

2023

GEORGIA
WATER &
WASTEWATER



Carl Vinson
Institute of Government
UNIVERSITY OF GEORGIA



ABOUT THIS REPORT

This report is just one resource in a series on Georgia water and wastewater rates surveys, funded by the Georgia Environmental Finance Authority (GEFA) and compiled by the Carl Vinson Institute of Government at the University of Georgia (UGA) and the Environmental Finance Center (EFC) at the University of North Carolina at Chapel Hill.

In addition to this report, there is an accompanying set of [tables](#) and standardized water and wastewater [rate sheets](#) for each participating utility. Furthermore, with the online, interactive [Rates Dashboard](#), users can compare utilities against various attributes such as geographic location, system characteristics, and customer demographics, as well as financial indicators and benchmarks.

CONTRIBUTORS TO THE REPORT

The Environmental Finance Center at UNC Chapel Hill:

Erin Riggs, *Executive Director*, **Julia Cavalier**, *Research Specialist*, and **Delia Wegner**, *Graduate Research Assistant*

4 Myths

About Water Pricing



1

MYTH: High Rates are Bad

FACT: Higher rates do not necessarily reflect poor or inefficient management. Some utilities may not be charging enough to properly maintain assets or have not re-examined rate structures.



2

MYTH: Comparing Rates is Simple

FACT: Rates alone do not tell the entire story. Rates should reflect the cost of providing service and can vary based on many factors. Comparing rates is really just a starting point for more analysis.



3

MYTH: Pricing is Simple

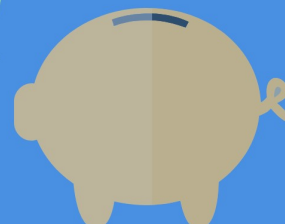
FACT: Utilities employ a variety of pricing structures and should be thoughtful in designing those structures to meet their needs, objectives, and priorities as they evolve over time.



4

MYTH: Promoting Conservation Requires Increasing Block Rate Structures

FACT: Many different types of pricing structures can be employed to encourage conservation, not just increasing block rate. Utilities should aim to focus on all aspects of pricing, not just rate structure design.



For more information, visit the original blog post at <https://efc.sog.unc.edu/myths-about-water-rate-setting/>

INTRODUCTION

Between December 2022 and February 2023 the EFC and UGA conducted a survey of 522 rate-charging water and wastewater utilities in Georgia.

A total of 473 utilities (90%) from all 159 counties in the state are represented in this survey group.

Water and wastewater rate setting is one of a local government's most important environmental and public health responsibilities. This report aims to provide utility professionals and public officials with an up-to-date, detailed survey of current statewide rate structures and trends, and thus assist in the protection of public health, improvement of economic development, and promotion of sustainability in Georgia.

Continue reading to find out how water and wastewater rates ultimately determine how much revenue a community has to maintain vital infrastructure.

BY THE NUMBERS



323

utilities serving
WATER AND WASTEWATER



132

utilities serving
WATER ONLY

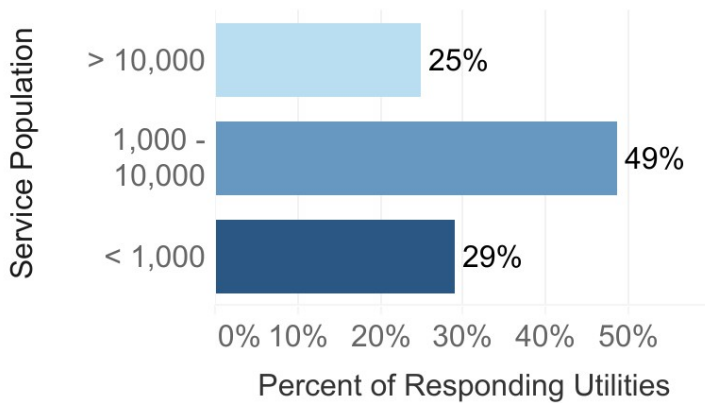


16

utilities serving
WASTEWATER ONLY



Distribution of Utilities by Service Population (n=460)



81%

MUNICIPAL

8%

COUNTY/DISTRICT

8%

AUTHORITY

3%

OTHER

*includes for-profits & consolidated governments

WHAT DO RATE STRUCTURES LOOK LIKE?

Base Charges

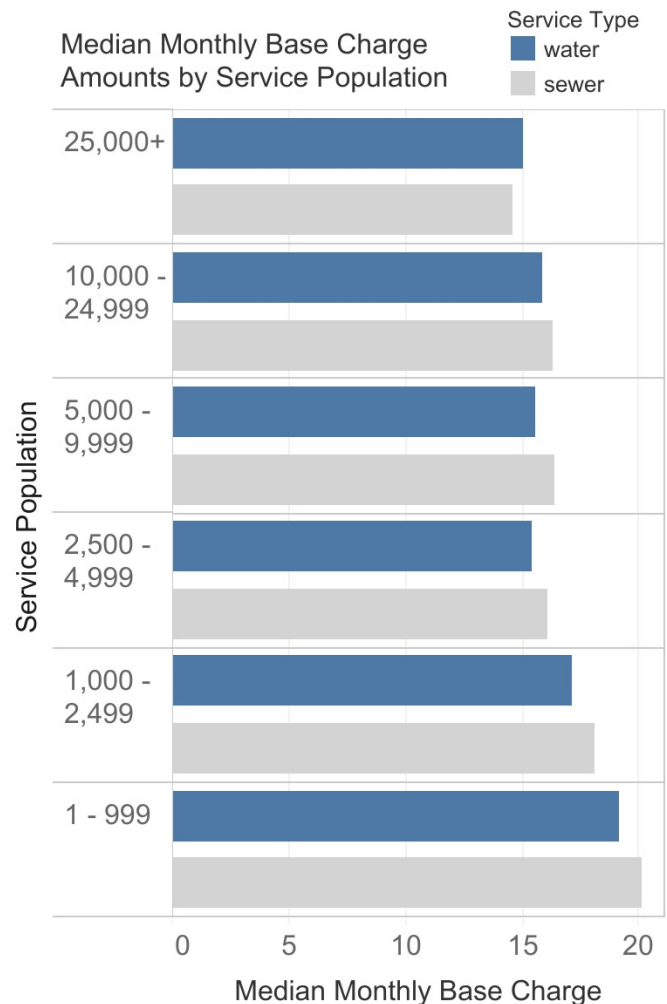
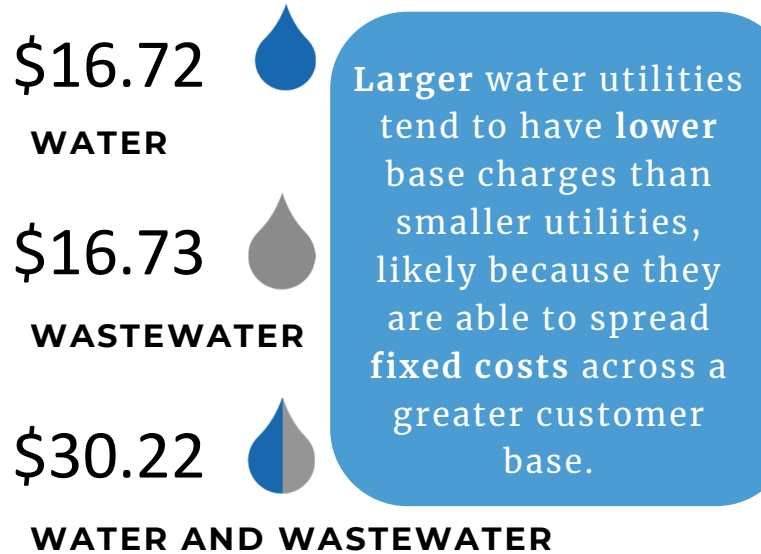
Considerable variation exists in how utilities model rate structures, but almost all use a combination of a *base charge* and a *volumetric charge*.

Base charges do not vary from one billing period to the next regardless of consumption. These charges can be a constant, universal amount for all customers, or vary based on customer class (e.g., residential vs. commercial) or even meter size.

Base charges sometimes feature a *consumption allowance*, which is a volume of usage included in the base charge.

In Georgia, 61% of water rate structures with base charges included a consumption allowance. The median monthly consumption allowance is 2,189 gallons.

Median Monthly Base Charge



WHAT DO RATE STRUCTURES LOOK LIKE?

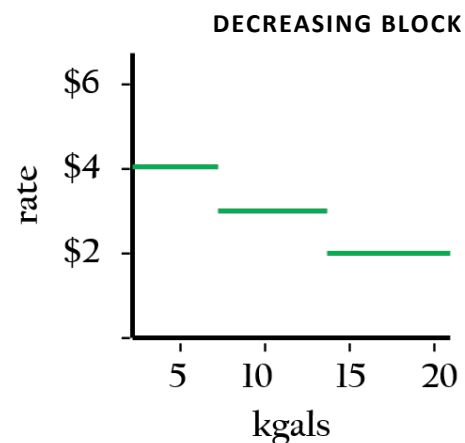
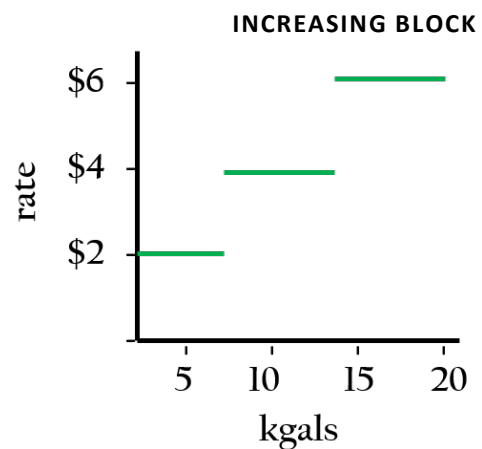
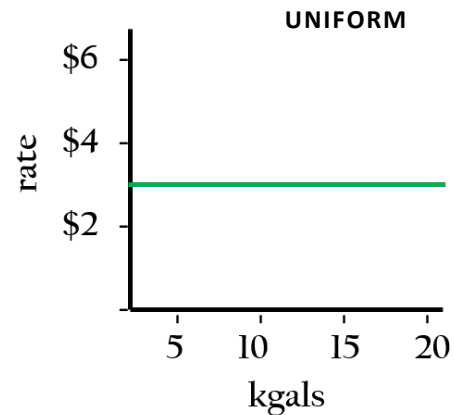
Ways to Charge for Volume

Volumetric (variable) charges are based on the volume used after exceeding the consumption allowance included with the base charge (if any). Three common ways to charge for volume are uniform, increasing block, and decreasing block rates.

With a *uniform rate* structure, the rate does not change as the customer consumes more.

In an *increasing block rate* structure, the rate increases as the customer uses more. This structure is often employed by utilities that want to encourage conservation by making higher volumes of consumption more expensive.

The rate per unit decreases with greater consumption in a *decreasing block* structure. This type of rate structure may be used to encourage economic development, but likely will not encourage conservation.



What is the most common volumetric rate structure?

In Georgia the majority of residential water rate structures use an **increasing block rate** (52%) and residential wastewater rate structures use a **uniform block rate** (57%) to charge for volume. Standardized to thousands of gallons, the median rate from 4 to 5 kgal is \$3.70 for water and \$4.75 for wastewater services.

WHAT ARE UTILITIES CHARGING?

Georgia's Average Bills

Residential (5,000 GALS)

Commercial (50,000 GALS)

WATER

\$30.90

MONTH

\$371.20

YEAR



\$266.00

MONTH

\$3,195

YEAR

WASTEWATER

\$34.90

MONTH

\$419.10

YEAR



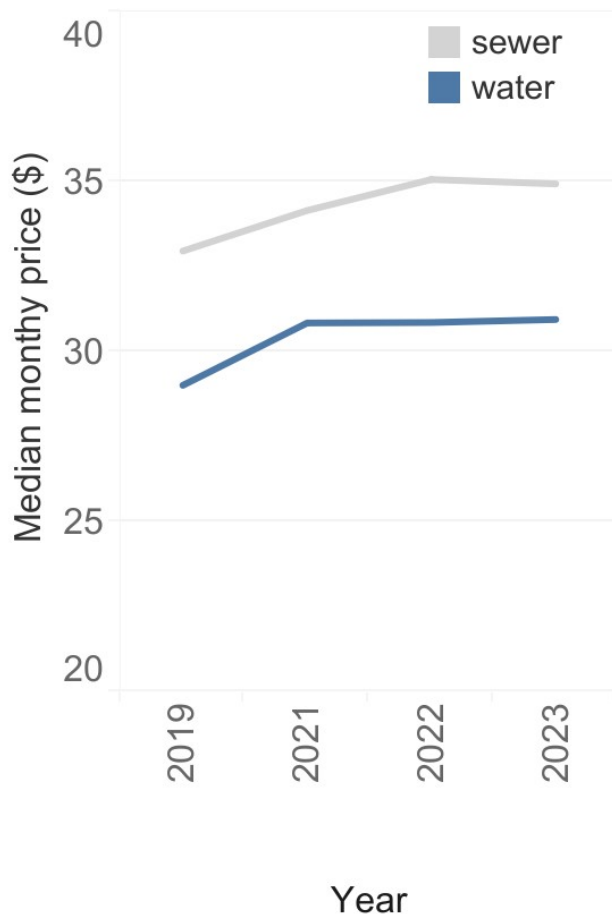
\$297.00

MONTH

\$3,563

YEAR

Median Monthly Inside Bill
2019 - 2023 (5000 gal)



Range of Bills

The graph at left shows the median monthly inside bill for both water and sewer at 5,000 gallons consumption. Rate surveys were conducted in 2019, 2021, 2022, and 2023. Median water and sewer rates increased between 2019 and 2021. Median water rates were relatively flat between 2021 and 2023 while median sewer rates increased between 2021 and 2022, then remained flat into 2023.

On average, sewer rates were 13% greater than water rates during the period shown.

HOW DO OUTSIDE RATES COMPARE?

Inside vs. Outside Rates

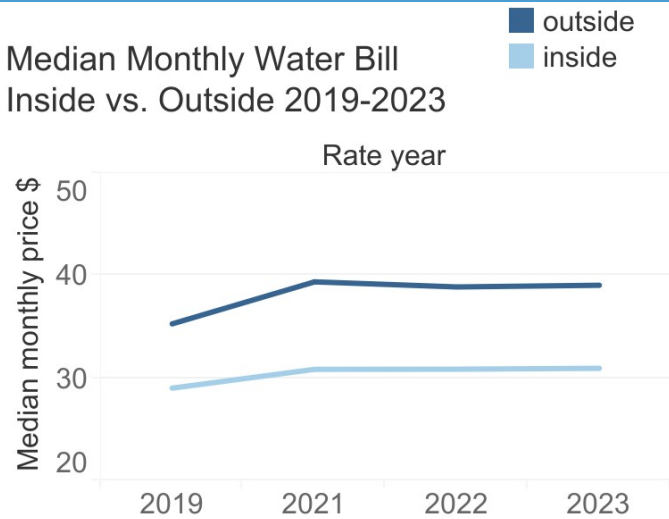
All of the charges presented above refer to what utilities charge customers that live within their political boundaries. Municipal utilities often serve customers who live outside of city limits, and a handful of other utilities specify geographical boundaries within their service areas and identify their customers as residing “inside” and “outside” those boundaries. In many cases, utilities charge different rates for customers living inside or outside the boundary.

In Georgia 41% of water rate structures and 39% of wastewater rate structures charge outside rates.

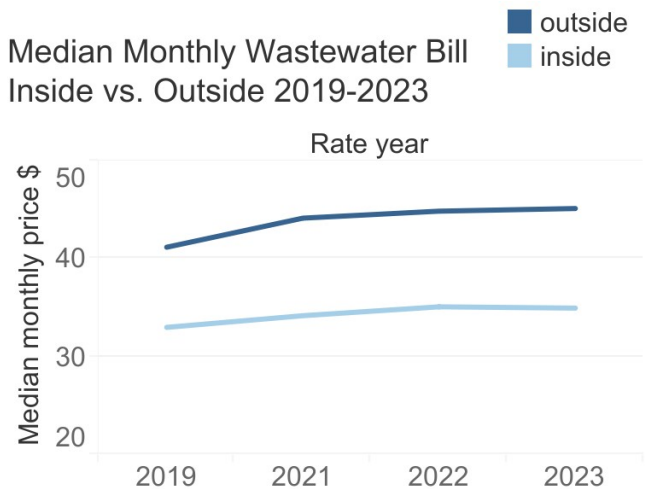
The median monthly outside bill at 6,000 gallons is 1.27 times the inside bill for water and 1.29 times for wastewater.

The median combined water and wastewater bill in 2022 was \$65.91 inside and \$83.71 outside. In 2023 it was \$65.81 inside and \$84.14 outside.

Median Monthly Water Bill
Inside vs. Outside 2019-2023



Median Monthly Wastewater Bill
Inside vs. Outside 2019-2023



As volume increases, the median bill for outside rates tends to rise at a *greater rate* than the median bill for inside rates. Outside water bills are 26% *higher* than inside and outside wastewater is 29% higher than inside.

Generally, outside rates are greater than inside rates because customers reside farther from the water and wastewater treatment plant than inside customers. Extra costs for distribution and collection systems may justify higher rates for outside customers.

HOW DO IRRIGATION RATES COMPARE?

Some utilities offer unique irrigation rates. When the same utility provides water and wastewater service, the wastewater service is often tied to metered water consumption. To separate outdoor water use, which does not go into the wastewater system, from wastewater use, utilities will sometimes meter separately for irrigation. These unique irrigation rates do not charge customers for the equal wastewater use and, as a result, are often slightly more expensive than water rates, but less than the combined water/wastewater rate if no irrigation rate existed.

In Georgia, most irrigation rates are equivalent to water rates. Only 6% of rate structures have unique irrigation rates. Of the 29 rate structures with unique irrigation rates, 26 rates are 100-150% greater than water rates, while 6 rates are over 150% greater than water rates.



WHEN WERE RATES LAST CHANGED?

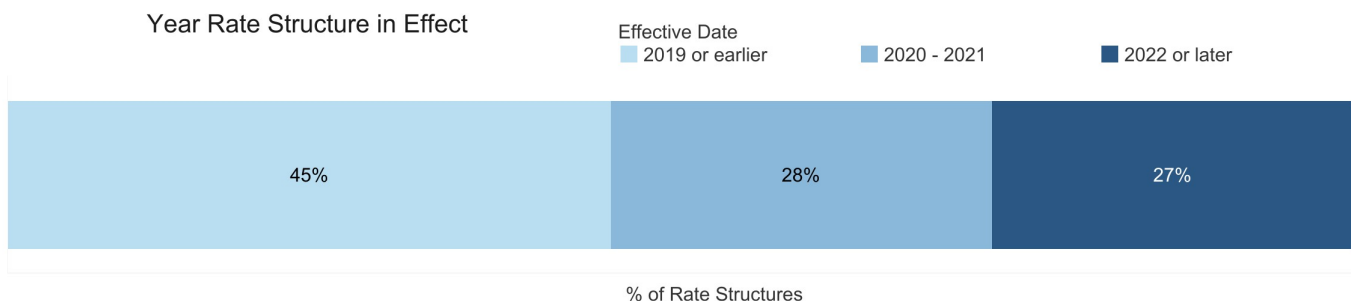
- *The **MAJORITY** of utilities have updated rates as of **AT LEAST 2020**.*
- *45% of utilities have not updated their rates since **2019 or earlier**.*



In Georgia, **most utilities** are actively evaluating and modifying their rate structures every one to two years. The EFC recommends that utilities review their rates **at least every two years** to keep in pace with inflation. An annual or biennial review gives utilities the opportunity to evaluate if their current rates are enough to cover the necessary operating expenses and depreciation, not to mention savings goals for capital planning, emergencies, or other funds.

Utilities that modestly raise rates at more frequent intervals accumulate more revenue over time than those that implement less frequent, but more drastic rate increases. Customers are also less likely to balk at more gradual, periodic rate increases than a one-time price hike.

The calendar year when sampled rate structures were first put into effect is shown below.



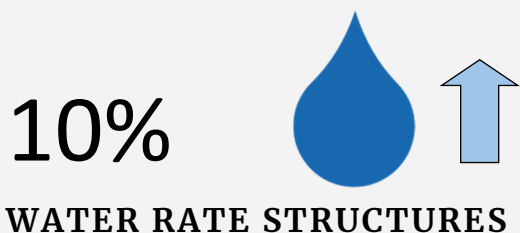
HOW HAVE RATES CHANGED?

The annual rates survey has been an ongoing partnership between GEFA and the EFC since 2007. As a result, years of rates data have been collected and are available to analyze trends and changes. As the costs of providing service rise, so should rates. Providing water and wastewater service is costly and infrastructure-intensive. Regular, predictable rate increases are common and recommended.

The *presence* of a change as well as the *level* of that change is important when assessing revenue needs for utilities. The figures below reflect changes in residential rates over the last fiscal year. Each figure reflects data from a cohort. The figures below only represent those rate structures present in both the 2020 and 2021 rates surveys.

Percent of Rate Structures with Increased Residential Rates from 2022-2023

Water N=457 Rate Structures, Wastewater N=339 Rate Structures



Given that in most cases bills are quite low, a large percentage rate increase may not translate to a large dollar amount increase. **The median bill increase at 5,000 gallons for rate structures with increases was just \$2.00 for water and \$3.37 for wastewater.**

DO PRICES REFLECT THE TRUE COST OF SERVICE?

Utilities sometimes fall into the trap of pricing services based on what their customers have always paid, rather than focusing on the bottom line of their balance sheets. In recent years, financial data were available for **433 utilities** out of the total 473 utilities (92%).

Let's start with some essential definitions:

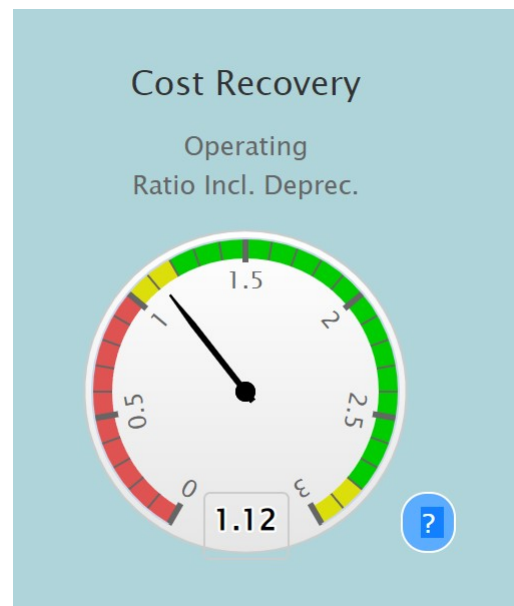
WHAT IS OPERATING RATIO?

Operating ratio, also known as cost recovery ratio, is a financial benchmark that determines if an entity is operating at a loss, gain, or just breaking even. The ratio is simply the division of operating revenues by operating expenses, which can include or exclude depreciation. A utility's operating ratio must be *at least 1.0* to break even.

$$\text{Operating Ratio} = \frac{\text{Operating Revenues}}{\text{Operating Expenses}}$$

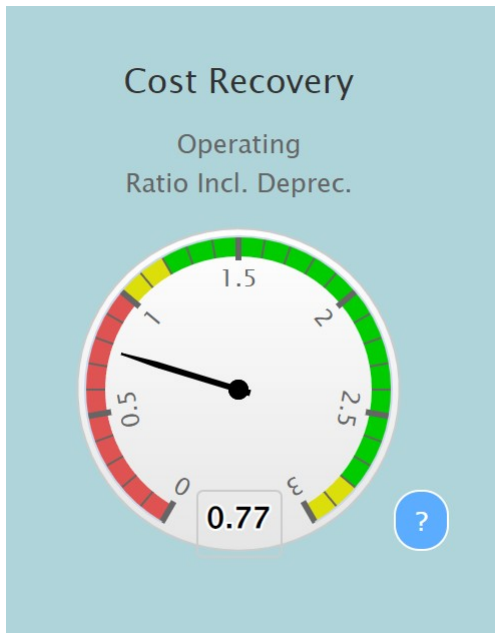
WHY INCLUDE DEPRECIATION?

Whenever possible, depreciation should be included in operating expenses to account for the inevitable cost of replacing equipment and infrastructure at the end of its expected useful life. Depreciation allows costs to be figuratively parceled out over time, avoiding a sudden, enormous expense when the time comes to replace assets.



DO PRICES REFLECT THE TRUE COST OF SERVICE?

A dial with cost recovery less than 1 is shown below.



While it is clear that being “in the red” is not a good position, there is no universal standard for what constitutes a healthy operating ratio beyond 1.0. Generally, as the Cost Recovery dial shows in the green band above, an operating ratio including depreciation of at least 1.2 allows utilities to account for day-to-day operations and maintenance expenses, as well as for future capital costs.

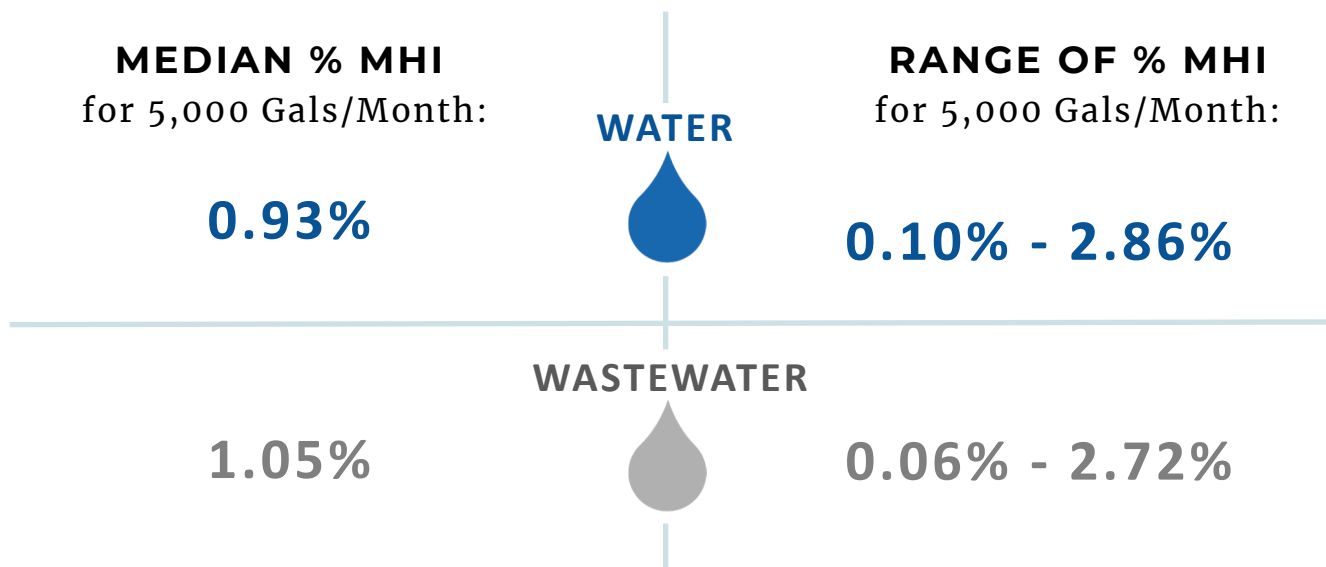
All utilities face the issue of generating sufficient revenue to pay for the high fixed costs of providing safe and reliable services. However, smaller utilities must spread out those high fixed costs over a smaller customer base.

WHAT IS CONSIDERED HEALTHY?

The Cost Recovery dial on the [Rates Dashboard](#) uses red, yellow, and green colored bands to give the viewer a simplified idea of the health of the utility’s operating ratio at a glance.

HOW AFFORDABLE ARE RESIDENTIAL BILLS?

Assessing rate affordability remains a challenge because there is no one true, universal measure of affordability. The most commonly used indicator, **Percent Median Household Income (Percent MHI)** calculates how a year's worth of water and wastewater bills, 5,000 gallons/month in this case, compares to the MHI of the community served by the utility. MHI is provided by the most recent 5-year estimates of the US Census Bureau's American Community Survey.



As all communities have a range of income brackets, it is important to keep in mind that what may seem like a small percentage of the community's MHI can have a proportionally larger impact on lower-income populations. This includes households making less than or equal to **federal poverty guideline, \$26,200 for a family of four in 2020**, according to the US Department of Health and Human Services. In Georgia, the 75th percentile water bill and wastewater bill equates to about **1.16% income for water and 1.29% for wastewater**, at the federal poverty guideline.

For a more in-depth look at the affordability of water and wastewater services in a community, the EFC offers the free, Excel-based [Residential Rates Affordability Assessment Tool](#), available for download on our website.

Further Resources

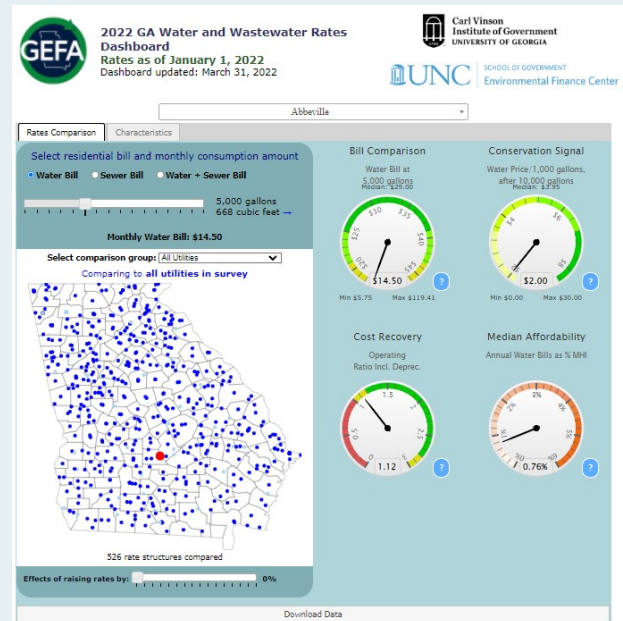
All of the following free resources are available at:

⇒ <https://efc.sog.unc.edu/resource/georgia-rates-resources/>

2023 Water and Wastewater Rates Dashboard

[Rate tables in Tableau](#) with rates and rate structures for residential, commercial, and irrigation customer classes for water and wastewater.

[Tableau software tool](#) with standardized rate sheets for all utilities in the survey.



Questions? Feedback?



Contact us
efc@sog.unc.edu

Need Technical Assistance?

Fill out the form below:

<https://efc.sog.unc.edu/technical-assistance/>

Acknowledgments

The Environmental Finance Center would like to thank the [Georgia Environmental Finance Authority](#), the [Carl Vincent Institute of Government at the University of Georgia](#), and all of the water and wastewater systems that participated in this year's survey. The EFC would also like to thank the [Georgia Department of Community Affairs](#) for the financial data presented both on the dashboard and in this report.



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