Trends in Water Use and Rates in North Carolina

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March 2-3, 2020 Chapel Hill, NC

IDUNC SCHOOL OF GOVERNMENT Environmental Finance Center

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Shifting Water Use in NC: What does it mean for your utility?

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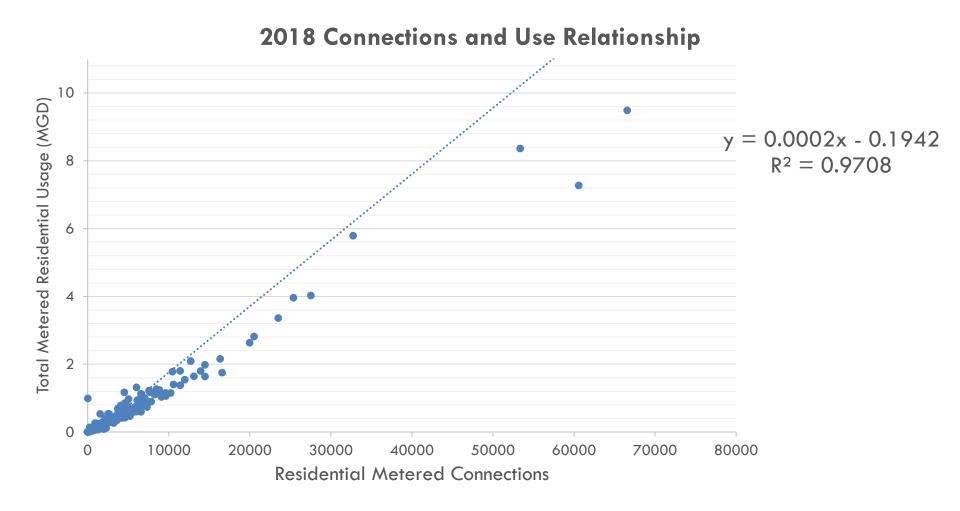
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Residential Water Use Across the State as of 2018

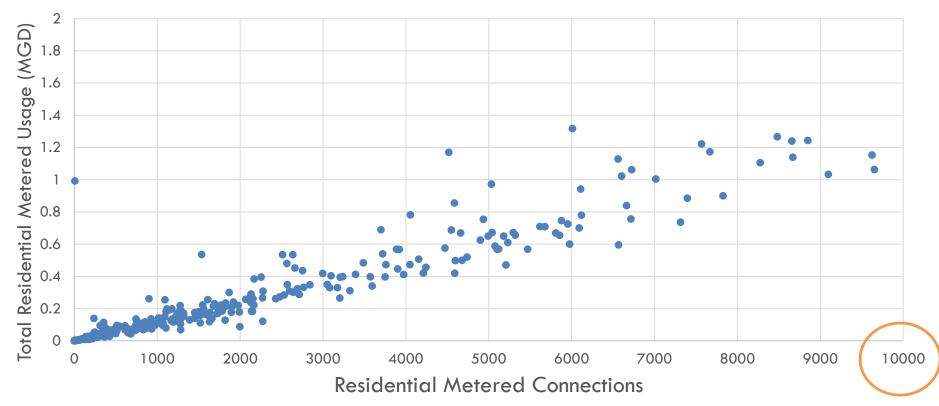
	Residential Metered Connections	Residential Metered Usage (MGD)	Total Metered Connections	Total Metered Usage (MGD)
Min	0	0.00	0	0.00
25th Percentile	354	0.04	379	0.07
Median	1,207	0.14	1,363	0.23
Average	4,456	0.67	4,859	1.12
75th Percentile	3,705	0.47	3,968	0.72
Max	275,346	60.34	300,212	88.13

Residential Water Use Across the State as of 2018



Residential Water Use Across the State as of 2018

Zooming in



So, that information is great BUT,

- It gives no indication of HOW use is shifting...
 - Is it uniform across space?
 - Is it uniform across time?
 - Are there patterns that provide insights and actionable items for utilities?

Cue, trends analysis!

Takeaways Spoiler!

- Water usage patterns differ in different regions
- Water usage per connection is falling across the state
- And, <u>overall</u> residential water
 usage is falling across the state



Again, not surprising

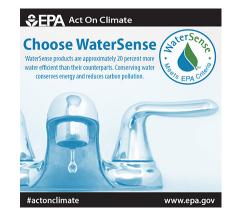
...Despite significant population growth in NC

WHAT ARE THE DRIVERS?



Increased Efficiency





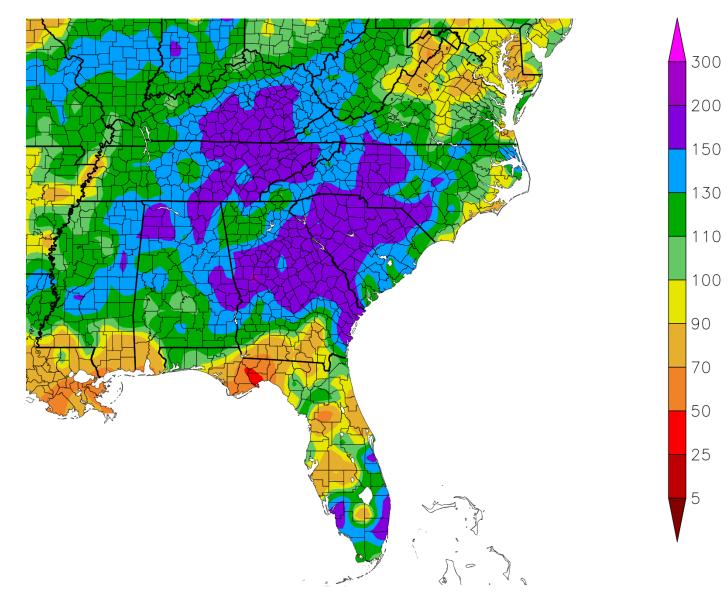




epa.gov/watersens

22 HOURS

Percent of Normal Precipitation (%) 11/12/2019 - 2/9/2020

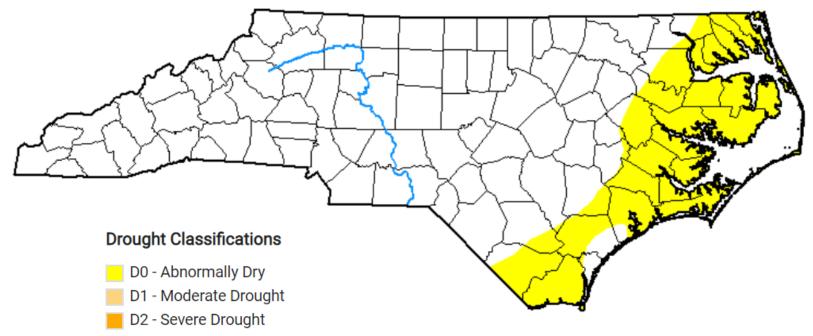


February 4, 2020

Select a week:

February 4, 2020

•



- D3 Extreme Drought
- D4 Exceptional Drought

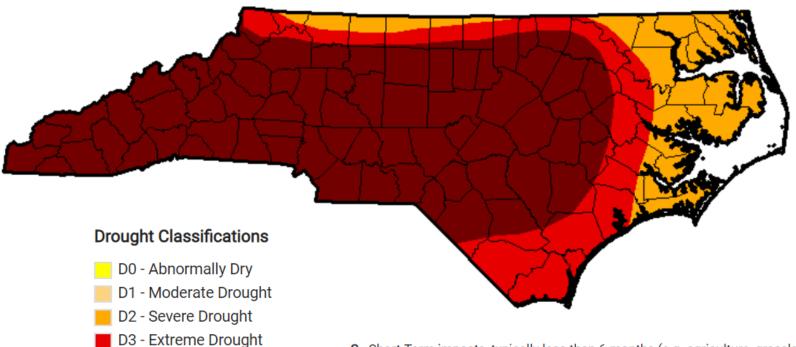
S - Short-Term impacts, typically less than 6 months (e.g. agriculture, grasslands)

L - Long-Term impacts, typically greater than 6 months (e.g. hydrology, ecology)

December 25th, 2007

DUDUIIDUI LU, LUUI





D4 - Exceptional Drought

S - Short-Term impacts, typically less than 6 months (e.g. agriculture, grasslands)
 L - Long-Term impacts, typically greater than 6 months (e.g. hydrology, ecology)

Rate Changes Figure 1: Average Monthly Customer Water Bill: Subscribe | Sign In THE WALL STREET JOURNAL. \$1 for 2 Months U.S. Edition 🔻 | July 2, 2019 | Print Edition | Video Politics Markets Life & Arts Real Estate WSJ. Magazine Q Home World U.S. Economy Business Tech Opinion

U.S.

Why Your Water Bill Is Rising Much Faster Than Inflation

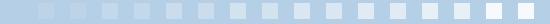
Rate increases average 5.5% a year as utilities race to fix corroded pipes and overflowing sewers

By David Harrison

March 15, 2018 5:30 am ET

Bureau of Labor Statistics Consumer Price Index-South, EPA SDWIS Service Populations, and data from the North Carolina Water and Wastewater Rates Survyes. Data from both sources are for years 2009-2018. Any forecasting of data is based on either the entire dataset (2009-2018) or the latest five years of data (2014-2018).

WHY DO WE CARE?







HOW CAN YOU ASSESS CHANGES IN DEMAND?

Types of Available Data

Data Source	Data Reporting	Data Type	Units Used
Local Water Supply Plan	Self reported by utilities	Metered water usage for several categories (residential, institutional, industrial, commercial)	Metered Usage (MGD), Metered Connections
USGS	State, federal sources	Withdrawals used for Municipal Public Supply	Usage by county
Annual Finance Information Report (AFIR)	Self reported by utilities	Water supplied to system and water billed to customers	Amount per year per utility
Customer level usage	Utilities	Monthly sales by customer class	Gallons per month per account

Measuring "Water Demand"

- Gallons per connection per month
- MGD Total
- Withdrawals vs. treated into system vs. metered
- Gallons per capita per day

THE DATA

The Data

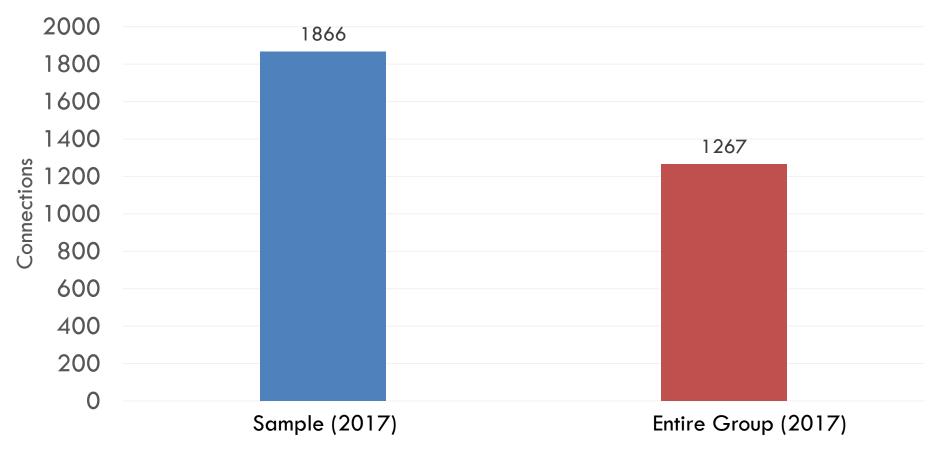
LWSP Data

- 2002, 2007, 2012, 2016, 2017
- 119 utilities
- Metered usage (MGD)
 - Residential
 - Non-Residential
- Metered connections
 - Residential
 - Non-Residential

How does the Sample Compare?

Using 2017 Data as an Example

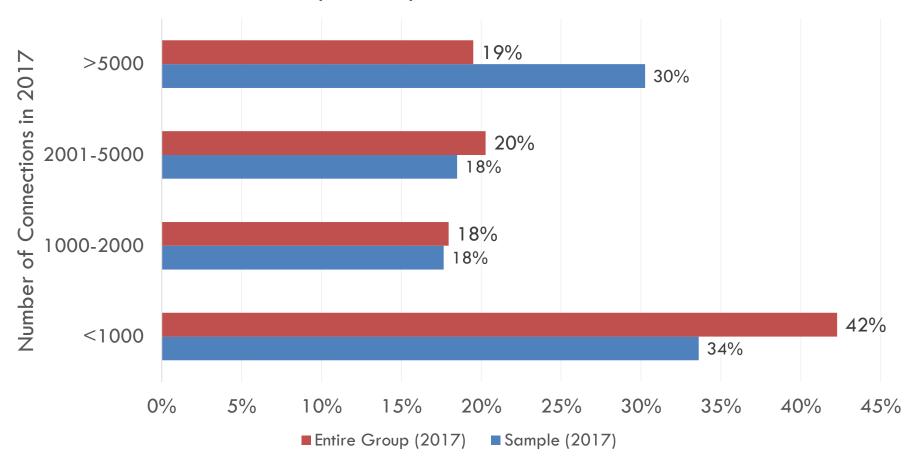
Median Connections



How does the Sample Compare?

Using 2017 Data as an Example

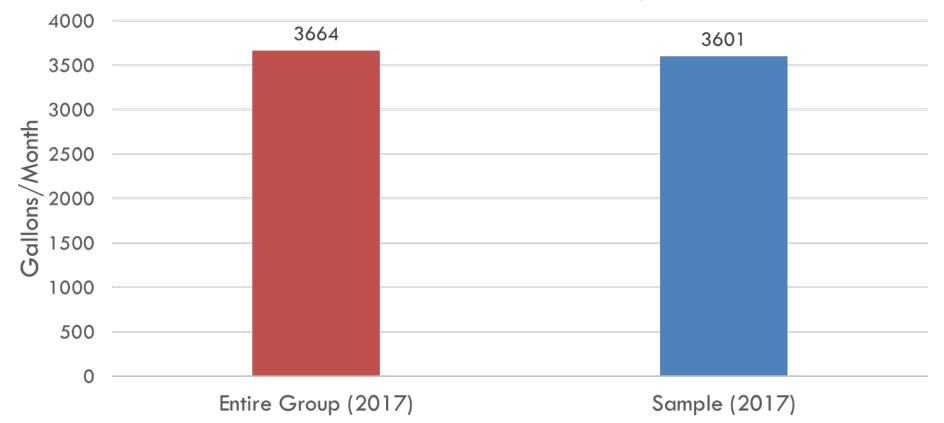
Distribution of Systems by Number of Connections in 2017



How does the Sample Compare?

Using 2017 Data as an Example

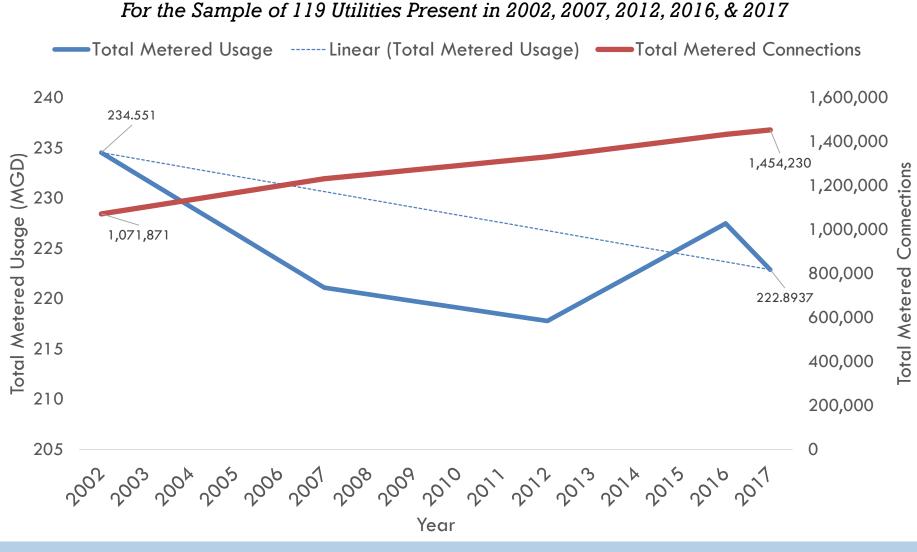
Median Monthly Residential Usage/Connection



THE RESULTS



Total **Residential** Usage vs. Total **Residential** Metered Connections



Total **Non-Residential** Usage vs. Total **Non-Residential** Metered Connections

For the Sample of 119 Utilities Present in 2002, 2007, 2012, 2016, & 2017

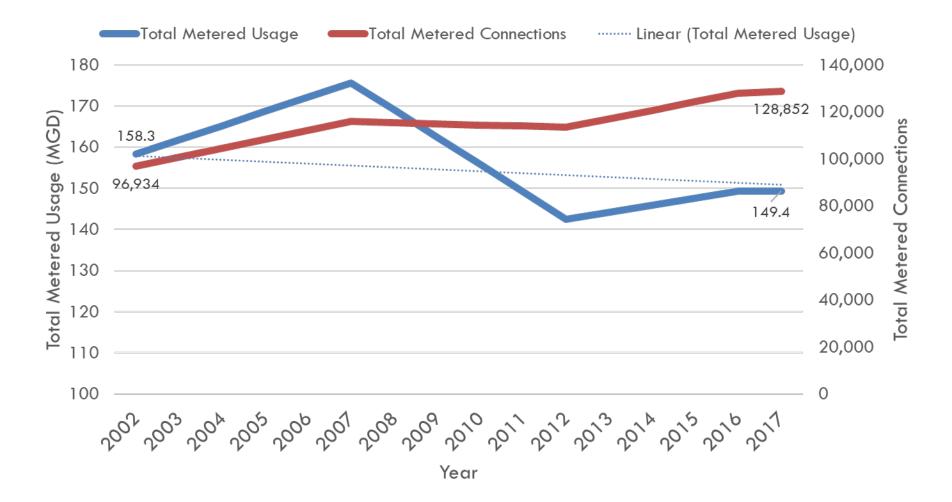


Table of Residential Metered Water Use per Connection

For the Sample of 119 Utilities Present in 2002, 2007, 2012, 2016, & 2017

Year	Median usage per connection
2002	169.7
2007	151.5
2012	128.5
2016	125.8
2017	120.5

*In Gallons/Day

Table of Residential Metered Water Use per Connection

For the Sample of 45 "Small" Utilities and 22 "Large" Utilities

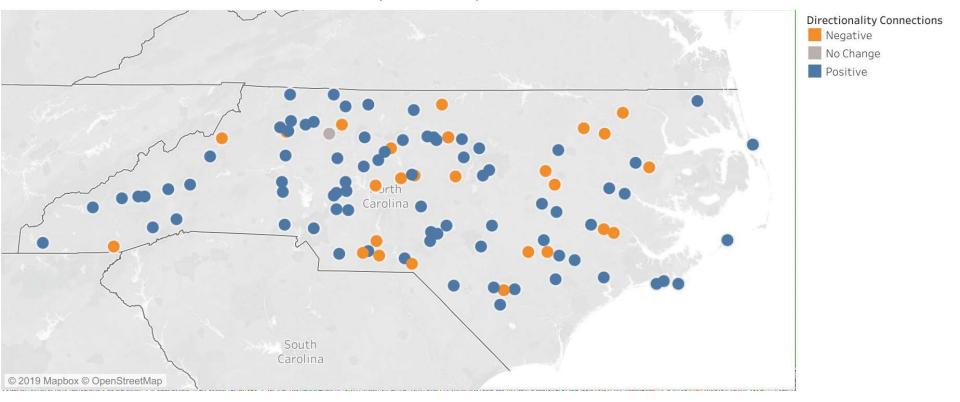
Year	Usage per connection per day For utilities serving 10000 or more connections (N=45)	Usage per Connection per day For utilities serving fewer than 1000 connections (N= 22)
2002	197.1	137.8
2006	169.8	129.8
2012	147.7	113.1
2016	149.1	111.1
2017	142.9	115.5

*In Gallons/Day

Have Connections Trended Differently Across the State?

For the Sample of Utilities Present in 2002, 2007, 2012, 2016, & 2017

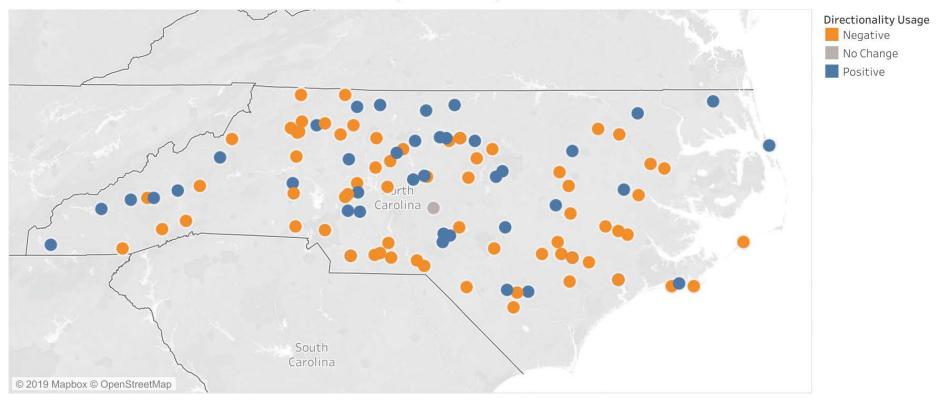
Trends in Metered Residential Connections (2002-2017)



Has Residential Use Shifted Differently Across the State?

For the Sample of Utilities Present in 2002, 2007, 2012, 2016, & 2017

Trends in Total Residential Metered Useage (2002-2017)



So, what does this mean?

Selling less of your commodity...



So, what does this mean?

In some cases, could be caused by **weather/drought/storms** that are hard to predict and plan for...





Thinking big picture...

Resilience



What does it mean to you?

This Photo by Unknown Author is licensed under CC BY-SA

What word or phrase comes to mind when you hear the term, "resilience?"

changing resistant respond conservation ability flexible major viable viable events conditions Strength lasting back flexibility preparedness



"Physical" Resilience

- Based on planning efforts
 - Hardening of Assets
 - Making assets submersible
 - Moving assets out of the flood plain
 - Redundancy of assets
 - Interconnections
 - Emergency plans





This Photo by Unknown Author is licensed under C

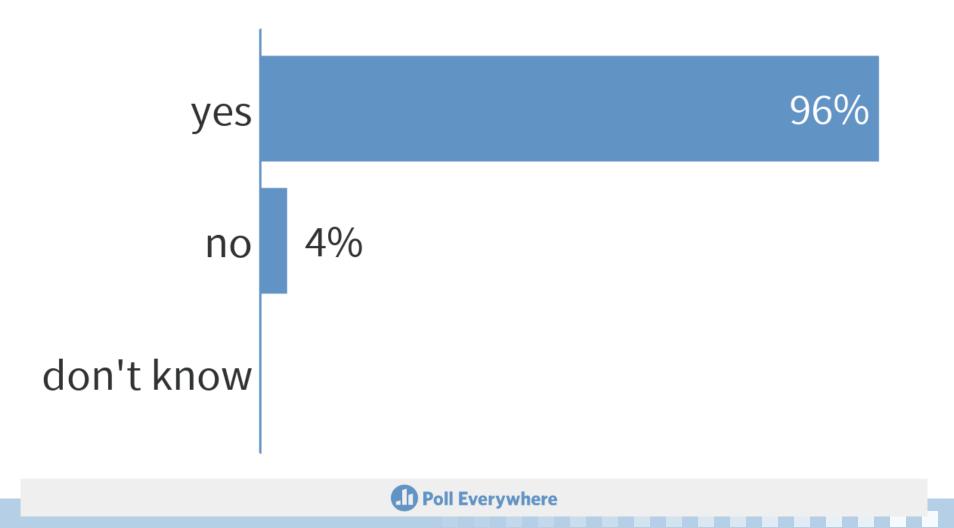
Financial Resilience

- Rate setting and revenue stability
- Days cash on hand—liquidity
- Emergency fund

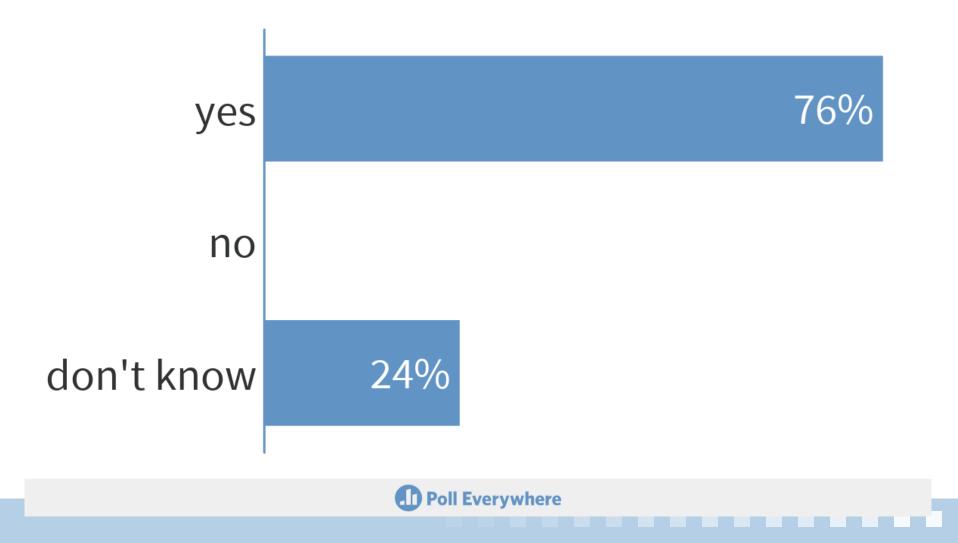
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Other examples?

Has your utility ever been affected by flooding?



Has your utility's infrastructure ever suffered damages from flooding?



Describe any flood related damages your utility's infrastructure has experienced

"Lost all food in fridge "

"Lost main water lines due to Floyd. Several liftstations under water"

"All of above "

"Failed lines"

"Water line breaks"

"Equipment damage"

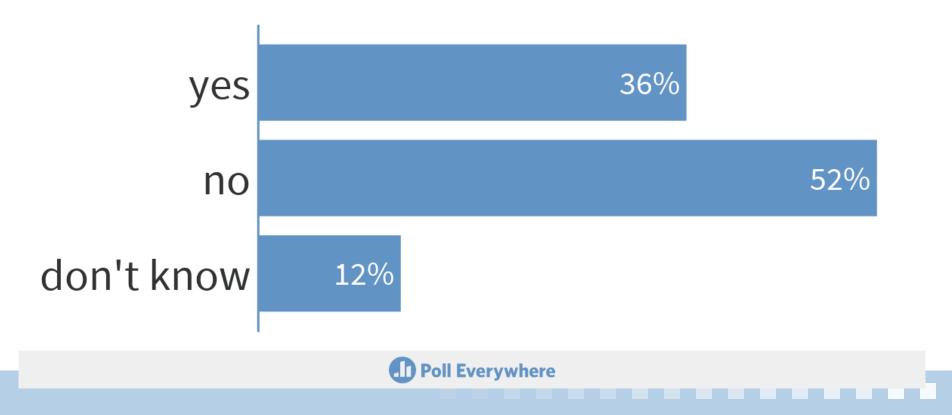
"Facility under water"

"Lift station failures"

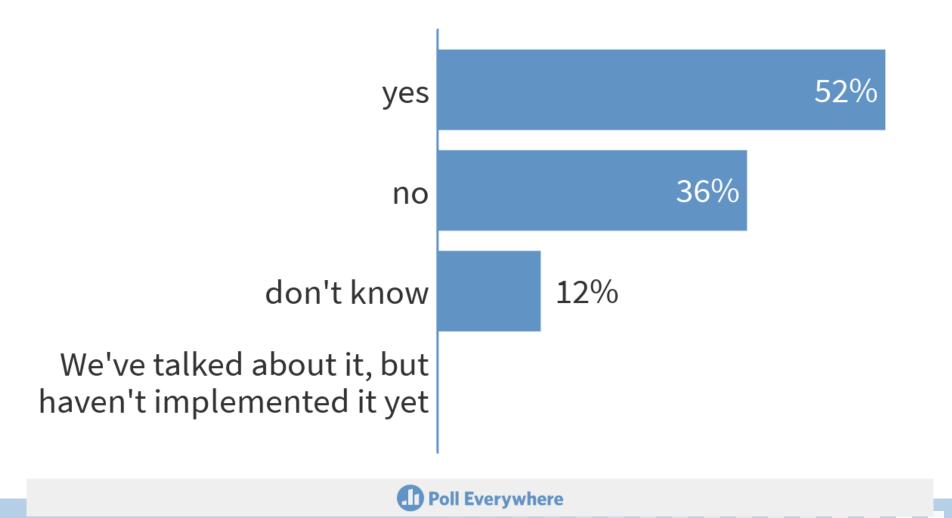
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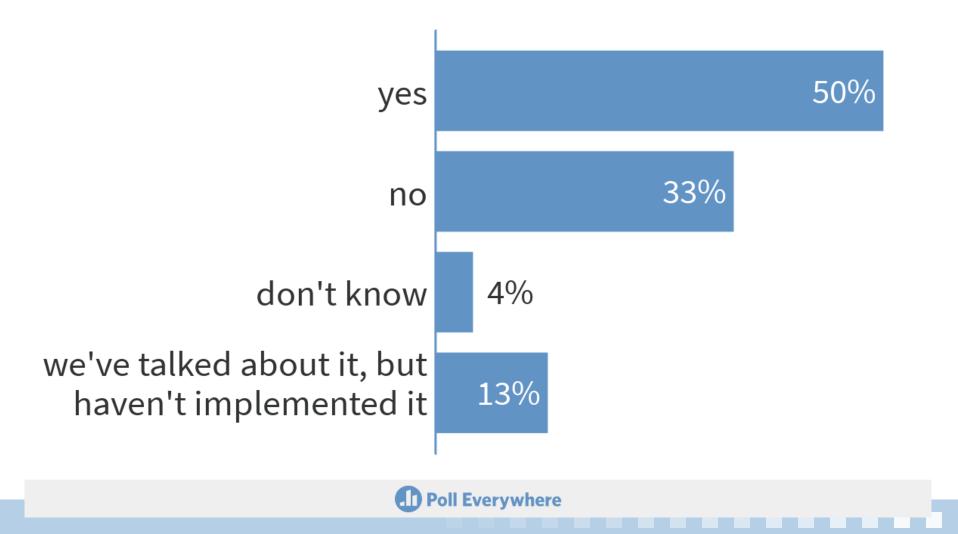
Has flooding ever resulted in lost revenue for the utility (i.e. significant number of homes are damaged and no longer active customers)



Does your utility consider flooding in its capital planning?



Does your utility consider drought in its planning processes?



Assessing Needs...What are you planning for?



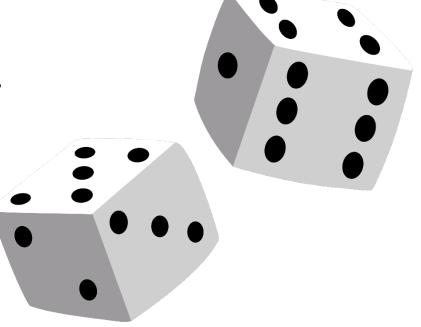
- 100-year flood?
- 500-year flood?
- 1000-year flood?
- None of the above!

How do you know what to plan for? Are you looking at flood plain maps?

How do you pick which model to choose?

It is a universal problem...

- There's a lot of uncertainty in what to prepare for and what to plan for.
- Resilience comes at a cost, but it may pay off in the long-run.
- Looking at how to integrate resilience into capital improvement plans, and needs assessments



 What are the needs for utilities to "weather the storm?"

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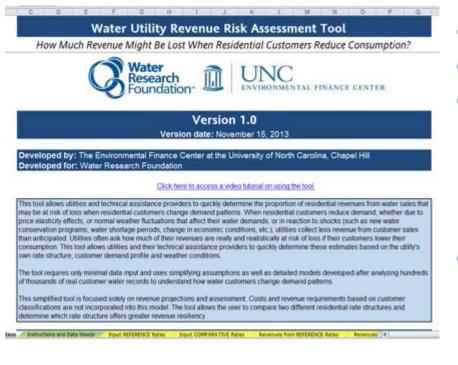
Ways to Help: Using the data

- Water Demand
 - This analysis used aggregated data from each utility
 - This is based on your data
 - Can assess own trends in use
 - LWSP data (utility level, w/ customer classes)

TO HELP!

- Billing data (individual user level) THE EFC HAS RESOURCES
- Use, Rates, Affordability,
 - Putting it all together

Water Utility Revenue Risk Assessment Tool



Free to download and use at <u>www.waterrf.org</u> <u>www.efc.sog.unc.edu</u>

- Excel tool (simplified)
- Focus on residential revenues
- Utility inputs own:
 - Rate structure details
 - Residential customer water use profile
 - Weather patterns
 - Assumptions on price elasticity
- Tool estimates the <u>proportion of revenues</u> <u>that may be lost</u> due to changes in water use patterns due to:
 - Rate increase, alone or plus:
 - Normal weather pattern changes, or
 - One-time, significant and sudden conservation effort

Water Utility Revenue Risk Assessment Tool

Comparing Revenues After a Significant Decline in Water Use

How do the total revenues compare under both rate structures if there is a reduction of 10% - 20% in average water use and subsequent demand distribution shifts?

Portions of Annual Revenues under REFERENCE and **COMPARATIVE** Rate Structures that are at Risk of Loss Due to Significant Reductions in Average Water Use \$18,000,000 Additional portion of \$16,000,000 residential revenues \$14,000,000 at risk of decline because of 11% to \$12,000,000 20% reduction in \$10,000,000 average water use \$8,000,000 Portion of residential \$6,000,000 revenues at risk of \$4,000,000 decline because of 10% reduction in \$2,000,000 average water use \$0 **REFERENCE** Rates **COMPARATIVE** Rates

Decline in Total Annual Revenues for a:	REFERENCE Rates	COMPARATIVE Rates
10% reduction in avg use	\$1,311,000	\$1,319,000
20% reduction in avg use	\$2,181,000	\$2,167,000
10% reduction in avg use	8.5%	8.0%
20% reduction in avg use	14.2%	13.2%

The comparative rate structure generates revenues that are MORE resilient to sudden and significant declines in residential water use than the revenues generated by the reference rate structure. Revenues under the comparative rate structure are projected to drop 8% - 13.2% for a 10% - 20% reduction in average water use, and their related shifts in demand distribution. These declines occur after including the effect of price elasticity when adjusting rates from the reference rate structure to the comparative rate structure. By comparison, revenues under the reference rate structure are projected to drop 8.5% - 14.2% for the same declines in residential water use.

EPA Flood Resiliency Toolkit



FLOOD RESILIENCE A Basic Guide for Water and Wastewater Utilities

Select a menu option below. First time users should start with the Overview.



All About Rates...

2020 Rates, Trends, and Rates Dashboard

Evan Kirk Project Director

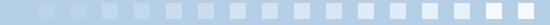
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Environmental Finance Center

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2020 RATES PREVIEW



FINANCIAL PERFORMANCE



Charlotte Water collected

\$424 million

in water and wastewater operating revenues in FY2019

Highest in North Carolina. Up 11% from FY2018.

Picture Source: Charlotte Water http://charlottenc.gov/Water/Pages/Home.aspx



WUTER CHARLOTTE WATER



Picture Source: Google Maps Streetview

Town of Proctorville collected

\$22,373

in wastewater operating revenues in FY2019

(no water system)

Lowest in North Carolina. Up 6.2% from FY2018. Raised monthly flat fee from \$30 to \$40 per customer = 25% increase.



Picture Source: Indio Water Authority http://www.indiowater.org/index.aspx?page=587

NC local government utilities collected

more than \$3.04 billion

in water and wastewater operating revenues in FY2018

Preliminary projections show that revenues **may have exceeded \$3.1 billion in FY2019** (incomplete data)

The largest 10 utilities collected 35%

of all the water and wastewater operating revenues in FY2018

NC local government utilities had

more than \$2.47 billion

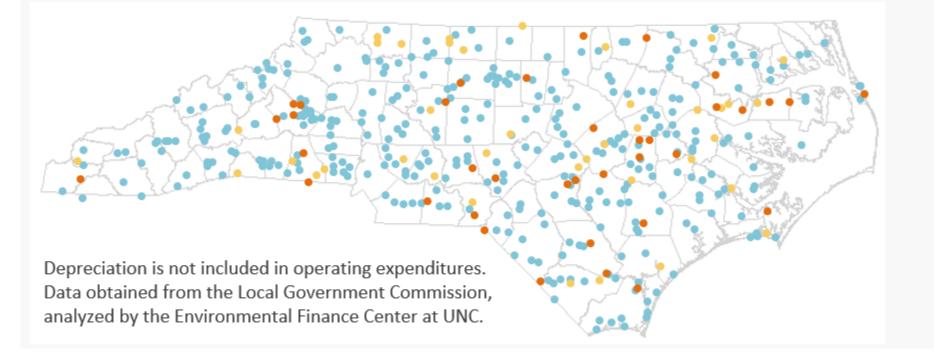
in water and wastewater operating expenses in FY2019

Yet: ~18% of local government utilities had lower operating revenues than O&M expenditures plus debt service in FY2018 Was 22% in FY2017

Cost Recovery in 417 Local Government-owned Water and Wastewater Utilities during FY2018

Local Government-Owned Water and Wastewater Utilities' Cost Recovery in FY 2018

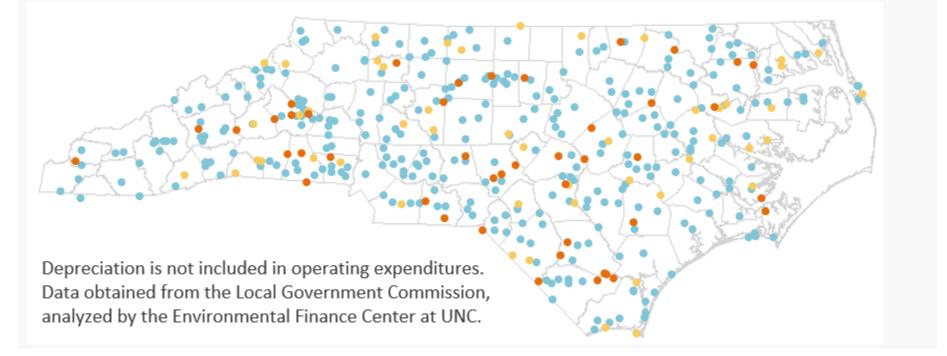
- Operating revenues < operating expenditures (9%)
- Operating revenues < operating expenditures + principal + interest on long-term debt (9%)
- Operating revenues > operating expenditures + principal + interest on long-term debt (82%)



Cost Recovery in 398 Local Government-owned Water and Wastewater Utilities during FY2019

Local Government-Owned Water and Wastewater Utilities' Cost Recovery in FY 2019

- Operating revenues < operating expenditures (11%)
- Operating revenues < operating expenditures + principal + interest on long-term debt (12%)
- Operating revenues > operating expenditures + principal + interest on long-term debt (77%)



Do Rates Cover Costs?

 In recent history, about 20% of utilities did not generate enough operating revenues to cover O&M expenditures + debt service

Small utilities face greater challenges

Number of water	# of water utilities	Operatir	ng revenues less than
service connections	with data	O&M expenditures	O&M expenditures + debt service
< 1,000	140	17%	33%
1,000 - 10,000	177	6%	18%
> 10,000	48	0%	2%
Statewide	365	10%	22%

rizuiy aata. About oo local governments aata not yet avallable.

Your sneak peak into...

THE STATE OF RATES IN NC IN 2020

PRELIMINARY RESULTS

Final results may be published in the forthcoming 2020 NCLM/EFC North Carolina Water & Wastewater Rates Survey Report

NC Water and Wastewater Rates Survey





- Joint annual surveys since 2005
- 2020 survey: 496 utilities included (96%)
- Rate Dashboard now available!
- Tables and summary report to be distributed in coming weeks at <u>http://www.efc.sog.unc.edu</u> and <u>http://www.nclm.org</u>
- Resources for utilities provided and funded by the Division of Water Infrastructure of the NC Department of Environmental Quality



Water Infrastructure ENVIRONMENTAL QUALITY



2020 by the Numbers

>\$3.04 billion (probably exceeded \$3.1 billion in FY2019)
\$424 million (Charlotte Water)
\$22,373 (Proctorville – Wastewater only)
\$32.81 Water \$44.94 Wastewater \$76.87 Combined
1.81x Water 1.90x Wastewater
41% Water 41% Wastewater
4.6% Water 4.7% Wastewater

Half of the utilities charge residential (inside) customers more than \$76.87 for combined water and wastewater per month



\$32.81 for water

\$44.94 for wastewater

For "inside" residential customers using 4,000 gallons/month



Picture Source: Wikimedia Commons https://commons.wikimedia.org/wiki/File:Raleigh_city_limits_sign.jpg

84% of NC's municipalities with water utilities charge different water rates outside city limits

Half of the municipalities charge 1.81x higher for water and 1.90x higher for wastewater than they do for inside customers

For residential customers using 4,000 gallons/month

The Average North Carolinian pays...

\$65.82/month

for 4,000 gallons of water and wastewater, combined.

Accounting for service populations and inside/outside rates.

Water rates in 41% of rate structures and Wastewater rates in 41% of rate structures were

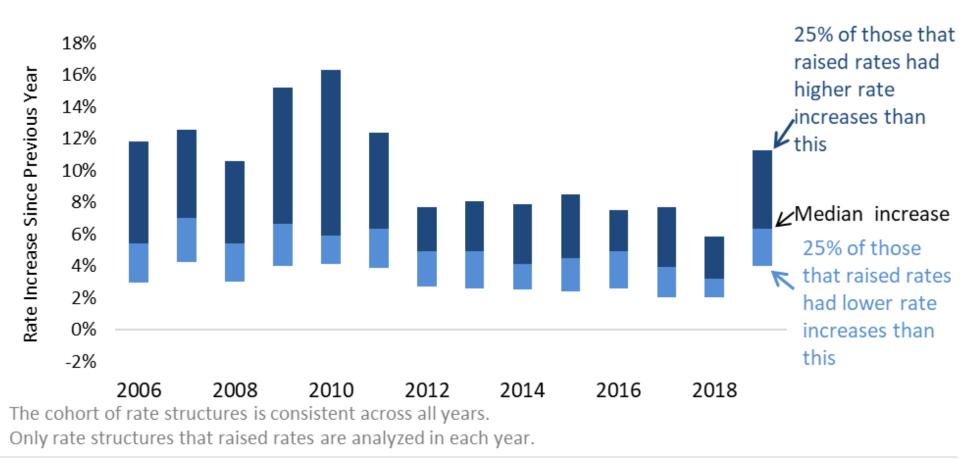
raised last year

Out of 487 water & 411 wastewater rate structures since last year

Half of the rate increases were greater than 4.6% for water and 4.7% for wastewater

At 5,000 gallons/month

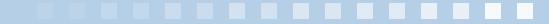
Water Rate Increases Among the Same 179 Utilities Since 2006



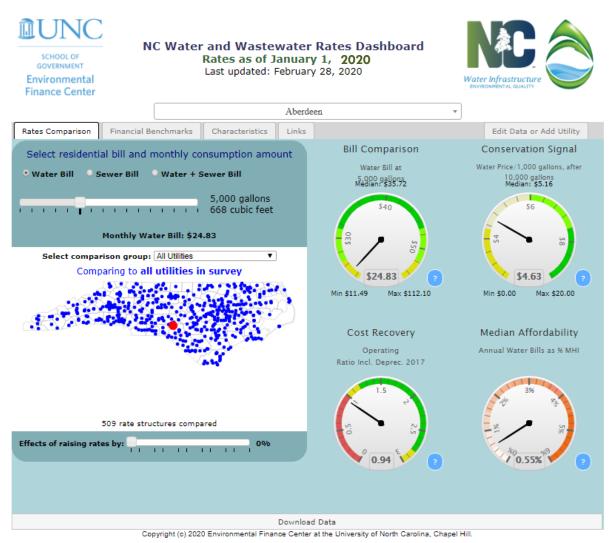
2020 by the Numbers - Inside Rates

Monthly water base charge	Min non-zero:\$3.32 (Cary)Median:\$16.90Max:\$112.10 (Ocracoke Sanitary District Step C)
Monthly wastewater base charge	Min non-zero:\$2.00 (Laurel Park, Spring Hope)Median:\$18.00Max:\$69.50 (Lake Lure)Currituck County charges \$100.00 in Moyock Commons
Highest volumetric rate per 1,000 gallons at 4,000 gallons/month	\$14.50/1000 gallons Water (Whitsett) \$25.00/1000 gallons Wastewater (Walstonburg) Yadkin County charges \$19.50/1000 gallons for water in its Jonesville service area (Jonesville outside rates)
Median percentage of customer bill due to base charge at 4,000	55% Water 51% Wastewater

2020 NC WATER AND WASTEWATER RATES DASHBOARD

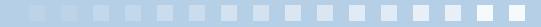


2020 NC Water and Wastewater Rates Dashboard



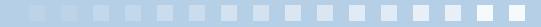
New Dials

- Four new dials to be included
- Will be explained in depth on a special blog post
- Will not be included on initial dashboard launch

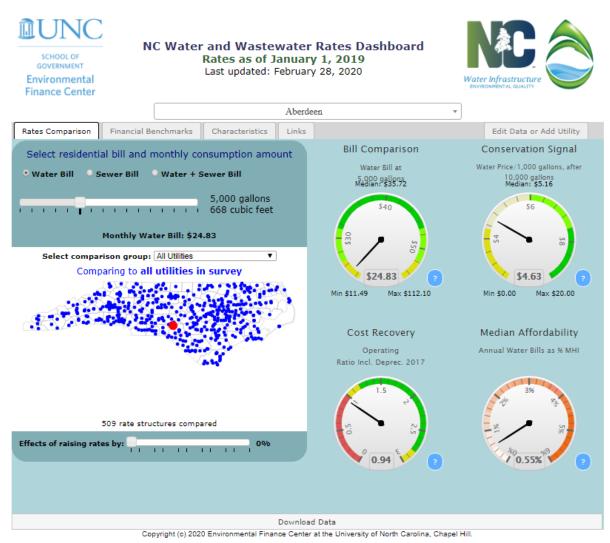


Questions

- What kinds of information support raising rates?
- Do you ever compare your financial metrics or rate structures with other utilities?



2020 NC Water and Wastewater Rates Dashboard



WHAT ABOUT CHANGES IN RATES?

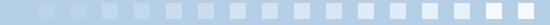


What data is included in this analysis?

- Utility-Level Rates Data from 2008-2020
- US Census Bureau American Community Surveys Data from 2010-2018
- Bureau of Labor Statistics Consumer Price Index for the South Region from 2008-2020

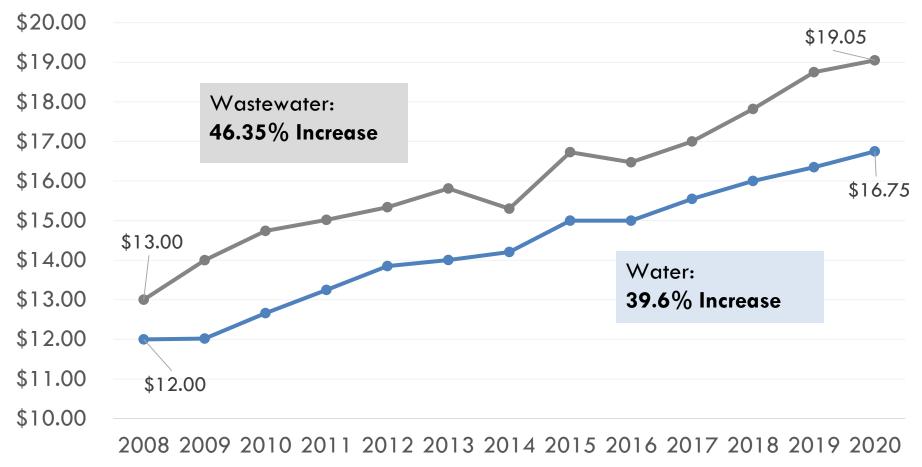
All together, the analysis represents approximately **200-260 utilities**. Each graph represents data from utilities for which we have data in every year.

TRENDS IN PRICING



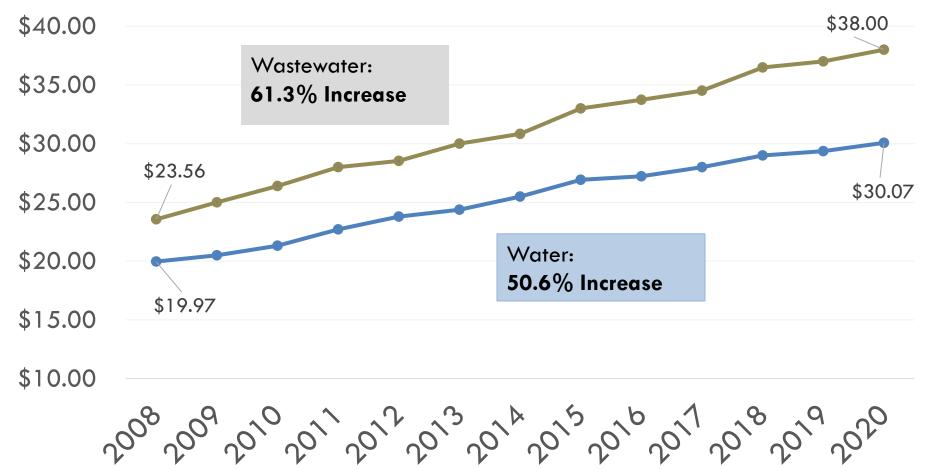
Median Monthly Water and Wastewater Base Charges, 2008-2020

 $(N_{water} = 263 \& N_{wastewater} = 206)$



Data analyzed by the Environmental Finance Center at the University of North Carolina, Chapel Hill. Data Sources: NC League of Municipalities and Environmental Finance Center's annual water & wastewater rates surveys. The cohort of utilities is consistent across all years.

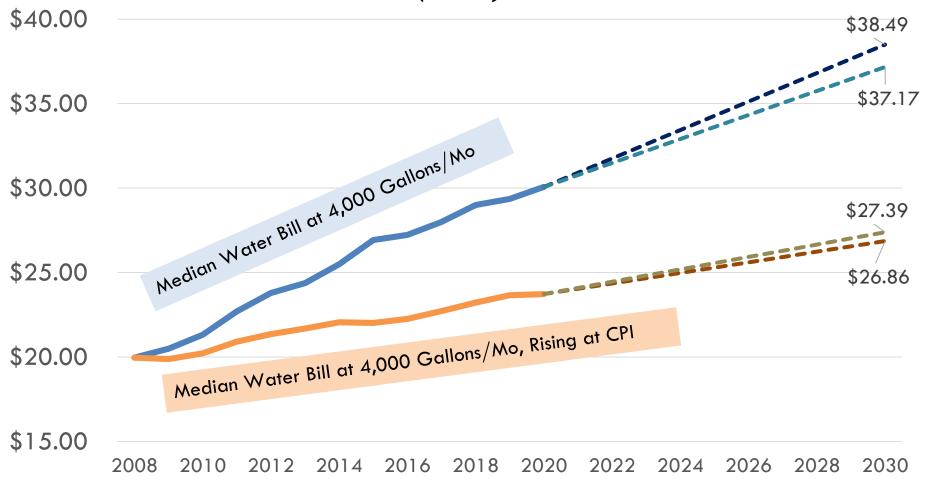
Median Water and Wastewater Bills at 4,000 Gallons per Month, 2008-2020, (N_{water}=263 & N_{wastewater}=206)



Data analyzed by the Environmental Finance Center at the University of North Carolina, Chapel Hill. Data Sources: SDWIS and NC League of Municipalities and Environmental Finance Center's annual water & wastewater rates surveys. The cohort of utilities is consistent across all years.

Median Water Bills at 4,000 Gallons per Month, Relative to CPI-South, 2009-2020

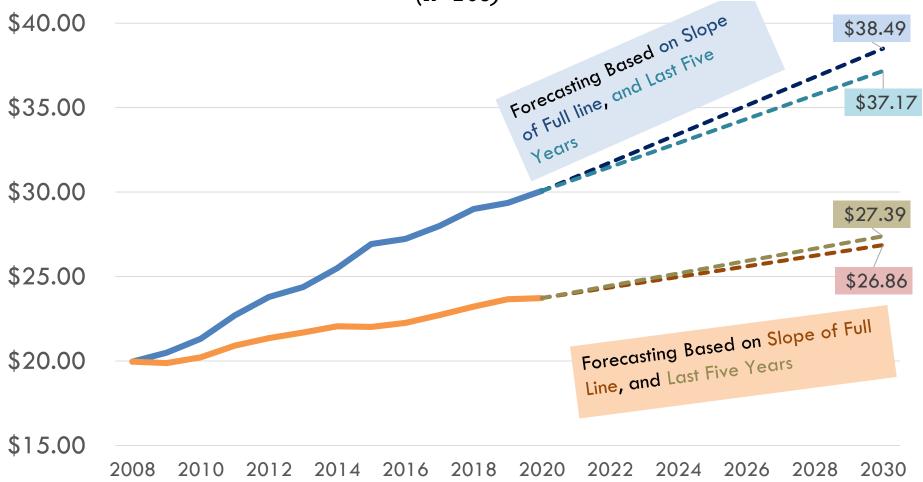
(n=263)



Data analyzed by the Environmental Finance Center at the University of North Carolina, Chapel Hill.

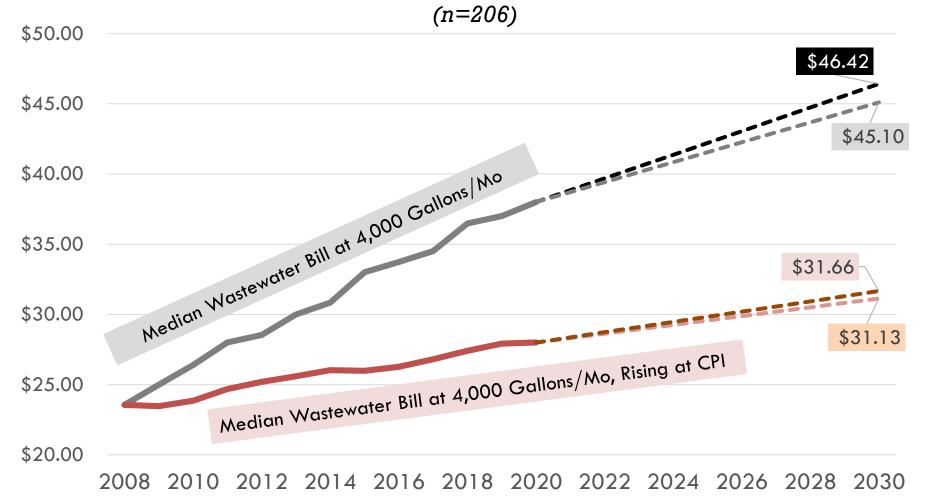
Median Water Bills at 4,000 Gallons per Month, Relative to CPI-South, 2008-2020





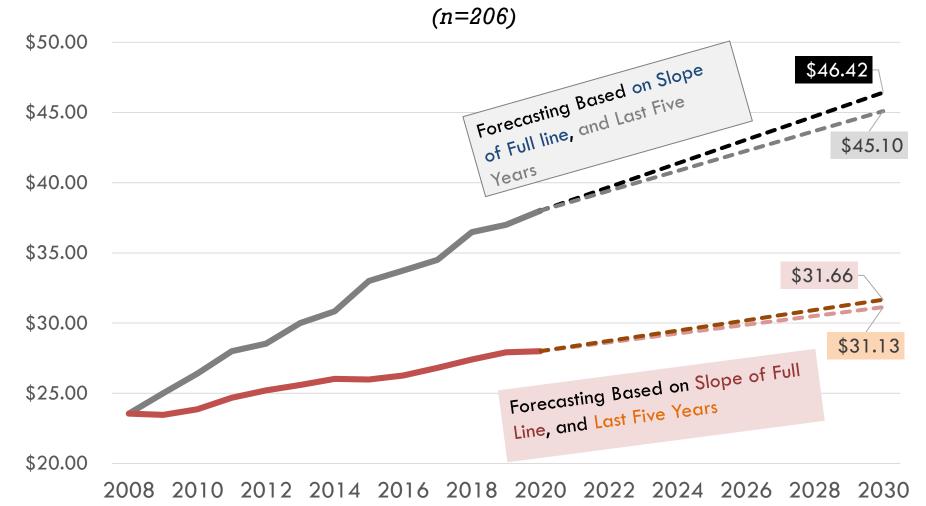
Data analyzed by the Environmental Finance Center at the University of North Carolina, Chapel Hill.

Median Wastewater Bills at 4,000 Gallons per Month, Relative to CPI-South, 2008-2020



Data analyzed by the Environmental Finance Center at the University of North Carolina, Chapel Hill.

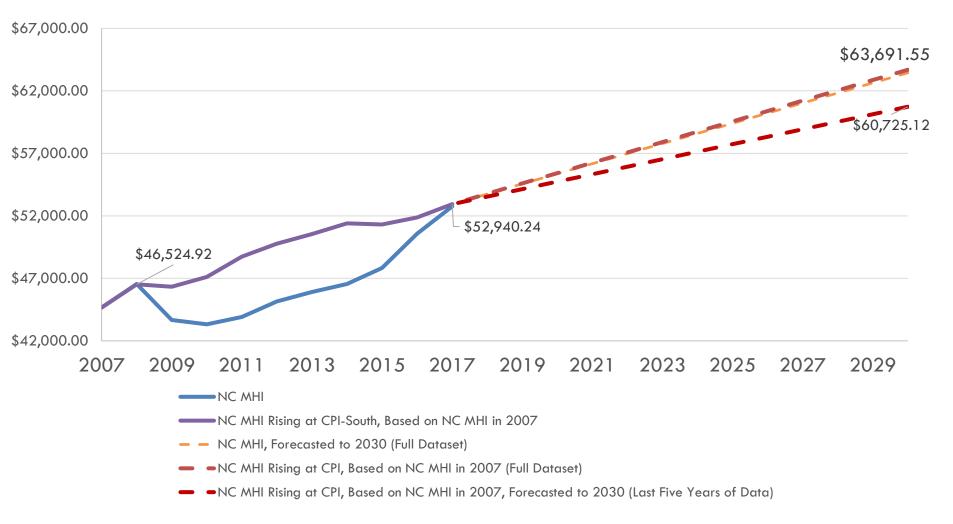
Median Wastewater Bills at 4,000 Gallons per Month, Relative to CPI-South, 2008-2020



Data analyzed by the Environmental Finance Center at the University of North Carolina, Chapel Hill.

TRENDS IN MEDIAN HOUSEHOLD INCOME

North Carolina Median Household Income, 2007-2017, Forecasted to 2030, Relative to CPI-South *(in 2017 dollars)*

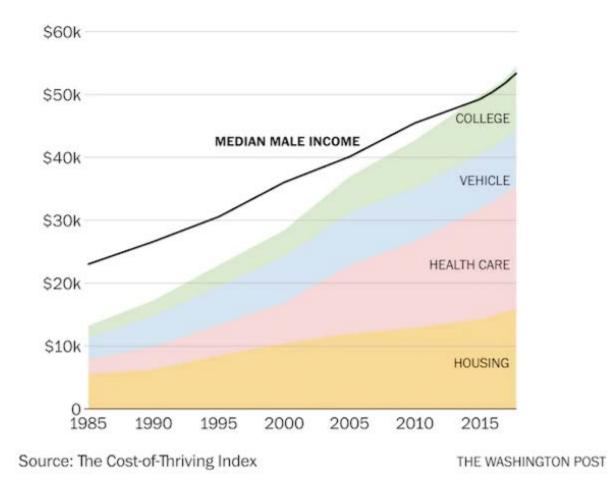


Data analyzed by the Environmental Finance Center at the University of North Carolina, Chapel Hill.

Data Sources: US Census Bureau American Community Survey, BLS-CPI, and NC League of Municipalities and Environmental Finance Center's annual water & wastewater rates surveys. The cohort of utilities is consistent across all years.

A year of wages no longer covers a year of family expenses

Major annual household expenditures for a family of four vs. median male income, 1985–2018



So, what does this all mean?

We're playing catch up...

Affordability may be an issue, which may impact the revenue stability of the utility into the future

We don't see these trends changing.

Looking forward...

- Affordability issues will continue to be a challenge for utilities.
- Although MHI is beginning to rebound postrecession, it is not a good representation of the distribution of income.
- More customers are likely to struggle with rising bills in future years. Customer assistance programs will likely be even more crucial for customers in the lowest income brackets.

Takeaways

- Address on the local level
 - State MHI may not be reflective of your community
 - Median bills may not be the bill your community pays
- Cost of service
 - Percent of discretionary income that your bill represents
 - What else do people have to pay for in your community?
 - How much of that is for water/wastewater?

AR = (Cost of Basic Water + Sewer Service) ÷ (Household Income-Essential Non-water Costs)

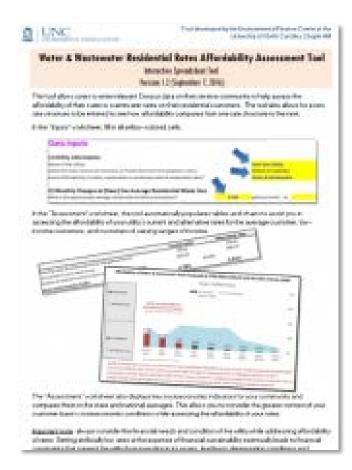
ACTION ITEMS



Water and Wastewater Residential Rates Affordability Assessment Tool

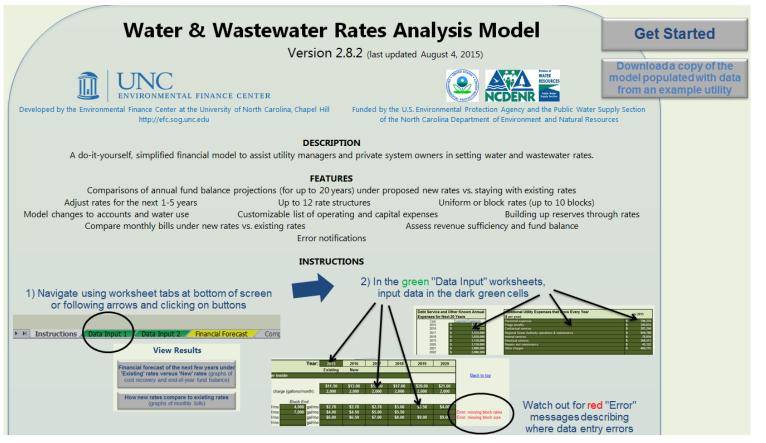
Go to http://efc.sog.unc.edu and search for "Affordability Assessment Tool"

Uses information on rates, average usage, and census data



Water and Wastewater Rates Analysis Model

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



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