

# Town of Southborough Water Rate Study

The Abrahams Group

May 2023

# Recent Results

The following table shows recent changes to water rates/tiers and the base charge:

	FY16	FY17	FY18	FY19	FY20	FY21	FY22	FY23
Rates	Tiers & 3.25%	3.25%	N/A	N/A	N/A	Tiers & 17.0%	N/A	7.5%
Base Charge	6.5%	N/A	N/A	N/A	N/A	17.0%	5.0%	2.0%

“N/A” = No Change

The Abrahams Group assisted the Town with setting rates for FY16, FY17, FY21, FY22, and FY23.

Prior to FY16, rates had not been changed since FY10.

The FY16 tier change was to lower tier breaks in the upper tiers. The tiers remained at 5 tiers.

The FY21 tier change was from 5 tiers to 4 tiers, merging the lowest three tiers into two and setting up a large third tier.

The Town established its Water Enterprise Fund as of the start of FY20. The following table shows results since then.

	FY20	FY21	FY22	FY23*
Total Revenues	\$1,852,570	\$2,916,047	\$2,259,713	\$2,727,750
Total Expenditures	\$2,408,280	\$2,362,497	\$2,706,880	\$2,564,924
Surplus/(Deficit)	\$(555,710)	\$553,550	\$(447,167)	\$162,825
Retained Earnings Certification	\$828,663	\$1,447,975	\$676,993	\$744,618
Retained Earnings %	34.4%	61.3%	25.0%	29.0%

FY23\* = Projected  
RE % Target = 20.0%

# Projections for FY24 to FY28

## Expenditure Notes:

- MWRA Assessment
  - Based on prior calendar year's usage
    - For example, calendar year 2022 impacts FY24 assessment. 2022 had a dry summer.
  - MWRA's budget document indicates an anticipated 3.9% increase in expenses annually.
    - Actual FY19 to FY24 averaged 3.6% increase.
  - Southborough's assessment determined by taking its flow share % of MWRA's systemwide expenses.
    - Average flow share for FY18 to FY24 is 0.38%.
  - Preliminary FY24 assessment is \$1.2 million, based on 0.40% flow share, up due to dry summer in 2022.
  - Use 0.38% flow share average for projections FY25 to FY28.
    - Assessment projected to decrease slightly in FY25 and increase 3.9% each year FY26 to FY28.
- Debt Service Summary (\* = FY24 to FY28 is projected):

	FY20	FY21	FY22	FY23	FY24*	FY25*	FY26*	FY27*	FY28*
Debt Service	\$545,977	\$474,010	\$455,934	\$452,917	\$477,334	\$521,565	\$384,415	\$416,190	\$523,685

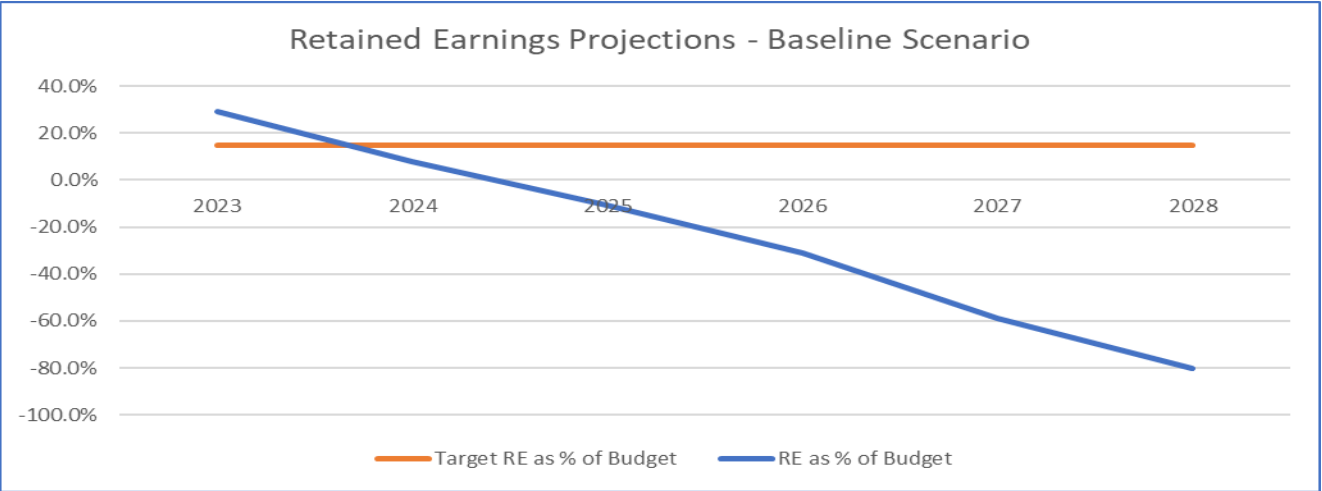
- Debt service for Newton Street mains project starts with smaller payment in FY24 and full payment in FY25.
- Debt service for Lovers Lane mains project expected to start in FY28.
- Other capital purchases: service truck \$70,000 in FY26, hook lift truck \$55,000 in FY28
- Salaries, indirect costs, and other expenses projected to increase 3.0% annually.

# Baseline Projections for FY24 to FY28 (cont.)

With the expenditure projections detailed on the prior slide, combined with conservative revenue projections, the following table and graph show projections for FY24 to FY28:

	FY24	FY25	FY26	FY27	FY28
Total Revenues*	\$2,347,938	\$2,347,938	\$2,347,938	\$2,347,938	\$2,347,938
Total Expenditures	\$2,811,327	\$2,869,857	\$2,883,203	\$2,928,304	\$3,177,056
Surplus/(Deficit)	\$(463,388)	\$(521,919)	\$(535,265)	\$(580,366)	\$(829,118)
Retained Earnings Certification	\$222,699	\$(312,566)	\$(892,932)	\$(1,722,050)	\$(2,551,168)
Retained Earnings %	7.9%	-10.9%	-31.0%	-58.8%	-80.3%

\* = Revenue projections do not include any rate changes for the Baseline Scenario.



# Current Billing Structure

Current (FY 2023) tiers and rates are in the table below:

	Tier 1	Tier 2	Tier 3	Tier 4
Tier Start	0	751	3,001	10,001
Tier End	750	3,000	10,000	+
Rate per Tier	Base Charge	\$4.69	\$7.37	\$10.75

Tiers are in cubic feet.

Rates are per 100 cubic feet of usage.

There is no flow-based rate for Tier 1. Users pay the base charge that covers up to 750 cubic feet of usage.

All accounts are billed quarterly, except for about 50 accounts that are billed monthly. Monthly accounts are billed based on the same tier structure as quarterly bills and are billed a base charge for each bill.

Current (FY 2023) per-bill base charges are in the table below:

Meter Size	Base Charge
5/8"	\$36.80
5/8" Senior	\$27.59
3/4"	\$50.18
3/4" Senior	\$37.64
1"	\$60.33
1" Senior	\$45.25
1.5"	\$77.01
2"	\$100.41
3"	\$167.37
4"	\$307.15

Seniors that have applied for the discount receive a 25% discount on the base charge.

# Current Billing Structure (cont.)

Current (FY 2023) per-bill base charges and counts are in the table below:

Data related to the current billing structure are in the tables below:

# of Bills/Tier	Tier 1	Tier 2	Tier 3	Tier 4
# of Bills	2,152	8,602	2,276	462
% of Bills	16.0%	63.8%	16.9%	3.4%

**Total Bills: 13,492**

Usage/Tier	Tier 1	Tier 2	Tier 3	Tier 4
Usage	9,382,800	13,880,850	7,893,100	4,507,100
% of Usage	26.3%	38.9%	22.1%	12.6%

**Total Usage: 35,663,850**

Billings/Tier	Tier 1	Tier 2	Tier 3	Tier 4
Billings	Meter Ch.	\$651,012	\$581,721	\$484,513
% of Billings	24.9%	28.5%	25.4%	21.2%

**Total Consumption Charges: \$1,717,247**

Meter Size	Base Charge	Counts	%
5/8"	\$36.80	2,184	66.6%
5/8" Senior	\$27.59	349	10.6%
3/4"	\$50.18	486	14.8%
3/4" Senior	\$37.64	54	1.6%
1"	\$60.33	110	3.4%
1" Senior	\$45.25	5	0.2%
1.5"	\$77.01	42	1.3%
2"	\$100.41	37	1.1%
3"	\$167.37	11	0.3%
4"	\$307.15	1	0.0%
<b>Totals</b>		<b>3,279</b>	

**Total Base Charges: \$571,052**

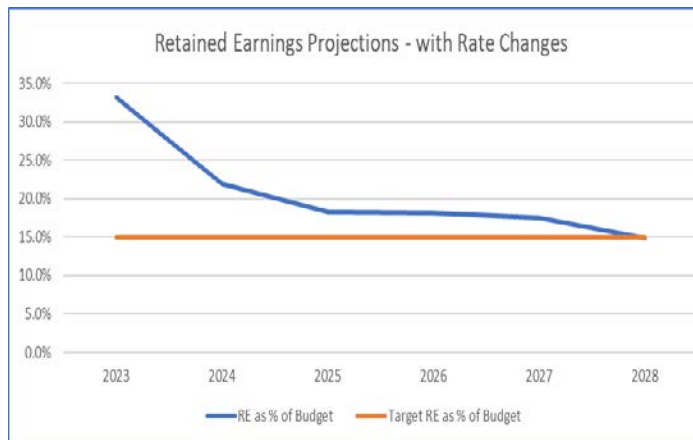
# Option 1 – No Tier Changes, Rates/Base Ch. Only

**Proj. Increases to Rates/Base Charges FY24 to FY28: Target 15% Retained Earnings: 6.25% annually**

**Target 20% Retained Earnings: 6.50% annually**

**Assuming 15% retained earnings target**, updated projections, including the assumption that any changes do not impact the first-quarter billing of FY 2024, shown in the following table and graph:

	FY24	FY25	FY26	FY27	FY28
Total Revenues	\$2,455,285	\$2,634,632	\$2,791,553	\$2,958,282	\$3,135,431
Total Expenditures	\$2,811,327	\$2,869,857	\$2,883,203	\$2,928,304	\$3,177,056
Surplus/(Deficit)	\$(356,042)	\$(235,226)	\$(91,650)	\$29,977	\$(41,625)
Retained Earnings	\$616,738	\$525,088	\$525,088	\$513,440	\$471,815
Retained Earnings %	21.9%	18.3%	18.2%	17.5%	14.9%



User Impact (per Bill)			New Bills				
Sample User (w/Meter Size)	Usage	Current Bill	FY 2024	FY 2025	FY 2026	FY 2027	FY 2028
Low-End Senior User (5/8")	500	\$ 27.59	\$ 29.31	\$ 31.15	\$ 33.09	\$ 35.16	\$ 37.36
Low-End Residential #1 (5/8")	1,000	\$ 48.53	\$ 51.56	\$ 54.78	\$ 58.20	\$ 61.84	\$ 65.71
Low-End Residential #2 (5/8")	1,750	\$ 83.70	\$ 88.93	\$ 94.49	\$ 100.40	\$ 106.67	\$ 113.34
Average Residential (5/8")	2,600	\$ 123.57	\$ 131.29	\$ 139.49	\$ 148.21	\$ 157.47	\$ 167.32
High-End Residential #1 (5/8")	4,000	\$ 216.03	\$ 229.53	\$ 243.87	\$ 259.11	\$ 275.31	\$ 292.52
High-End Residential #2 (5/8")	6,000	\$ 363.43	\$ 386.14	\$ 410.27	\$ 435.91	\$ 463.16	\$ 492.11
High-End Non-Res. (3")	30,000	\$ 2,938.80	\$ 3,122.47	\$ 3,317.62	\$ 3,524.98	\$ 3,745.29	\$ 3,979.37

# Option 2

The Town is interested in changes to its base charge and its tier structure. Some objectives of these changes follow:

## **Base Charge**

- Current charges are based on meter size.
- The origin of the charges is not known, and the charges do not seem to be based on anything.
- Update the base charge so that it is based on costs. Determine fixed costs to recover.
- Use the AWWA-supported equivalent meters methodology to set updated base charges.

## **Tiers**

- Current structure has a minimum in Tier 1. Users pay the same amount for up to 750 cubic feet of usage, which incentivizes users to use up to 750 cubic feet since they wouldn't pay more. This does not promote conservation.
- Update structure to create a flow-based rate for Tier 1. The base charge would not be tied to Tier 1, like it is currently.
- With a flow-based rate in Tier 1, establish a low Tier 1 rate to limit increases to low-end users.
- Current structure has less than 5% of bills in Tier 4 and less revenue in Tier 4 than in the other three tiers.
- Update structure with so more bills hit Tier 4 so Tier 4 reflects that users pay a true premium for their high usage. The pushing of more bills to Tier 4 generates additional revenue to mitigate rate increases in future years.

## **Monthly Accounts to Quarterly**

- Standardize all accounts so monthly accounts are billed quarterly and are billed based on the same rate structure.



# Option 2 (cont.) – Updated Base Charge

## Objectives of Updated Base Charge:

- Determine FY24 fixed costs to recover with base charge.
  - Salaries (less OT) - \$374,935
  - Indirect Costs - \$249,770
  - Total - \$624,705
- Use the AWWA-supported Equivalent Meters methodology to determine updated base charges designed to recover these costs. The methodology assigns an equivalent meter of 1 to the 5/8" meter and increases the number of equivalent meters by meter size, based on flow, ensuring larger meters pay more for the burden they place on the water system.
- Discount the Equivalent Meter Ratio by 25% for those with the senior discount to ensure full cost recovery.
- Assume 400 seniors eligible for the discount apply for it. This ensure that the charge is set to recover costs if additional seniors take advantage of the discount.
- Increase charges by 3.0% annually to reflect presumed annual increase in salaries and indirect costs.

The table below has the FY24 base charge calculations by meter size.

Meter Size	Max. Flow (in gpm)	# of Meters	Equiv. Meter Ratio	Equiv. Meters	Base Charge per Year	Base Charge per Bill
5/8"	20	1,784	1.00	1,784	\$151.78	\$37.94
5/8" S	20	749	0.75	562	\$113.83	\$28.46
3/4"	30	486	1.50	729	\$227.67	\$56.92
3/4" S	30	54	1.13	61	\$170.75	\$42.69
1"	50	110	2.50	275	\$379.45	\$94.86
1" S	50	5	1.88	9	\$284.59	\$71.15
1.5"	100	42	5.00	210	\$758.90	\$189.72
2"	160	37	8.00	296	\$1,214.24	\$303.56
3"	300	11	15.00	165	\$2,276.69	\$569.17
4"	500	1	25.00	25	\$3,794.49	\$948.62
<b>Totals</b>		<b>3,279</b>		<b>4,116</b>		

Base Charge for 1.00 Ratio = Total Costs/Total Equivalent Meters

# Option 2 (cont.) – Updated Tier Structure

Updated (FY 2024) tiers and rates are in the table below:

	Tier 1	Tier 2	Tier 3	Tier 4
Tier Start	0	1,001	2,501	5,001
Tier End	1,000	2,500	5,000	+
Rate per Tier	\$1.25	\$4.83	\$7.59	\$11.07

Tiers are in cubic feet. Rates are per 100 cubic feet of usage. Target Retained Earnings is 15%. Tier 1 Rate of \$1.50 if 20%.

All accounts are billed quarterly.

### With this updated structure:

- There is a flow-based rate in Tier 1, instead of a minimum charge currently, promoting conservation.
- ~75% residential bills are in Tiers 1 & 2 (vs. 81% now)
- Average residential user is in Tier 2; greater than average residential usage, incl. non-essential usage, in a higher tier.
- ~74% of commercial users are in Tiers 1-3, ~26% in Tier 4. Examples: pizza shop Tier 2 or 3; bagel shop or cafe Tier 3; larger restaurant/brewery tier 4

Updated (FY 2024) per-bill base charges are in the table below:

Meter Size	Base Charge
5/8"	\$37.94
5/8" Senior	\$28.46
3/4"	\$56.92
3/4" Senior	\$42.69
1"	\$94.86
1" Senior	\$71.15
1.5"	\$189.72
2"	\$303.56
3"	\$569.17
4"	\$948.62

Seniors that have applied for the discount receive a 25% discount on the base charge.

# Option 2 (cont.) – Updated Tier Structure

Data related to the updated billing structure are in the tables below:

# of Bills/Tier	Tier 1	Tier 2	Tier 3	Tier 4
# of Bills	3,526	6,140	2,161	1,276
% of Bills	26.9%	46.9%	16.5%	9.7%

**Total Bills: 13,103**

Usage/Tier	Tier 1	Tier 2	Tier 3	Tier 4
Usage	11,780,100	9,347,000	5,210,100	9,324,750
% of Usage	33.0%	26.2%	14.6%	26.1%

**Total Usage: 35,661,950**

Billings/Tier	Tier 1	Tier 2	Tier 3	Tier 4
Billings	\$149,479	\$451,194	\$394,794	\$1,022,129
% of Billings	7.4%	22.4%	19.6%	50.7%

**Total Consumption Charges: \$2,017,596**

Updated (FY 2024) per-bill base charges and counts are in the table below:

Meter Size	Base Charge	Counts	%
5/8"	\$37.94	2,184	66.6%
5/8" Senior	\$28.46	349	10.6%
3/4"	\$56.92	486	14.8%
3/4" Senior	\$42.69	54	1.6%
1"	\$94.86	110	3.4%
1" Senior	\$71.15	5	0.2%
1.5"	\$189.72	42	1.3%
2"	\$303.56	37	1.1%
3"	\$569.17	11	0.3%
4"	\$948.62	1	0.0%
<b>Totals</b>		<b>3,279</b>	

**Total Base Charges: \$639,847**

# Option 2 – Base Charge, Tier Changes

**Proj. Increase to Avg. Res. User’s Flow Charge: 6.7%**

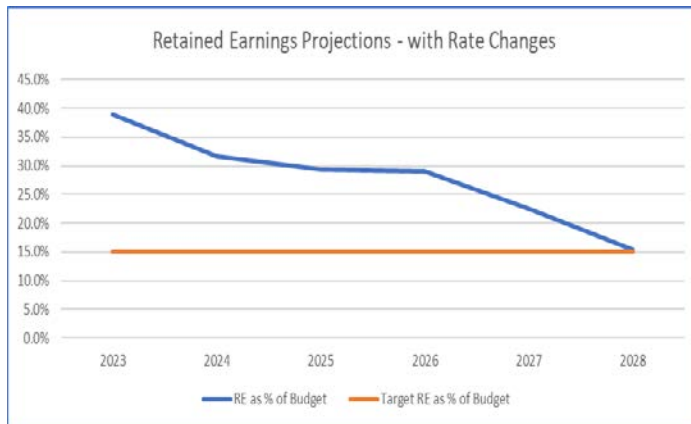
**Proj. Increase to Base Charge for Avg. Res. User (5/8”): 3.1%**

**Proj. Increases to Rates FY25 to FY28: 3.0% annually**

**Proj. Increases to Base Charges FY25 to FY28: 3.0% annually**

**Assuming 15% retained earnings target**, updated projections, including the assumption that any changes do not impact the first-quarter billing of FY 2024, shown in the following table and graph:

	FY24	FY25	FY26	FY27	FY28
Total Revenues	\$2,601,843	\$2,759,341	\$2,838,405	\$2,919,840	\$3,003,719
Total Expenditures	\$2,811,327	\$2,869,857	\$2,883,203	\$2,928,304	\$3,177,056
Surplus/(Deficit)	\$(209,484)	\$(110,516)	\$(44,799)	\$(8,464)	\$(173,338)
Retained Earnings	\$888,006	\$843,207	\$834,743	\$661,405	\$488,067
Retained Earnings %	31.6%	29.4%	29.0%	22.6%	15.4%



User Impact (per Bill)			New Bills				
Sample User (w/Meter Size)	Usage	Current Bill	FY 2024	FY 2025	FY 2026	FY 2027	FY 2028
Low-End Senior User (5/8")	500	\$ 27.59	\$ 34.71	\$ 35.75	\$ 36.82	\$ 37.93	\$ 39.06
Low-End Residential #1 (5/8")	1,000	\$ 48.53	\$ 50.44	\$ 51.96	\$ 53.52	\$ 55.12	\$ 56.78
Low-End Residential #2 (5/8")	1,750	\$ 83.70	\$ 86.67	\$ 89.28	\$ 91.95	\$ 94.71	\$ 97.55
Average Residential (5/8")	2,600	\$ 123.57	\$ 130.49	\$ 134.41	\$ 138.44	\$ 142.60	\$ 146.87
High-End Residential #1 (5/8")	4,000	\$ 216.03	\$ 236.77	\$ 243.88	\$ 251.19	\$ 258.73	\$ 266.49
High-End Residential #2 (5/8")	6,000	\$ 363.43	\$ 423.40	\$ 436.11	\$ 449.19	\$ 462.67	\$ 476.55
High-End Non-Res. (3")	30,000	\$ 2,938.80	\$ 3,612.03	\$ 3,720.40	\$ 3,832.01	\$ 3,946.97	\$ 4,065.38

# Option 2 **ALTERNATE**

The Town is interested in changes to its base charge and its tier structure. Some objectives of these changes

## follow: **Base Charge**

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## **Monthly Accounts to Quarterly**

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# Option 2 **ALTERNATE**(cont.) – Updated Base Charge

## Objectives of Updated Base Charge:

- Determine FY24 fixed costs to recover with base charge.
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<b>Totals</b>		<b>3,279</b>		<b>4,116</b>		

Base Charge for 1.00 Ratio = Total Costs/Total Equivalent Meters

# Option 2 **ALTERNATE**(cont.) – Updated Tier Structure

Updated (FY 2024) tiers and rates are in the table below:

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Tier Start	0	1,001	2,501	5,001
Tier End	1,000	2,500	5,000	+
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Seniors that have applied for the discount receive a 25% discount on the base charge.

# Option 2 **ALTERNATE**(cont.) – Updated Tier Structure

Data related to the updated billing structure are in the tables below:

# of Bills/Tier	Tier 1	Tier 2	Tier 3	Tier 4
# of Bills	3,526	6,140	2,161	1,276
% of Bills	26.9%	46.9%	16.5%	9.7%

**Total Bills: 13,103**

Usage/Tier	Tier 1	Tier 2	Tier 3	Tier 4
Usage	11,780,100	9,347,000	5,210,100	9,324,750
% of Usage	33.0%	26.2%	14.6%	26.1%

**Total Usage: 35,661,950**

Billings/Tier	Tier 1	Tier 2	Tier 3	Tier 4
Billings	\$236,493	\$438,374	\$383,984	\$1,002,411
% of Billings	11.5%	21.3%	18.6%	48.6%

**Total Consumption Charges: \$2,061,262**

Updated (FY 2024) per-bill base charges and counts are in the table below:

Meter Size	Base Charge	Counts	%
5/8"	\$37.94	2,184	66.6%
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<b>Totals</b>		<b>3,279</b>	

**Total Base Charges: \$639,847**



# Option 2 **ALTERNATE**– Base Charge, Tier Changes

**Proj. Increase to Avg. Res. User’s Flow Charge: 12.6%**

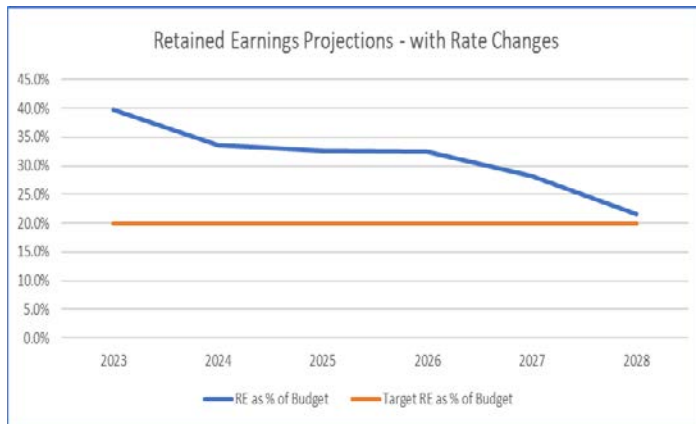
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**Proj. Increases to Rates FY25 to FY28: 3.0% annually**

**Proj. Increases to Base Charges FY25 to FY28: 3.0% annually**

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	FY24	FY25	FY26	FY27	FY28
Total Revenues	\$2,624,642	\$2,792,751	\$2,872,817	\$2,955,285	\$3,040,227
Total Expenditures	\$2,811,327	\$2,869,857	\$2,883,203	\$2,928,304	\$3,177,056
Surplus/(Deficit)	\$(186,685)	\$(77,106)	\$(10,386)	\$26,981	\$(136,830)
Retained Earnings	\$944,215	\$933,829	\$933,829	\$823,980	\$687,150
Retained Earnings %	33.6%	32.5%	32.4%	28.1%	21.6%



User Impact (per Bill)			New Bills				
Sample User (w/Meter Size)	Usage	Current Bill	FY 2024	FY 2025	FY 2026	FY 2027	FY 2028
Low-End Senior User (5/8")	500	\$ 27.59	\$ 38.46	\$ 39.61	\$ 40.80	\$ 42.02	\$ 43.29
Low-End Residential #1 (5/8")	1,000	\$ 48.53	\$ 57.94	\$ 59.68	\$ 61.47	\$ 63.32	\$ 65.22
Low-End Residential #2 (5/8")	1,750	\$ 83.70	\$ 93.12	\$ 95.91	\$ 98.79	\$ 101.75	\$ 104.81
Average Residential (5/8")	2,600	\$ 123.57	\$ 135.66	\$ 139.73	\$ 143.93	\$ 148.24	\$ 152.69
High-End Residential #1 (5/8")	4,000	\$ 216.03	\$ 238.84	\$ 246.01	\$ 253.39	\$ 260.99	\$ 268.82
High-End Residential #2 (5/8")	6,000	\$ 363.43	\$ 420.04	\$ 432.65	\$ 445.63	\$ 458.99	\$ 472.76
High-End Non-Res. (3")	30,000	\$ 2,938.80	\$ 3,531.27	\$ 3,637.21	\$ 3,746.33	\$ 3,858.72	\$ 3,974.48

Thank You!

Questions/Comments