,669,490	1,695,406		25,916	1.6%
Total	\$ 4,303,027	\$ 4,303,027	\$	-	0.0%



• Multi-family would generate 4.4% of revenues after equity shift

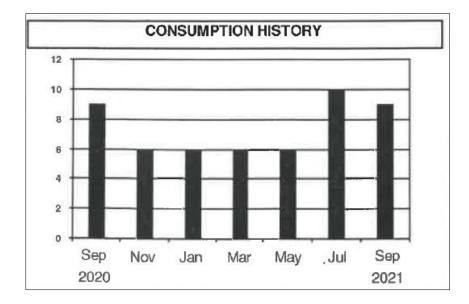


# Rate Design





- Main goal is to recover target level of revenue
- Primary communication tool with customers
- Typically fixed and/or variable charges

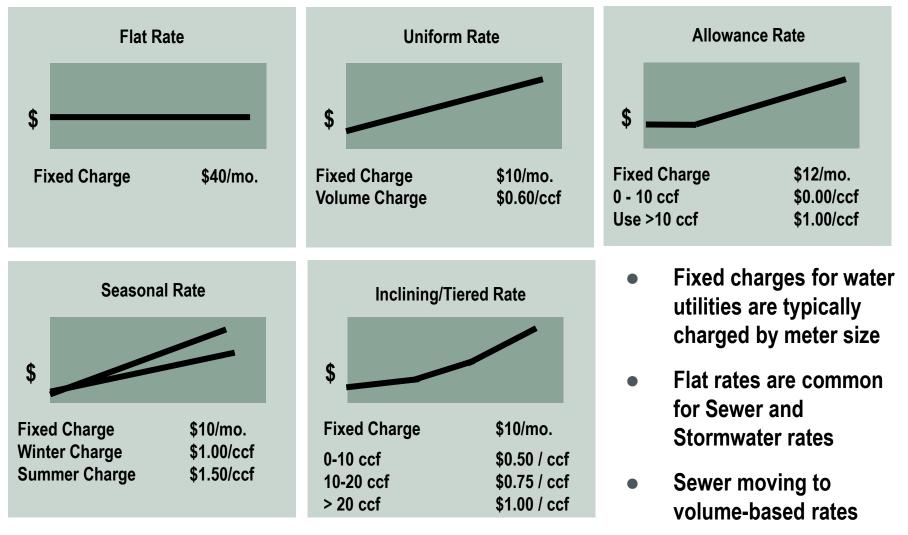


92.25
-92.25 0.00
62.50
15.00
4.00
6.00 87.50



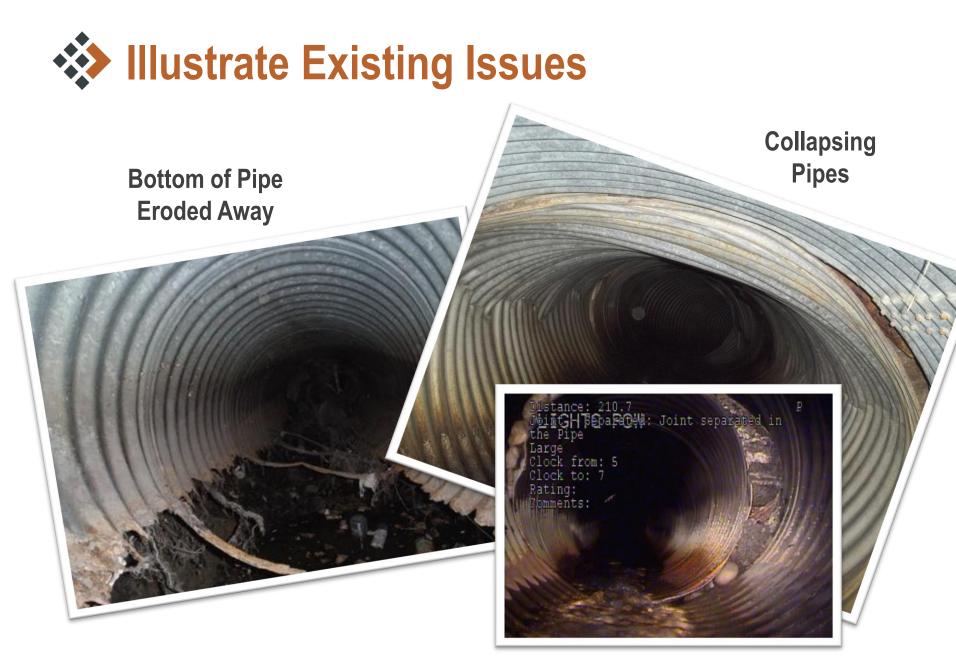
Example Rate Structure Go	als	Sample Rank
Financial Sustainability	<ul><li>Sufficient &amp; predictable revenues</li><li>Stable and predictable impacts to customers</li></ul>	1
Conservation and Efficiency	<ul><li>Promote conservation and efficiency of use</li><li>Protect natural resources</li></ul>	2
Transparency and Simplicity	<ul><li>Easy to understand, explain and administer</li><li>Compatible with billing system</li></ul>	3
Fairness and Equity	<ul> <li>Correlate rates with costs</li> <li>Reflect customer usage patterns</li> <li>Reflect other customer service requirements</li> </ul>	4
Affordability	Provide affordable water to "lifeline" users	5





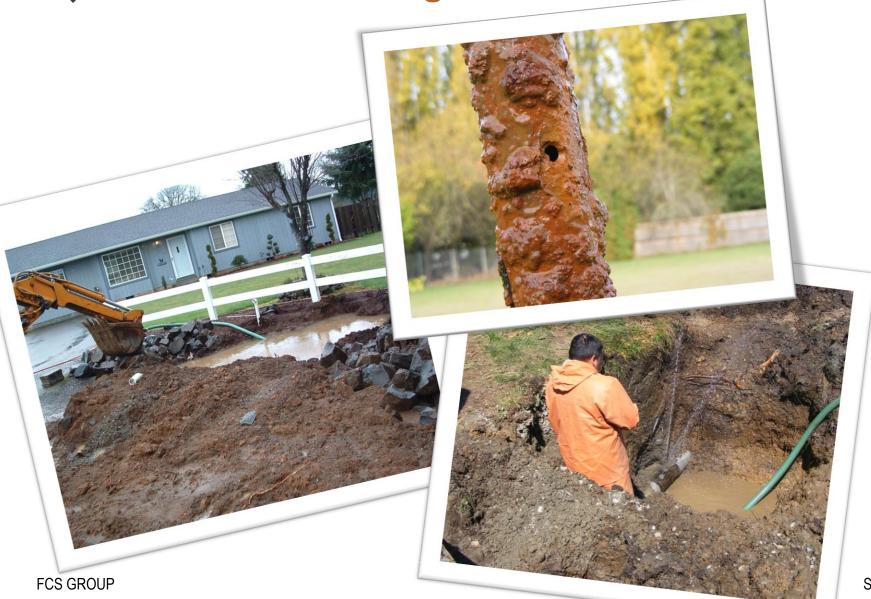
# Communication with Decision Makers





#### **Joint Separation**











• City's sewer system needs routine maintenance





• Corrected issues help protect water quality







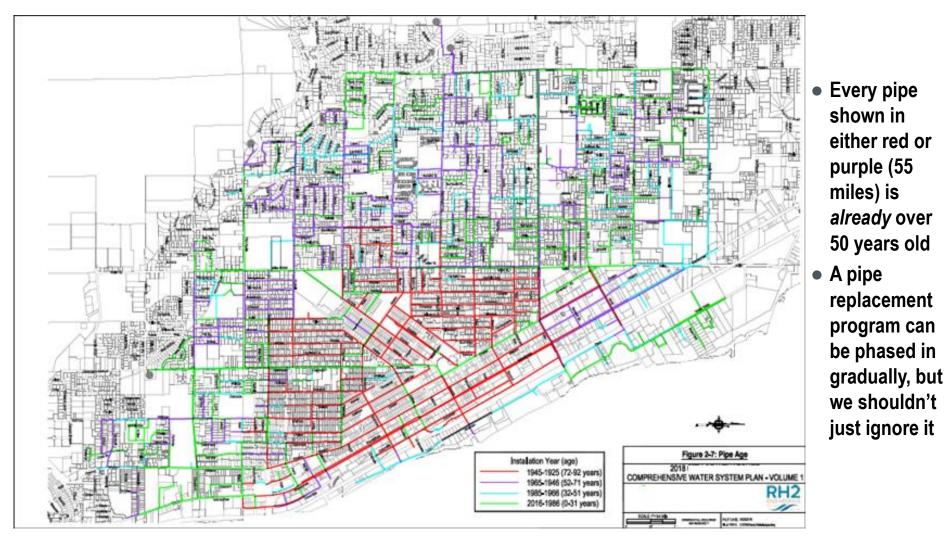


### Water Tank Improvement Project Slide 68











**High Priority** 

Increases with Level of Service Impacts

Single Family Annual Rate	Existing 2018 Rate	Options for 2019 Rate
LOS 1: Correct Operating Deficit	\$125	+\$42
LOS 2: Staff / Supplies to Meet NPDES Req.	n/a	+\$33
LOS 3: High Priority Capital	n/a	+\$20
LOS 4: Medium Priority Capital	n/a	+\$32
Grand Total	\$125	\$252

**Medium Priority** 



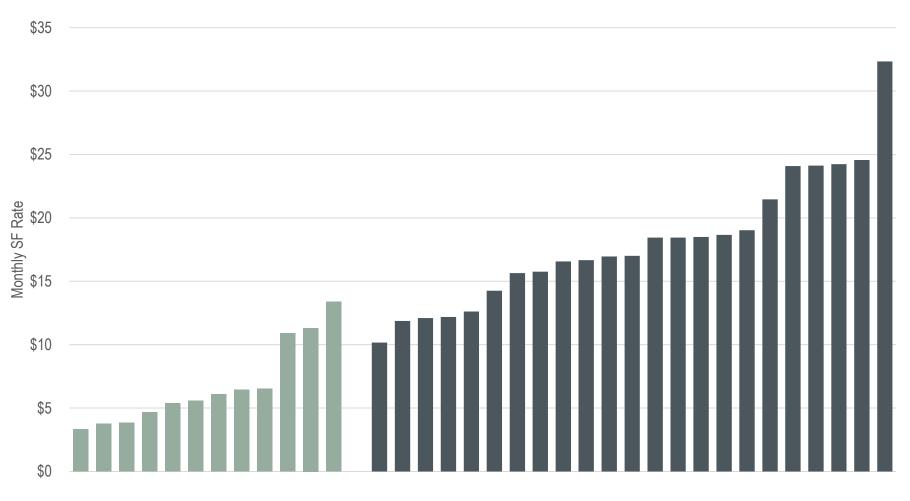
Variable	6% Scenario	7% Scenario	8% Scenario		
Annual Increases	6% per year	7% per year	8% per year		
Debt Needed	\$2.75 million	\$1.25 million	n/a		
Rate Funded Capital	\$1.1 million (45% of avg. CIP)	\$1.6 million (65% of avg. CIP)	\$2.1 million (85% of avg. CIP)		
Single Family Bill (end of study period)	\$70	\$75	\$80		

8% scenario: higher increases but no debt '





Western Washington



# **Public Communication**





- Greater public scrutiny
  - » Requires public engagement, education, and transparency

### • Traditional options

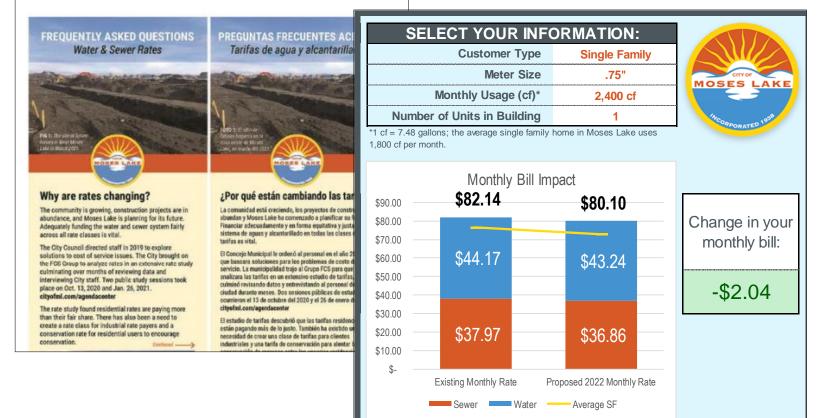
- » Open house
- » Rate advisory committee
- » Bill calculators
- » Frequently asked questions (FAQs)
- » Newsletters
- » Bill stuffers / notices
- Technology Creates New Opportunities



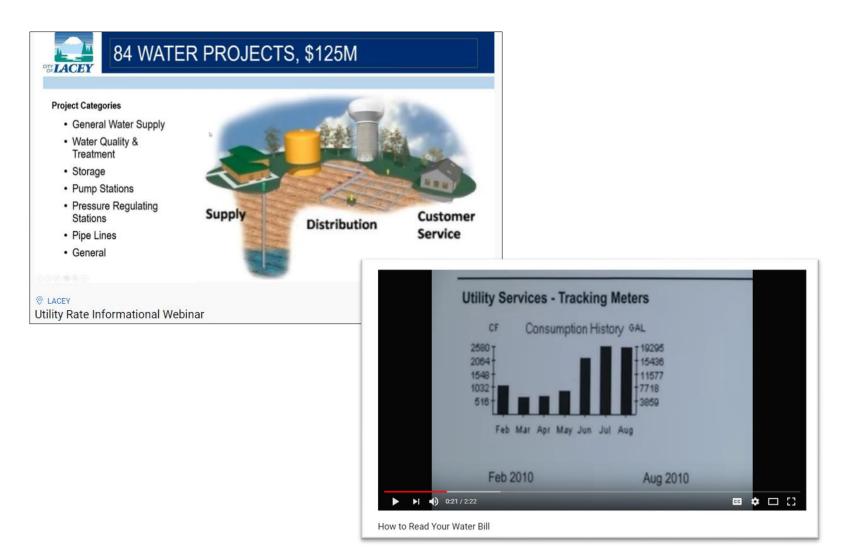
Home > Departments > Utilities > Water and Sewer Rate Study

#### WATER AND SEWER RATE STUDY

Frequently Asked Questions - English Frequently Asked Questions -Spanish









- **Reach more customers**
- Get message out quickly

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Lake Whatcom Stormwater Utility Public Meeting April 18

Program Specialist

from Whatcom County · 6 Apr

Whatcom County Public Works is hosting a public meeting to discuss the Lake Whatcom Stormwater Utility Service Area on Wednesday, April 18, 6:30 p.m. at the Bloedel Donovan Park Multipurpose Room, 2114 Electric Ave., Bellingham, WA 98229. Property owners in the unincorporated portion of the Lake Whatcom watershed are encouraged to attend to learn about this new service area and upcoming funding plan process. City of Bellingham residents already pay a stormwater utility fee and will not be affected by this new stormwater utility for Whatcom County.

For additional information visit http://whatcomcounty.us/2830/Lake-Whatco....

Whatcom County is reaching out to Lake Whatcom watershed residents that use Nextdoor through our new public agency Nextdoor account. As a public agency, we can send you notices about programs, meetings, and services applicable to your neighborhood but cannot access your neighborhood feed.

Lake Whatcom Stormwater Utility | Whatcom Coun... Information on the Lake Whatco WHATCOMCOUNTY US

6 Apr · Subscribers of Whatcor THANK 6 REPLY

Whatcom County Public Works April 13 · 🚱

Whatcom County Public Works is hosting a public me Lake Whatcom Stormwater Utility Service Area on W

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...

6:30 p.m. at the Bloedel Donovan Park Multipurpose Whatcom County PWA @WhatcomCoPWA · Apr 18 Ave., Bellingham, WA 98229. Whatcom County Public Works is hosting a public me Whatcom Stormwater Utility Service Area on TODAY a Bloedel Donovan Park Multipurpose Room, at 2114 E release: bit.ly/2JnWI5G

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Property owners in the unincorporated portion of the Lake Whatcom watershed are encouraged to attend to learn about this new service area and upcoming funding plan process.

Nextdoor

Link to press release: http://whatcomcounty.us/DocumentCenter/View/33627

#### WHATCOMCOUNTY.US

#### whatcomcounty.us

ரீ Like

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Ferndale's utilities

WATER UTILITY:

Pump stations: 4

Water reservoirs: 2

essure Zones

Miles of water main: 73

Below are some facts about each of



#### City of Ferndale Utility Newsletter

This newsletter provides an update on current events for the City's water, sewer, and stormwater services

Did you know:

4,800: The number of homes and businesses served by City of Ferndale water, sewer, and stormwater utilities.

365 / 24 hours a day: Delivery of utility services does not stop and requires a large network of pipes, water reservoirs, pressure reducing valves, and pump stations. This network must operate yearround to ensure water is available on demand and to safely convey wastewater away from your homes for treatment.

1907: Year the first documented city utility infrastructure was installed. The majority of the City's utility infrastructure was constructed in the 1950's and 70's to accommodate the population boom triggered by the arrival of the nearby refineries. Much of this infrastructure is still in use today. As the City's utility system ages, failures such as water line breaks, intrusion from tree roots, and general operating failures are expected to occur with greater frequency.

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#### 131 miles: This is the combined

length of water and sewer pipe in the City. Ferndale employs a team of 22 maintenance workers that monitor mainte

#### What is the City doing to ensure utility costs are as low as it can be?

City utilities are a basic public service, much like police and fire. It is fundamental to human health, welfare and community development.

To that end, we ensure that utilities are operated responsibly and that the infrastructure to deliver these services is well maintained and operating properly.



What are our major utility projects and how will they be paid for?

Major projects on the horizon include expanding the City's wastewater treatment plant and the City's water treatment facilities. Both facilities have reached their operational limits.

Recent engineering evaluations have determined that the City's aquifers are being reduced at a rate faster than anticipated. The City has already taken steps to construct a new well tapping a separate aquifer to ensure there is no shortage of water on the horizon. We will continue to look at ways to protect the City's aquifer and ensure it is sustainable in the long-term.

Combined Utility 2019 Operating

Where does our utility money go?

#### Number of culverts: 453 Number of city storm retention ponds: 23

STORMWATER UTILITY:

Miles of open ditches to maintain: 50

Expenses Debt Service 20% Mantemarke & Operations

#### How do we ensure growth pays for growth in the utilities?

The City assesses a connection charge on new customers who connect to the utility system. As a portion of the upcoming rate study, the City will review the charges imposed on new customers who connect to the system.

#### How do our monthly utility bills compare to neighboring jurisdictions?



Note: Bills are monthly, assuming 11 ccf of bimonthly water usage, 11 ccf of bimonthly sewer usage

#### How is our water treated to ensure it is safe for cooking and drinking?

The City's wells produce groundwater that meets and exceeds the standards of all State and Federal regulations. Because the groundwater is hard (an annoyance and aesthetic issue for the public) it is delivered direcity to the City's water treatment plant where it is treated via greensand filtration and reverse osmosis before being delivered to the public. The City is constantly monitoring the water to make sure your water is always safe for drinking and cooking.

#### Why did we move to well water rather than draw water from the river?

Prior to December of 2011, the City purchased its water supply from the Public Utility District No. 1 of Whatcom County (PUD). The PUD pumped water directly out of the Nooksack River and provided primary treatment to remove river sediment. For several reasons, the City concluded that shifting its source of water supply to groundwater was the best financial decision. The City then proceeded to develop its own groundwater sources, the Shop Well and Douglas Well.

For more information about your utility bill, please call 360-384-4269.



Photo: Reservoir 1



Photo: Reverse Osmosis Unit





### **Budgets & Y**

s, and utility taxes. All of these taxes go into the city's General Fund hich pass for essential services

an put limits on taxe apped at a 1% increase each year. The result is that although property tax is the city's largest revenue source, it does not keep pace with infla on growth. For each dollar you pay in property take ises about 21 cents. The test new to the state. Snohost ish County, Edmonds School District an

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Water Utility

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# **Rates Support Clean, Safe and Reliable Wat**



The city takes the business of providing clean, safe and reliable to you as one of our highest priorities. New water rates were r

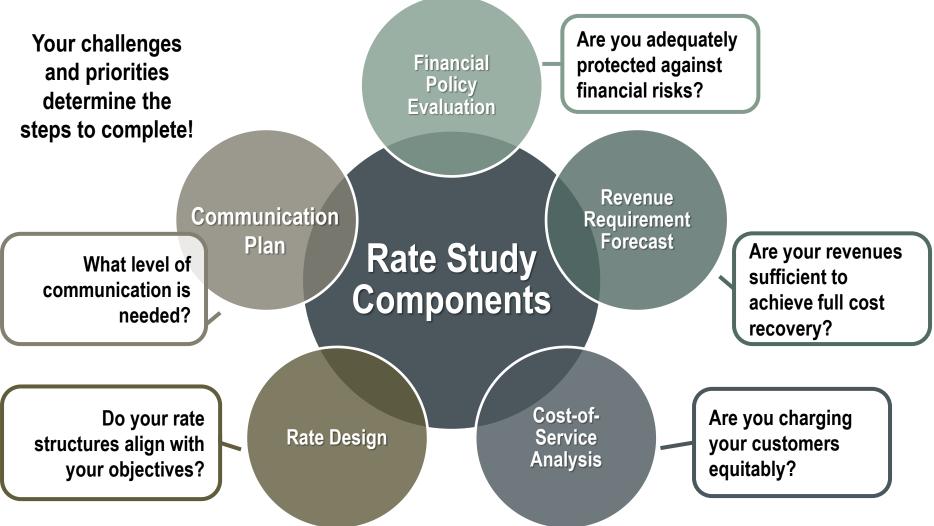
Clean, Safe, Reliable Water...

**Click Here to Learn** More About Your Water Rates



Water rates pay for the replacement of aging pipes that caused a water main break and two sink holes in January.





## Thank you! Questions?

www.fcsgroup.com

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