

**SECTION 2.0**  
**CITY OF CONCORD**  
**WASTEWATER SERVICES**

---

**2.1 Overview**

The City of Concord was incorporated in 1905. The City boundaries encompass ~~34.4~~ 30.5 square miles, and the City has a population of approximately 123,519 residents. Located in central Contra Costa County, the City shares boundaries with the Cities of Pittsburg and Clayton to the east; the City of Walnut Creek to the south; and the City of Pleasant Hill to the west. The City's Sphere of Influence (SOI) encompasses an additional 15.6 square miles, including lands to the north as well as small unincorporated areas adjacent to the City's boundary. There is a 189-acre unincorporated island within the City's SOI, the Ayres Ranch area, located south of Bailey Road adjacent to the Concord Naval Weapons Station (CNWS). This area is developed with residential land use.

Concord provides sewage collection and conveyance services for most of the City of Concord, the adjacent City of Clayton, and some parcels in the unincorporated areas surrounding both cities. Clayton has a population of approximately 11,000 residents and encompasses 4.2 square miles. Clayton's SOI encompasses an additional 1.9 square miles in lands to the south. The wastewater from Clayton is conveyed by gravity flow through the Concord system to the Concord Sewage Pump Station, and ultimately to the Central Contra Costa Sanitary District (CCCSD) system. CCCSD provides treatment and disposal services for all of Concord and Clayton. CCCSD also provides sewage collection services for northern Concord, including the northern portion of the CNWS, and for some areas along the City's western boundary.

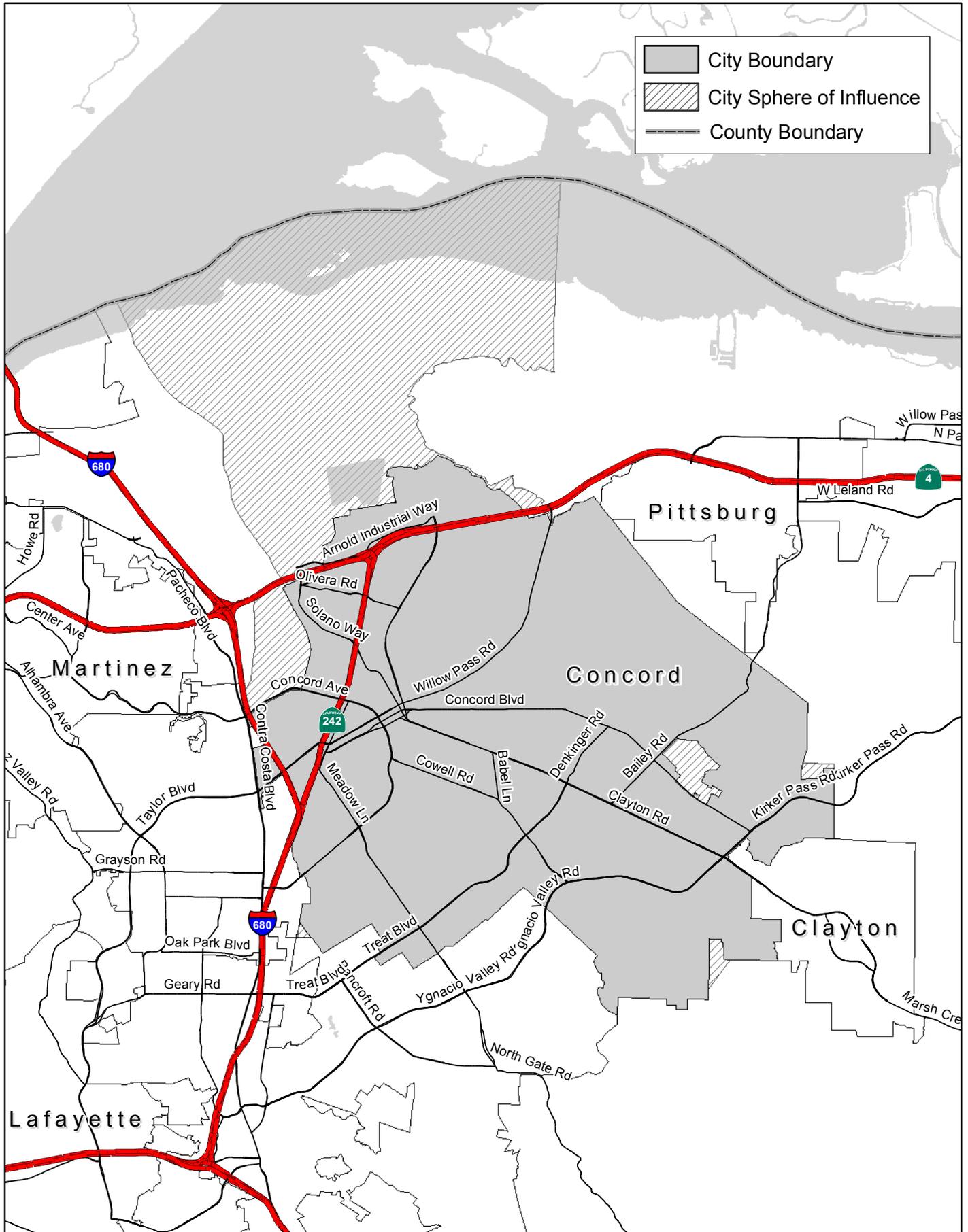
In 1964, the Concord City Council adopted Resolution No. 2423 establishing an "ultimate sewerage service boundary" that includes area outside the corporate boundaries of Concord. The City resolution was to be approved subsequently by the County Board of Supervisors and LAFCO; however, neither the County nor LAFCO has a record of such action. Based on this resolution, the City has historically provided sewer service to unincorporated areas outside the city boundaries without requesting approval from LAFCO. More recently, the City has requested that LAFCO approve out of agency service agreements for the extension of service to parcels outside City boundaries and has required that the landowner record an agreement consenting to annexation. This is consistent with Government Code Section 56133 which allows the Commission to authorize a city or district to provide new or extended services outside its jurisdictional boundaries but within its SOI in anticipation of a future change of organization. However, the City has not pursued annexation of these parcels and this remains an important issue for the City to resolve.

The City’s profile for wastewater service is shown in *Table 2.1*. A map of the City’s boundary and current SOI are shown in *Figure 2.1* and the City’s sewer service area is shown in *Figure 2.2*.

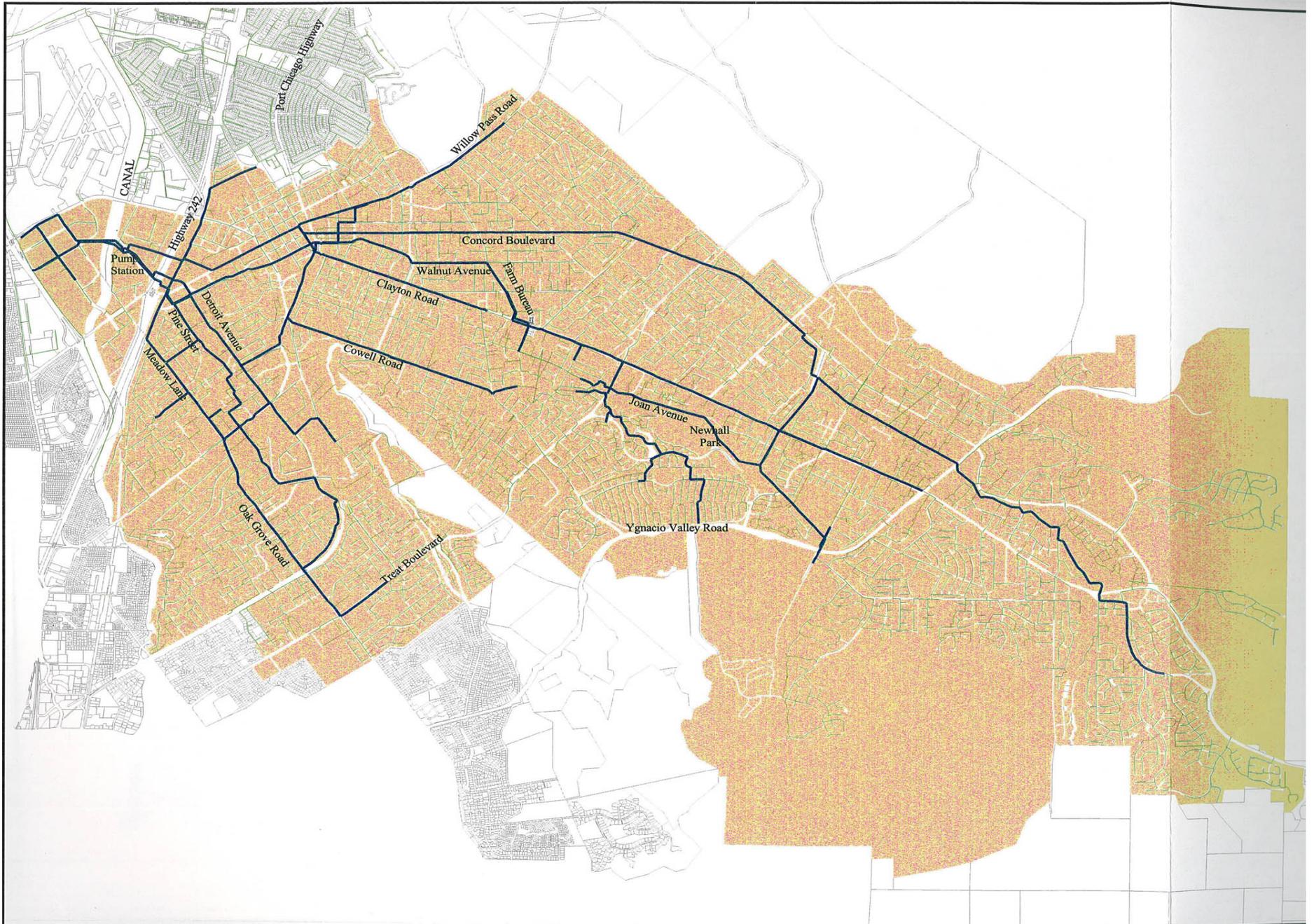
**Table 2.1  
City of Concord  
Wastewater Service Information**

<b>Service Area / Financial Summary</b>	
Public Works Department:	1950 Parkside Drive Concord, CA 94519 (925) 671-3045 www.ci.concord.ca.us
Service Area:	Concord: 30.5 square miles Clayton: 4.2 square miles
Population:	Concord: 123,519 (Year 2007) / 148,400 (Year 2030) Average Annual Growth Rate = 0.9% Clayton: 10,781 (Year 2007) / 12,600 (Year 2030) Average Annual Growth Rate = 0.7%
Sewer Fund Operating Budget (FY 2007/2008):	Revenues / Expenditures: \$18,397,549 / \$15,287,979
Net Assets:	Sewer Fund Net Assets 06/30/2006: \$91,916,717
<b>Wastewater Service Data</b>	
Services	Wastewater collection and conveyance
Number of Service Connections	39,036
Miles of Sewer Main / Number of Pump Stations	383 miles / 1 pump station (12 mgd)
Average Age of Collection System	39 years
Average Dry Weather Flow	10.6 mgd
Treatment	Central Contra Costa Sanitary District WWTP
RWQCB Region	Region 2 – San Francisco Bay
Orders	Order No. 2006-0003 – Statewide General Waste Discharge Requirements for Sanitary Sewer Systems

# City of Concord Boundary and Sphere of Influence



# City of Concord Trunk Sewer Service Area



## **2.2 Growth and Population Projections**

The City of Concord provides sewer collection and conveyance services for the majority of the City's incorporated area, some parcels in unincorporated area, and the City of Clayton. Concord has an estimated current population of 123,519 residents.<sup>1</sup> The Association of Bay Area Governments (ABAG) projects a population of 148,400 by 2030<sup>2</sup> with an average annual growth rate of 0.8 percent. The City of Clayton has a current population of 10,781<sup>1</sup>; per ABAG projections the population will reach 12,600 by 2030 with an average annual growth rate of 0.7 percent.<sup>2</sup>

The City of Concord 2030 General Plan assumes a population of 142,210 at buildout within the Planning Area that includes lands outside the City's current boundaries and sphere of influence (SOI). In 2006, there were an estimated 43,980 households in the Planning Area; the 2030 General Plan anticipates an additional 6,580 households through infill development. The City is working on the Concord Community Reuse Plan for the approximately 7,500 acre Concord Naval Weapons Station (CNWS) located in the northern and eastern portions of the City. The Reuse Plan currently includes seven conceptual development alternatives, ranging from 6,230 residential units with a population of 14,700 to 13,000 residential units with a population of 30,600.

The City of Clayton 2000 General Plan (amended September 6, 2005) does not include an estimated population at buildout. However, the City is anticipating 17 percent growth. Over time, some developed areas are expected to transition from individual septic systems to sanitary sewer service provided by Concord.

With the Urban Limit Line approved by the voters in 2006, future growth within the Concord-Clayton sewer service area will occur primarily through infill development, increased densities, and development of the CNWS; reuse of the CNWS will be a significant source of population and employment growth. Given the current urban land uses and anticipated growth, there will be an increased need for comprehensive wastewater services within the Cities of Concord and Clayton, as well as adjacent developed unincorporated areas.

## **2.3 Infrastructure Needs or Deficiencies**

The City of Concord's wastewater collection system consists of gravity pipeline and one pumping station. The system conveys wastewater to the Central Contra Costa Sanitary District's

---

<sup>1</sup> California Department of Finance, Population Estimates for Cities, Counties and State, 2001-2007 (Table E-4)

<sup>2</sup> Association of Bay Area Governments, Projections 2007

(CCCSD) sewer interceptor, which then conveys the wastewater to the CCCSD Wastewater Treatment Plant located northeast of the Highway 4/I-680 interchange in Martinez. *Table 2.2* summarizes the City’s existing wastewater system facilities:

Table 2.2  
City of Concord  
Wastewater System Overview

Facility	Quantity
Sewer Mains	383 miles – Concord and Clayton
Pump Stations	1 – 12 mgd
Average Age of Collection System	39 years
Average Dry Weather Flow / Peak Wet Weather Flow	10.6 mgd / 23 mgd
Treatment /Disposal	CCCSD WWTP – Martinez Tertiary treatment; recycled water deep water outfall in Suisun Bay

The City’s wastewater collection system consists of approximately 383 miles of gravity pipeline and one pumping station located adjacent to Waterworld. Approximately 80 percent of the sewage flows by gravity to the Concord Sewage Pump Station that has four pumps and a capacity of 48 million gallons per day (mgd). The average daily dry weather flow is 10.6 mgd, with a peak wet weather flow of 23 mgd. The pump station is able to handle the additional peak flows. Wastewater is pumped under the Walnut Creek Flood Control Channel and under Galaxy Way to CCCSD’s 78-inch diameter A-line interceptor on the east side of I-680. The remaining wastewater flow from Concord enters the CCCSD interceptor through two gravity-feed connections; one serves the North Concord area and the other serves the triangular area bounded by Concord Avenue, the Walnut Creek Flood Control Channel, and I-680. The wastewater is treated at the CCCSD Wastewater Treatment Plant, and either used for landscape irrigation, industrial process cooling, or other recycled water uses, or discharged to Suisun Bay.

Approximately 50 percent of Concord’s sewer collection system is comprised of 6-inch diameter pipes, and the majority of those are vitrified clay pipes with cement mortar joints. Current standards require all new sewer mains to be at least 8-inches in diameter. Concord’s Trunk Sewer Master Plan was prepared in 1973. In September 2000, the City completed the Concrete Trunk Sewer Evaluation and Rehabilitation Study which evaluated unlined reinforced concrete pipelines 12-inches in diameter or larger. The study determined that approximately 73 percent of the concrete trunk sewer had minor to moderate corrosion and one percent had severe corrosion.

In 2003, the City conducted a Trunk Sewer Flow Capacity Study which evaluated capacity under current and ultimate land use conditions (the study area does not include the CNWS). The

results of the analysis were used to establish the recommended rehabilitation methods for the corroded reinforced concrete sewers. The study projected 11.1 mgd average dry weather flow for buildout conditions. The study identified 17 projects with an estimated cost of \$50 million to repair corroded pipes and rectify hydraulic issues for pipes that do not have adequate capacity to carry the maximum predicted flows.

Concord is within the jurisdictional boundaries of the San Francisco Bay Regional Water Quality Control Board (RWQCB) – Region 2. In 2006, the State Water Resources Control Board adopted the Statewide General Waste Discharge Requirements for Sanitary Sewer Systems (WQO No. 2006-003-DWQ) and Concord must now report all sewer system overflows to the California Integrated Water Quality System (CIWQS). According to the San Francisco RWQCB's SSO Report<sup>3</sup>, there were 25 reported SSOs between December 2004 and May 2, 2007, nine of which exceeded 500 gallons. The two most significant events occurred during a major storm event in December 2005. The City has a sanitary sewer overflow emergency response plan.

In May 2006, the City entered into a Joint Powers Agreement (JPA) with CCCSD for the design and construction of the next phase of CCCSD's A-Line Relief Interceptor and a gravity flow connection between the Concord Sewage Pump Station and the new line. The first phase, completed in 1995, included the installation of 6,400 feet of 102-inch pipe from the CCCSD treatment plant to the Buchanan Fields Golf Course. The next phase will extend the line up to the intersection of Meridian Park Boulevard and Galaxy Way. The line is expected to be deep enough to allow a gravity flow connection from the Concord Sewage Pump Station to the new line. The work is expected to be completed in FY 2008/2009, and upon completion it will be possible for Concord to decommission the pump station.

Concord's adopted ten-year Capital Improvement Program (CIP) for 2007/2008-2016/2017 identifies \$53.5 million in capital projects for the wastewater collection system as well as the City's share of capital improvements for the CCCSD treatment facilities and equipment. The City budgets \$200,000 annually for unforeseen expenses due to a major sewer failure or unanticipated expenses at the CCCSD treatment plant. In addition, the City budgets annually for the replacement of deteriorated sanitary sewer lines and sewage pump station equipment. The City has budgeted \$12.5 million for FY 2007/2008 and 2008/2009 for the City's share of CCCSD's A-line relief interceptor project to be constructed along Meridian Park Boulevard. Lastly, the City has budgeted nearly \$1 million per year to fund the project that will connect the City's pump station to CCCSD's new A-line through a gravity flow line. This will also fund the rehabilitation of Concord's major trunk sewer lines. Once the rehabilitation work is complete

---

<sup>3</sup> San Francisco Regional Water Quality Control Board Sanitary Sewer Overflow (SSO) eReporting Program Database Records (from Dec. 1, 2004 to May 2, 2007)

(estimated 2016/2017), all of the concrete trunk sewer rehabilitation projects that were identified in the 2000 Concrete Trunk Sewer Evaluation and Rehabilitation Study will be complete.

*Summary*

Concord has planned for wastewater infrastructure needs through technical studies, collaboration with CCCSD, and the City's annual budget and ten-year CIP. The City is implementing sewer collection system projects to extend the life of the infrastructure and improve performance. The capital improvements will be funded through the City's Sewer Enterprise Fund, with a combination of service charge revenues, capital reserves, and long-term funding. The City has secured a \$12.5 million (net) bond issuance to fund the project that will connect the City's pump station to the CCCSD A-line and complete the concrete trunk sewer rehabilitation projects.

## **2.4 Financing Constraints and Opportunities**

The City of Concord accounts for its sanitary sewer utility through an enterprise fund, with services funded through service charges. Concord pays for its proportional share of CCCSD's treatment plant capital improvements, and the City budgets for these costs based on projections developed in collaboration with CCCSD.

The City uses a 20-year financial planning approach for the Sewer Fund. The 20-year plan is updated annually and is required to be balanced for each year. The revenue projections factor in periodic rate increases; the plan includes a ten-percent contingency reserve as well as funding for capital projects. The Plan includes \$12.5 million in FY 2007/2008-2008/2009 for the CCCSD A-line interceptor and the City's gravity connection as well as expected capital needs in the foreseeable future.

For FY 2005/2006, the City had total revenues of \$130.3 million and total expenses were \$131.7 million. For the same period sewer operating revenues were \$17.1 million and operating expenses were \$18.4 million. *Table 2.3* summarizes the financial history of Concord's sewer enterprise fund.

Table 2.3  
City of Concord  
Sewer Enterprise Fund Summary

	FY 2004/2005 Actual	FY 2005/2006 Actual	FY 2006/2007 Projected	FY 2007/2008 Budgeted
Operating Revenues	\$14,735,514	\$17,130,440	\$16,519,724	\$18,397,549
Operating Expenses	\$17,401,049	\$18,378,233	\$14,624,142	\$15,287,979
Net Non-operating Revenues / (Expenses)	\$55,463	\$555,266		
Contributions/(Transfers)	\$41,757	\$689,253		
Change in Net Assets	(\$2,568,315)	(\$3,274)		
Beginning Balance	\$94,488,306	\$91,919,991	\$91,916,717	
Net Assets, End of Year	\$91,919,991	\$91,916,717		

Concord’s Sewer Enterprise Fund had \$15.7 million in unrestricted net assets at June 30, 2006.

In 2004, Concord issued \$12.6 million of Sewer Revenue Certificates of Participation (COPs) to finance the first phase of sewer rehabilitation projects. The work was completed in 2006 and included the rehabilitation of more than 10 miles of deteriorated concrete trunk sewer mains. This COP issue matures in 2029; interest rates range from 2.0 to 4.63 percent. The outstanding balance at June 30, 2006 was \$11, 930,000.

As noted above in *Section 2.3*, the City has issued \$12.5 million (net) in COPs to finance the gravity connection to CCCSD’s A-line extension and the remaining rehabilitation work.

The City has the financial resources and fee structures in place to provide for wastewater infrastructure needs and improvements and to continue to maintain adequate service levels.

## **2.5 Cost Avoidance Opportunities**

Concord is utilizing cost avoidance measures to control costs for its sewer utility. The City is developing a Sewer System Management Plan (SSMP) in accordance with the requirements of the SWRCB’s General Waste Discharge Requirements for Sanitary Sewer Systems (Order No. 2006-0003-DWQ). The SSMP provides a plan and schedule to manage, operate, and maintain all parts of the sanitary sewer system to reduce and prevent SSOs and mitigate any SSOs that do occur; this includes a Fats, Oils and Grease control program and an Overflow Emergency Response Plan. These formal procedures are in place to ensure that the City consistently meets the requirements of the discharge order and to avoid penalties. The City contracts with CCCSD to provide inspection services for grease trap and grease interceptors, saving direct personnel costs to the City.

Concord is using new hydrocleaning equipment that cleans sewer mains more thoroughly, although more slowly. Because the cleaning is more effective, the City will not have to clean lines as frequently, which is expected to reduce maintenance costs in the long term. The City equipped its hydrocleaning trucks with hydrant meters, allowing the trucks to refill their water tanks in the field, rather than requiring the truck to drive to a service yard or other facility to refill. The cost savings is realized through fewer miles driven, lower gasoline costs, and personnel time.

Concord formed a Joint Powers Authority with CCCSD to build an A-line relief interceptor and gravity flow connection from the Concord Sewage Pump Station to a new CCCSD sewer line; this will allow Concord's sewage pump station to be decommissioned. The cost savings for decommissioning the pump station is estimated to be \$290,000 per year.

The City was able to significantly reduce the cost of sewer rehabilitation work through the competitive bid process for construction methods using trenchless technology. The Concrete Trunk Sewer Rehabilitation Project used international outreach, a bid process, and strict consultant oversight to save an estimated \$26 million over the City's original project estimate.

## **2.6 Opportunities for Rate Restructuring**

The City of Concord reviews fees and charges annually to ensure that revenues are adequate to cover the cost of services, including operations and maintenance, debt service, and capital needs. The service charges include the cost of CCCSD's treatment and disposal services that are paid directly by the City. As noted above in *Section 2.4*, the City uses a 20-year balanced financial plan for the Sewer Enterprise, and therefore is able to project costs and revenue needs.

The City charges an annual service charge of \$294 for each residential unit, including dwelling units in multi-family structures. Commercial, institutional, and industrial properties are charged based on water use and wastewater loading. For commercial customers, restaurants are charged the highest rate at \$5.17 per hundred cubic feet (ccf) of water used, but are eligible for a lower rate of \$2.94 per ccf if the site has pretreatment facilities that are inspected annually. The current rates became effective July 1, 2007. For the next ten years, the plan includes projected service charge increases of \$36 (a 12.2 percent increase) in FYs 2009/2010, 2013/2014, and 2014/2015.

The current service rates are summarized in *Table 2.4*.

Table 2.4  
City of Concord  
2007 Wastewater Service Charge

Type	Rate
Residential	\$294/year (equates to \$24.50/month)
Non-residential	High - \$5.17 per ccf Low - \$2.59 per ccf

Concord includes a program surcharge for special services requested that are provided by City employees. City staff time is billed at the hourly billing rate plus the appropriate surcharge, which is 22.99 percent for the sewer pump station and 24.81 percent for the sewer collection system. This serves as an additional means to ensure full cost recovery.

Sewer connection fees for new service are reviewed annually. The current fee for a single family residential unit is \$4,305. In accordance with City policies regarding reimbursement, Concord collects a surcharge on properties connecting within the Clayton Valley Stage II Sewer Trunkline service area to reimburse the private parties who constructed the line. The current charge for a single family residential unit is \$500. Similarly, properties connecting to the Concord system may also be charged a Main Trunk Reimbursement Fee and/or a Main Sewer Extension Reimbursement Fee, which reimburses private parties who funded construction of portions of the main trunk sewer and main sewers; these rates are determined on a case by case basis.

## **2.7 Opportunities for Shared Facilities**

The City of Concord shares facilities through use of CCCSD’s conveyance system, wastewater treatment plant, and disposal facilities. As noted in *Section 2.5*, Concord and CCCSD have an agreement through which CCCSD is designing and constructing the gravity flow connection from the Concord Sewage Pump Station to CCCSD’s new sewer line. In addition, Concord shares facilities with the City of Clayton through the sewer collection infrastructure and service provided by Concord.

## **2.8 Evaluation of Management Efficiencies**

The City’s sewer utility is managed within the Public Works Department. The City uses a number of plans to ensure that services are delivered in an efficient, cost-effective manner, including the Trunk Sewer Master Plan, Concrete Trunk Sewer Evaluation and Rehabilitation Study, Trunk Sewer Flow Capacity Study, Sewer System Management Plan (under development), 20-year financial plan, 10-year CIP, and the General Plan. The utility managers

evaluate employee performance, monitor division activities and budgets, and develop and implement programs to improve department efficiency and effectiveness.

One of the significant issues identified in this service review is that the City's Municipal Code and certain policies and procedures related to sewer service are not consistent with State law, in particular Government Code §56133 regarding out of agency service. The City has adopted policies, procedures, and ordinances for the provision of sewer service, some of which are codified in the Concord Municipal Code (CMC Article II Sewer System). On December 18, 1964 the Concord City Council adopted Resolution No. 2423 establishing "ultimate sewer service boundaries", and assuming the responsibility for all sewerage service within these boundaries. The resolution states that, upon approval and adoption of the "Special Phase of General Plans Sewerage, Contra Costa County – Ultimate Sewerage Service Boundaries" by the County Planning Commission and the County Board of Supervisors, it would be submitted to LAFCO for approval and adoption. Neither the County nor LAFCO has record of adopting this document or the ultimate sewer service boundaries for Concord.

On March 25, 1968, the Concord City Council adopted Resolution No. 3440-1 acknowledging that the City has allowed areas outside the City to use the City's sanitary sewer system. The Resolution established a policy statement on Contractual Sanitary Sewer Service for service to unincorporated properties, with review and approval of subdivisions "as if the property was in the city" and annexation to be at the discretion of the City Council.

Concord Municipal Code §110-41 addresses sewer service to premises outside the city. Per the Code, the City Public Works Director may grant a permit to connect to the sewer for properties outside the city, based on the City Manager finding and determining the following: 1) the applicant is subject to applicable provisions of the Concord Municipal Code; 2) the applicant agrees to pay all charges and comply with city ordinances; and 3) approval is in the best interests of the city. There is no requirement for LAFCO approval or annexation.

In 1966, Concord and Clayton entered into an agreement for Concord to provide sewer service to Clayton. On December 18, 1991 the City of Concord and City of Clayton entered into a new agreement for the provision of sanitary sewer service to Clayton by Concord. One of the terms of the agreement, 2. Areas to be Served by Concord, states that sewer service will be available to all areas within the city boundaries of Clayton. Furthermore, Clayton may extend sewer service to any unincorporated area that cannot be annexed to Concord, "whether such annexation is prohibited by state annexation laws or decisions of the Local Agency Formation Commission of Contra Costa County, or its successor agency or agencies." The agreement does not contain a severability clause that would allow the remainder of the agreement to be applicable should one clause be found unenforceable or invalid, such as described above; however the City's legal counsel has noted that, "To the extent that there may be language in the agreement that

authorizes out of service area agreements or services to be provided after January 1, 2001 [this] would be contrary to state law and would be superseded and unenforceable. The City does not believe that a formal amendment is required insofar as the provision would be superseded by operation of law.”<sup>4</sup>

LAFCO is responsible for carrying out the State’s policy that encourages orderly growth and development through the logical formation and determination of local agency boundaries. Under Government Code §56000 et seq., LAFCO is given authority to establish boundaries and services for cities and special districts within the county. The Government Code requires local agencies to receive approval from LAFCO to extend municipal services outside their jurisdictional boundaries (Government Code §56133). (This does not apply to an extended service that a city or district was providing on or before January 1, 2001.) This section states that, “A city or district may provide new or extended service by contract or agreement outside of its jurisdictional boundaries only if it first requests and receives written approval from the Commission.” Further, the law provides that the Commission may authorize a city or district to provide new or extended services: a) outside its jurisdictional boundaries but within its sphere of influence (SOI) in anticipation of a later change of organization; or b) outside its jurisdictional boundaries and outside its SOI to respond to an existing or impending threat to public health or safety.

The City of Concord needs to update its policies, procedures, ordinances, and Municipal Code to ensure compliance with the State Government Code.

## **2.9 Government Structure Options**

The City is providing adequate wastewater collection services, with CCCSD providing wastewater treatment and disposal services. The City provides sewer collection and conveyance services for the City of Clayton. The City also provides service to parcels outside the corporate boundaries of Concord. Many of these service connections are located in the Ayres Ranch area, a 189-acre unincorporated island within the City of Concord’s SOI. Parcels within this area are experiencing issues with septic systems, including failure, and have requested service from the City on an individual basis.

Three government structure options were identified for the City of Concord with respect to wastewater service:

- Maintain the status quo
- Annex unincorporated areas receiving service into the City boundaries

---

<sup>4</sup> Email communication from Bruce Good, City of Concord. January 18, 2008

- Consolidate sewer service with CCCSD

Concord provides sewer service by agreement to the City of Clayton. The two cities have determined that service for Clayton can be most efficiently and economically provided through the use of Concord's sewage system, due to gravity flow and the location of CCCSD's treatment plant. Through the use of assessment districts, Clayton is responsible for construction and connection of sewer lines, mains and laterals that serve the City, after which time Concord is responsible for operation and maintenance. Each agency is responsible for mitigation for limited sewer line capacity due to development within their respective boundaries. Due to the system design and function and the terms of this long standing agreement, removing Clayton from Concord's sewer service area would not likely improve cost effectiveness or efficiency and was not considered as a government structure option at this time.

**Maintain the Status Quo:** The City is currently providing wastewater collection service for its residents and businesses, as well as to some parcels outside city boundaries, including parcels within the 189-acre unincorporated island. The City is not experiencing infrastructure or financial challenges that require another agency to take over service to the city. The advantages of this option are continuity of service and economies associated with internal coordination with other city projects for water pipelines, street and sidewalk repairs, etc. The disadvantage to this option is that it does not clean up boundary issues for areas where service has been extended.

**Annex areas receiving service into the City boundaries:** The City is providing service to parcels outside city boundaries, including properties within the 189-acre unincorporated island surrounded by the City of Concord and within the City's SOI. The City includes this island within its ultimate sewerage service boundaries. A significant portion of this island is developed or developable. Concord could annex these areas into the City, consistent with the intent of the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 and Government Code §56133. In areas where there are concerns due to failing septic systems, the provision of municipal wastewater services would address public health issues; however with no existing wastewater collection system, there would be significant infrastructure costs. Further study would be needed to determine the wastewater infrastructure needs, costs, and funding sources to provide services to these areas, as well as costs associated with extending other City services to the area. The advantages of this option are to clean up boundary issues associated with service areas and to avoid or alleviate public health issues.

**Consolidate sewer service with CCCSD:** The City provides wastewater collection services for Concord and Clayton, while CCCSD provides conveyance, treatment and disposal services. CCCSD also provides wastewater collection services to northern Concord and other unincorporated areas to the north, west, and south of the city. The advantages of this option are potential economies of scale and other efficiencies that might be available due to the single-

purpose focus of CCCSD. However disadvantages such as administrative costs and loss of local control over the wastewater collection system within the city could outweigh the benefits. Further study would be needed to determine the merits of this option and benefit/costs which would affect ratepayers for the Cities of Concord and Clayton and CCCSD.

## **2.10 Local Accountability and Governance**

The City of Concord incorporated in 1905. Council members are elected at-large and serve staggered four-year terms. The Mayor is selected from among the Council Members and serves a one-year term.

The City’s sewer services are addressed by the City Council, which meets the first, second and fourth Tuesday of each month at 6:30 PM at City Hall, located at 1950 Parkside Drive, Concord. Meetings are open and accessible to the public. Meeting notices, agendas, and supporting documentation are posted at least 72 hours in advance at City Hall and are available on the City’s website ([www.ci.concord.ca.us](http://www.ci.concord.ca.us)). The City’s website includes the budget, Capital Improvement Plan, financial reports, 20-year financial plan, fee information, and information about the sewer rehabilitation program. The City also provides information on sewer construction projects including traffic impacts, service disruptions, financing information, and project need.

The current City Council is identified in *Table 2.5*.

Table 2.5  
Concord City Council

Member	Title	Term Expires
William Shinn	Mayor	November 2008
Helen Allen	Vice Mayor	November 2010
Mark Peterson	Councilmember	November 2008
Guy S. Bjerke	Councilmember	November 2010
Laura Hoffmeister	Councilmember	November 2010

Council members are compensated \$758 per month. As Board Members of the City’s Redevelopment Agency (RDA), council members are compensated an additional \$30 for each meeting of the RDA, not to exceed four meeting per month. Benefits available to the council members are equivalent to those of a full-time vested employee.

## **2.11 Sphere of Influence Recommendations**

The Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 requires that LAFCO review and update the sphere of influence (SOI) for each of the special districts and

cities within the county at least once every five years in order to promote logical and orderly development of areas within the sphere.<sup>5</sup> The SOI recommendations for the City of Concord are included in the Central County Municipal Service Review that considers the full range of services the City provides. There is a need within the Cities of Concord and Clayton for the wastewater services Concord provides. Concord is providing adequate service and has the financial resources and rate structures in place to continue to provide services and meet infrastructure needs for existing development. The City has considered future development and growth within the sewer service area. For future annexations to the city, the projected wastewater flows would need to be evaluated based on the type and location of development, existing system capacity, and necessary infrastructure improvements to maintain acceptable levels of service.

## **2.12 Determinations**

### **2.12.1 Growth and Population**

*Purpose: To evaluate service needs based upon existing and anticipated growth patterns and population projections.*

The City of Concord provides sewer collection service for the City of Concord, the City of Clayton, and some unincorporated areas. Concord has an estimated population of 123,519 residents in 2007; this is projected to reach 148,400 by 2030, with a moderate average annual growth rate of 0.8 percent. The City of Clayton has an estimated population of 10,781 which is expected to reach 12,600 by 2030 with an average annual growth rate of 0.7 percent. A significant portion of the unincorporated island within Concord (Ayres Ranch area) is developed or developable.

With the Urban Limit Line approved by the voters in 2006, future growth within the Concord-Clayton sewer service area will occur primarily through infill development, increased densities, and development of the Concord Naval Weapon Station (CNWS); reuse of the CNWS will be a significant source of population and employment growth. Given the current urban land uses and anticipated growth, there will be an increased need for wastewater services within the Cities of Concord and Clayton, and adjacent developed unincorporated areas.

---

<sup>5</sup> Government Code Section 56425 et seq.

### **2.12.2 Infrastructure Needs or Deficiencies**

*Purpose: To evaluate the infrastructure needs and deficiencies in terms of supply, capacity, condition of facilities, and service quality.*

Concord's wastewater system infrastructure includes a collection system and sewage pump station. The system maximizes the use of gravity flow; wastewater is discharged into the Central Contra Costa Sanitary District system for treatment and disposal. The City currently has average dry weather flows of 10.6 mgd. The City is implementing sewer main rehabilitation projects to address system deficiencies and improve system performance, including the construction of a new gravity pipeline that will allow for the Concord Sewage Pump Station to be decommissioned.

### **2.12.3 Financing Constraints and Opportunities**

*Purpose: To evaluate a jurisdiction's capacity to finance needed improvements and services.*

The City operates its sewer utility as an enterprise activity, whereby the cost of services, including capital improvements and debt service, are recouped through service charges and fees. The City uses a pay as you go approach to fund some capital improvements and uses financing for major capital needs. The City is required to reimburse CCCSD for its proportional share of the cost of capital improvements to the CCCSD system. With the current rate structure and 20-year financial plan, the City has the financial resources to maintain adequate wastewater service levels and fund needed improvements.

### **2.12.4 Cost Avoidance Opportunities**

*Purpose: To identify practices or opportunities that may help eliminate unnecessary costs.*

The City utilizes cost avoidance measures to control costs for its sewer utility, including rehabilitating sewer trunk main to maintain the capacity of the system. The City is constructing improvements that will allow the Concord Sewage Pump Station to be decommissioned, which will have a significant annual cost savings.

### **2.12.5 Opportunities for Rate Restructuring**

*Purpose: To identify opportunities to impact rates positively without decreasing service levels.*

The City evaluates its rate structure annually to ensure that revenues are adequate to cover the cost of service, including capital needs and debt service. The rates were adjusted effective July 1, 2007 and are expected to provide adequate revenue for sewer service. The City charges a flat rate for residential accounts while commercial, industrial, and institutional accounts are based on measured water use and wastewater loading.

### 2.12.6 Opportunities for Shared Facilities

*Purpose: To evaluate the opportunities for a jurisdiction to share facilities and resources to develop more efficient service delivery systems.*

Concord shares facilities with CCCSD for conveyance, treatment, and disposal services. Concord provides sewer collection services for the City of Clayton; per the agreement, Concord owns, operates, and maintains the infrastructure that serves Clayton.

### 2.12.7 Evaluation of Management Efficiencies

*Purpose: To evaluate management efficiencies of the jurisdiction.*

One of the significant issues identified in this service review is that the City's Municipal Code and certain policies and procedures related to sewer service are not consistent with State law, in particular Government Code §56133 regarding out of agency service. The City has adopted policies, procedures, and ordinances for the provision of sewer service, some of which are codified in the Concord Municipal Code (CMC Article II Sewer System). These need to be reviewed and updated to ensure compliance with the Government Code.

### 2.12.8 Government Structure Options

*Purpose: To consider the advantages and disadvantages of various government structures to provide public services.*

The City is providing adequate wastewater collection services to its residents and businesses within its sewer service area that includes the City of Clayton, and is providing service to some areas outside the boundaries of Concord. The City is not experiencing infrastructure or financial challenges that require another agency to take over service to the City. Three government structure options were identified for the City of Concord:

**Maintain the Status Quo:** The advantages of this option are continuity of service and economies associated with internal coordination with other city projects for water pipelines, street and sidewalk repairs, etc. The disadvantage is that it does not clean up boundary issues for areas where service has been extended, nor does it address the sanitary sewer service needs within the 189-acre unincorporated island within Concord's SOI.

**Annex areas receiving service into the City boundaries:** The City is providing service to certain developed areas outside the corporate boundaries of Concord and Clayton. Concord could annex these areas that are within the City's SOI into the City. The advantages of this option are to clean up boundary issues associated with service areas. In areas where there are concerns due to failing septic systems, the provision of municipal wastewater services would address public health issues; however with no existing wastewater collection system, there would be significant infrastructure costs. Further study would be needed to determine the wastewater

infrastructure needs, costs, and funding sources to provide services to these areas, as well as costs associated with extending all City services into the area. The advantages of this option are to clean up boundary issues associated with service areas and to avoid or alleviate public health issues.

**Consolidate sewer service with CCCSD:** The City provides wastewater collection services for Concord and Clayton, while CCCSD provides conveyance, treatment and disposal services. CCCSD also provides wastewater collection services to northern Concord and other unincorporated areas to the north, west, and south of the city. The advantages of this option are potential economies of scale and other efficiencies that might be available due to the single-purpose focus of CCCSD. Disadvantages include a potential increase in administrative costs and loss of local control for the services and infrastructure management. Further study would be needed to determine the merits of this option and benefit/costs which would affect ratepayers for the Cities of Concord and Clayton and CCCSD.

#### **2.12.9 Local Accountability and Governance**

*Purpose: To evaluate the accessibility and levels of public participation associated with the agency's decision-making and management process.*

Sewer services provided by the City are addressed by the City Council. The City Council meetings are open and accessible to the public. Information on the City's sewer services, including facilities, capital improvements, financing and utility rates is available on the City's website.