

## EXHIBIT B

JANUARY 2017



COUNTY OF IMPERIAL  
**NILAND COUNTY**  
**SERVICE AREA #1**  
**SERVICE AREA PLAN (SAP)**



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## SECTION 1 - EXECUTIVE SUMMARY

### 1.1 INTRODUCTION

This Service Area Plan (SAP) outlines the County Service Area (CSA) No. 1 known as Niland. This SAP outlines Niland's existing public services and facilities as they relate to the streetlights, estimates the current and future anticipated demand for such facilities and services, and describes how necessary facilities and services will or may be developed and extended to meet demands.

### 1.2 PUBLIC SERVICES & FACILITIES

#### Streetlight Facilities

The streetlights in the Niland Street Lighting District, County Service Area 1, are maintained by the Imperial County Department of Public Works. Imperial Irrigation District supplies the electrical power for the streetlights and the town site and maintains all existing electric transmission lines and the existing IID Substation located north of Beal Road.

#### *Mitigation*

Mitigation will be the actual construction and maintenance of the streetlights at the time adjacent development occurs.

#### *Current Funding*

The Imperial County Board of Supervisors reauthorized the dwelling unit assessment in the amount of \$14 for the Niland CSA streetlights in 2016, as it has every year since 1989.<sup>1</sup> The total revenue generated by the unit fee varies from year to year. The County's budgets for fiscal years 2014–2015, 2015–2016, and 2016–2017 indicate assessment revenues of \$13,200, \$19,000 (actual, estimated) and \$16,000 (recommended), respectively. Since the dwelling unit fee is constant and applied to the property tax bill of every parcel in the CSA, the variability must be due to delinquencies in any one year followed by payment in subsequent years of the taxes and assessments that are in arrears. Based on the average assessment revenues, the number of taxable parcels in the CSA is approximately 1,150. If 10% of the property owners are delinquent in any year, the delinquency would account for a \$1,600 shortfall in that year.

#### *Cost Avoidance Opportunities*

The general condition of the streetlights needs improvement and the streetlights would benefit from an increased level of maintenance. The CSA's revenue versus expense net surplus of \$11,600 this year, \$6,100 last year, and \$9,400 the year prior indicate that the maintenance level could be enhanced and still remain within the CSA's budget. The County currently pays the Imperial Irrigation District (IID), the owner of the streetlights, to maintain the system. With the goal of improving the overall level of maintenance, the County should explore the possibility of negotiating a service agreement with IID that would establish performance and monitoring

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<sup>1</sup> County Board of Supervisor's Resolution 2016-105

standards. The enhanced maintenance could be funded by the apparent surplus. Consideration should also be given to a program of changing out fixtures to LED to save on replacements and electric bills.

***Recommended Funding***

No specific recommendations for further funding.

**1.3 FINANCING SUMMARY**

***Existing Revenue Sources***

The Niland Lighting District (Niland County Service Area [CSA] No.1) receives revenues primarily from the annual “unit fee” assessment authorized and established each year by the Imperial County Board of Supervisors. The unit fee of \$14 per parcel was established by resolution on September 27, 2016.<sup>2</sup> The unit fee has not changed since the last increase in 1989. Total revenue generated varies. The County’s budgets for fiscal years 2014–2015 (actual) and 2015–2016 (actual estimated) indicate assessment revenues of \$13,200 and \$19,000, respectively. The recommended revenue for FY 2016-2017 is \$16,000<sup>3</sup>

***Future Revenue Sources***

Under the current structure of the Niland CSA, the unit fee assessment at \$14 per parcel is the only option that does not require a vote of the property owners. The current fee is grandfathered under Proposition 218 (passed in 1996). Street lighting is a special benefit and not considered a “property-related” service under Article XIII(D) of the California Constitution. Since 1996, a Proposition 218 special assessment process is required to increase the unit fee.

***Existing Financing Mechanisms***

Over the two most recent fiscal years, the revenues and expenditures of the CSA show a surplus. This surplus, presumably with previous annual surpluses, has resulted in a fund asset balance of \$172,000.<sup>4</sup> Therefore the opportunity exists for the Niland CSA to self-finance improvements to the streetlights by using the fund balance directly or borrowing from the County General Fund.

***Future Financing Mechanism***

As discussed above, limited financing of future improvements is possible through the use of the fund balance as collateral and future reimbursement for a loan from the County General Fund. A somewhat less likely option would be the restructuring of Niland CSA No. 1 along the lines of a Lighting and Landscape Maintenance District so that additional funds could be generated and used to enhance the level of service and improve maintenance. The obvious difficulty with this option is the voter-approval requirement and the fact that fund balances from previous years may need to be factored in the annual levy (establishment of a minimum reserve for capital would

<sup>2</sup> County Board of Supervisor’s Resolution 2016-105,

<sup>3</sup> County of Imperial final adopted budget for FY 2016-2017

<sup>4</sup> Niland CSA No.1 Balance Sheet FY 2016–2017.

solve this). However, therein lies the benefit for the voter—that the potential exists for the unit fee to decrease if cost avoidance practices are implemented.



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## **SECTION 2 – INTRODUCTION**

### **2.1 Background**

The County of Imperial encompasses 4,284 square miles and is home to over 180,000 residents and over 62,000 jobs. The Niland County Service Area (CSA) No. 1 is located in the northern half of the Imperial Valley, east of the Salton Sea on State Highway 111. The unincorporated area is bounded on the west by Nieto Road, on the north by the Union Pacific Railroad tracks, and (approximately 1,000 feet north of Beal Road), on the east by extensions of Cuff Road and Memphis Avenue, and on the south by Noffsinger and Alcott Roads.

### **2.2 Purpose of the Service Area Plan**

This SAP has been prepared for the County of Imperial in accordance with the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000, which requires that a plan identifying the existing and projected demand for public facilities and services be prepared by all incorporated cities and special districts within the State. This legislation is implemented by Imperial County Local Agency Formation Commission (LAFCO), whose policy states that a city or county within the jurisdiction of Imperial County LAFCO must update an SAP in order to demonstrate a county's ability and intent to provide adequate services within its jurisdictional boundaries.

The Niland Service Area Plan includes the Special District known as a County Service Area (CSA). California Government Code 56036 (a) defines a Special District or CSA as "an agency of the state, formed pursuant to general law or special act, for the local performance of governmental or proprietary functions within limited boundaries. 'District' or 'special district' includes a county service area". This CSA was enacted to enable the County to localize the provision and financing of expanded services, in an area which needed a higher level of public service. By establishing CSAs, the County of Imperial can identify which areas require a higher level of specific service than those already uniformly provided within the entire county. These extended services are financed by the taxpayers of the CSA. By isolating the extra services provided within the CSA, the County can insure that the additional services are paid for by those who will receive them.

### **2.3 Organization and Use of the Service Area Plan**

This SAP outlines the Niland CSA existing streetlight facilities, estimates the current and future anticipated demand for such facilities and services, and describes how necessary facilities and services will or may be developed and extended to meet demands. The SAP is intended to demonstrate the County's intent and ability to provide adequate services to the CSA. An approximately 10-year planning horizon is used to forecast growth, and the estimated demands and provision to meet demands. The population projections used in this document was provided by the Southern California Association of Governments (SCAG). Projected population growth was placed into the structure and policies of the land use plan presented in the General Plan.

The document is organized into the following six chapters that satisfy the requirements set forth in the LAFCO guidelines:

**Chapter 1.0 EXECUTIVE SUMMARY:** Provides a brief summary of the SAP, highlighting key information regarding demand and financing.

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**Chapter 2.0 INTRODUCTION:** Outlines the purpose and intent of the SAP and presents its layout to help the reader use the document. This chapter also provides background information on the CSA and of the planning documents that enabled the preparation of the SAP.

**Chapter 3.0 GROWTH PROJECTIONS:** Provides general information about projected population, current and future land use trends in the Niland town site, and the implications of these trends for the development of Niland's streetlight services and facilities.

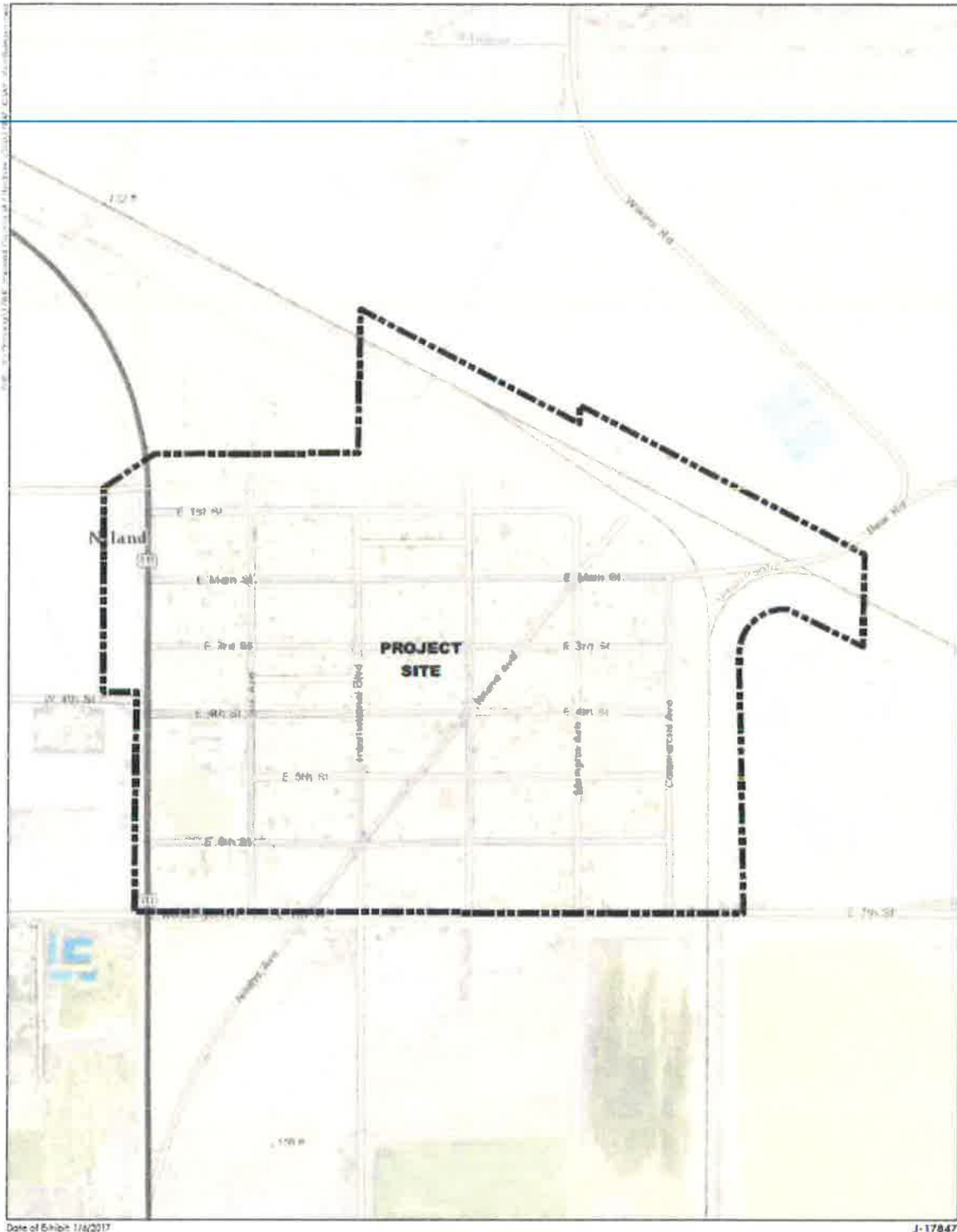
**Chapter 4.0 STREETLIGHT FACILITIES:** Details the current and planned streetlight facilities and services, their current and projected adequacy, measures to ensure adequacy, and how such measures will be achieved and financed. Analysis for streetlight facilities in the SAP is based on the standards developed by LAFCO. Although LAFCO Guidelines typically require evaluation of administration, fire, law enforcement, library, parks & recreation, and circulation, Niland is a CSA and does not propose annexation into an adjacent municipality; therefore, the SAP will only analyze streetlight facilities, which are the only specific public services provided by the County. Each subchapter of Chapter 4 contains the following four sections:

- **Performance Standard:** A description of any standards or goals that have been adopted by the CSA to the review of the adequacy of service within the existing and future timeframes.
- **Facility Planning and Adequacy Analysis:** An inventory of the existing streetlight facilities, the adequacy of the facilities when compared to existing demands, the anticipated demand for facilities pursuant to growth of the CSA, and the phasing of the demand for facilities.
- **Financing:** An explanation and identification of how streetlight facilities are currently being funded, including a per capita cost where available and applicable and how future services and facilities may be funded.
- **Mitigation:** A series of recommendations to ensure that adequate streetlight facilities will be provided and proper levels of service will be maintained.

Figures are often provided within the various sections of Chapter 4 that show CSA maps and the relationship of existing and planned facilities to anticipated growth within Niland CSA boundaries. Figures for each service and facilities area are presented at the end of each section.

**Chapter 5.0 FINANCING:** Identifies all of the potential funding mechanisms for public services and facilities provision that are available to the County. This section presents potential funding sources and then identifies how streetlight facilities are currently funded and appropriate future funding opportunities, as well as cost saving opportunities.

Figure 2-1, Project Vicinity Map



**PROJECT VICINITY MAP**  
**NILAND SERVICE AREA**

## SECTION 3 – GROWTH AND PHASING PROJECTIONS

### 3.1 Existing Land Use

The existing land uses consist primarily of single family homes which include a significant number of mobile homes on individual lots. Most of the commercial uses are along the west and east side of State Highway 111 in what is known as "new town." Other commerce and commercial property is located along Niland Avenue and light industrial property is located to the north and south of the Union Pacific Railroad tracks. Industrial uses are located to the east of the town site and consist of the Southern Pacific Tank Farm and associated pipe lines which parallel the railroad right-of-way. Agricultural activities surrounding the town site continues to be the dominate land uses in the area.

### 3.2 Planned Land Use

Land use designations and zoning are not expected to change.

### 3.3 Projected Population Increase

According to the US Census, the population of the Niland was 681 in 1970, 1,042 in 1980, 1,183 in 1990, and 1,143 in 2000. In 2010, the population of Niland decreased to 1,006, a drop of nearly 12 percent.

Due to the population decrease, projecting any growth is a challenge, particularly when the current economic and environmental factors are considered. In the absence of a major development or economic growth opportunity (i.e. large-scale restoration of the Salton Sea, new detention facility, new geothermal power plant, etc.), the estimated population in 2025 will be based on the rate of decrease from 2000 to 2010, a year-to-year average loss of 13.7 persons. Based on that projected yearly loss of 13.7 persons, the projected population for 2025 is 800.

**Table 3-1, Population**

<b>Year</b>	<b>Population</b>
1970	681
1980	1,042
1990	1,183
2000	1,143
2010	1,006
<b>2025</b>	<b>800</b>

### 3.4 Theoretical Buildout Projections

Unlike a forecast, the theoretical build-out scenario does not have a time horizon, nor does it include transportation, demographic, existing land use, or economic assumptions typically used by a forecasted model to provide more realistic land use planning data. Therefore, due to regulatory constraints, environmental constraints from the nearby Salton Sea, population decrease, and foreseeable market conditions, realization of this scenario for the foreseeable

future is highly unlikely.

**Figure 3-1, Niland Photo**



Abandoned structure and vacant lots on E 1<sup>st</sup> Street, facing north west.

## SECTION 4 – STREETLIGHT FACILITIES

### I. Performance Standard

The existing street light standard by Imperial County Publics Works Department (Appendix A) includes details for a pole with fixture, pole base, pole foundation, and conduit trench. The standard specifies a 30 foot high minimum steel pole with 15 foot long arm and 250 watt high pressure sodium fixtures for intersections and 100 watt high pressure sodium fixtures at other locations.

Mounting heights in excess of 25 feet are not recommended for most residential roadway applications. Location guidelines for the lights are not indicated.

Specific design standards include the following:

- Minimum of one light shall be installed at each roadway intersection and at the end of cul-de-sac. Provide two at each intersection with roadway exceeding 40 feet wide.
- Use 70-watt, high pressure sodium fixture mounted at a maximum mounting height of 25 feet for residential local roadways.
- Use 100-watt high pressure sodium fixture mounted at a maximum mounting height of 25 feet for residential collector roadways.
- Use 250 watt high pressure sodium fixture mounted at a maximum mounting height of 30 feet for intermediate collector roadway and business highway.
- Fixture head shall be a Cobrahead type with full cutoff Type II distribution. Fixtures shall have separate filtered optic compartment equal to GE Lighting M-250A2 luminaire with photocell control.
- Arm shall be 12 feet for 25 feet high mounting height and 15 feet for 30 feet high mounting. The orientation shall be perpendicular to the major flow roadway.
- Allow the use of existing wood utility poles for new street lighting where feasible.

### II. Facility Planning and Adequacy Analysis

#### *Inventory of Existing and Approved Facilities*

##### *Highway 111*

Highway 111 lights are 250 watt, high pressure sodium, Cobrahead type fixtures, mounted at approximately 25 feet high on wood poles with a few exceptions. The lights between 1<sup>st</sup> Street and Main Street, in front of active business properties are mounted on steel poles at approximately 30 feet high. Arm orientation is perpendicular to the roadway; light spacing is one per intersection. Intersection spacing is approximately 400 feet. The lights for the active business area are spaced at approximately 200 feet. All lights are operational and appear to be in good condition. These lights are maintained by Caltrans.



### *Niland Avenue*

Niland Avenue lights are 100 watt, high pressure sodium, Cobrahead type fixtures, mounted at approximately 25 feet high on wood poles. Arm orientation is perpendicular to the roadway; light spacing is primarily two per intersection (one on either side of the intersecting roadway), except for a few intersections that have only one light. Niland Avenue runs diagonally at approximately 50 degrees relative to the other streets and the resulting intersection spacing is approximately 500 feet. Most of the lights are very dirty or have broken diffusers.

### *Main Street*

Main Street lights are 100 watt, high pressure sodium, Cobrahead type fixtures, mounted at approximately 25 feet high on wood poles. Arm orientation is at 45 degrees to the roadway (pointing from corner towards center of intersection); light spacing is primarily one per intersection. Intersection spacing is approximately 400 feet. Most of the lights are very dirty or have broken diffusers.

### *Remaining Residential Streets*

The rest of the street lights are mostly 70 watt, high pressure sodium, acorn or Cobrahead type fixtures, mounted at approximately 25 feet high on wood poles. Arm orientation is at 45 degrees to the roadway (pointing from corner towards center of intersection); light spacing is primarily one per intersection. Intersection spacing is approximately 400 feet north-south, and 650 feet east-west. Most of the lights are very dirty or have broken diffusers.

**Figure 4-1, Streetlight Photo**



*Existing streetlight located along Main Street*

**Figure 4-2, Streetlight Photo 2**



*Existing streetlight located on Highway 111*

### ***Adequacy of Existing Facilities***

The existing lighting along Highway 111 is in good condition and appears to provide adequate illumination.

The rest of the system has several deficiencies. Most of the existing lights have dirt buildup on the inside of the diffuser, a broken diffuser, or are non-operational.

The dirty condition is likely due to inadequate maintenance or inadequate fixture specification for the dusty environment at Niland. The fixtures can be cleaned periodically as a remedy; however, if the fixture requires cleaning more often than re-lamping, this may not be an economical solution. Another potential solution is to replace the fixture with one that has filtered optics.

The broken diffuser conditions are likely the result of vandalism. All of the existing fixtures have non-cutoff optics and produces a high level of glare and light trespass on residences. We believe glare conditions contribute to vandalism tendencies.

The acorn style fixtures are typically located at intersections and are mounted at 45 degrees to the roadway direction. Although this is a good mounting and direction for the acorn style

fixture, since its light distribution pattern is round, the fixtures are by nature "glare bombs". Several installations of Cobrahead fixtures are also installed on 45 degree mounting arms. The Cobrahead fixture is better applied mounted at 90 degrees to the roadway direction since its light distribution pattern is rectangular. Mounting these fixtures at 45 degrees produces a significant amount of light trespass onto residences.

The glare problem, and possibly the vandalism potential could be reduced by replacing the existing fixtures with full cutoff distribution fixtures. The replacement fixtures should be mounted on arms that are oriented 90 degrees to the roadway direction.

As of January 2017, the Public Works Department is drafting a Request for Proposals to assess the entire lighting system to make recommendations and provide a rate study for a release in the summer of 2017. The goal is to determine a new rate to implement and maintain any recommended upgrades for review by the County Board of Supervisors.

#### ***Future Demand for Facilities***

With no planned development for the town site and a decreasing population, any future demand should be based on any new plans for development.

#### ***Opportunities for Shared Facilities***

There are currently no opportunities for shared facilities.

#### ***Phasing***

Street lights will be constructed as frontage improvements for developments along the major streets occur. Given the decrease in population, this scenario is unlikely.

Repairs to existing deficient streetlight infrastructure should be prioritized on major-traveled corridors such as Highway 111 and Main Street.

### **III. Mitigation**

The existing standard is deficient and needs to be updated. The recommended revisions include the following:

- Minimum of one light shall be installed at each roadway intersection and at the end of cul-de-sac. Provide two at each intersection with roadway exceeding 40 feet wide.
- Use 70-watt, high pressure sodium fixture mounted at a maximum mounting height of 25 feet for residential local roadways.
- Use 100-watt high pressure sodium fixture mounted at a maximum mounting height of 25 feet for residential collector roadways.
- Use 250 watt high pressure sodium fixture mounted at a maximum mounting height of 30 feet for intermediate collector roadway and business highway.

- Fixture head shall be a Cobrahead type with full cutoff Type II distribution. Fixtures shall have separate filtered optic compartment equal to GE Lighting M-250A2 luminaire with photocell control.
- Arm shall be 12 feet for 25 feet high mounting height and 15 feet for 30 feet high mounting. The orientation shall be perpendicular to the major flow roadway.
- Allow the use of existing wood utility poles for new street lighting where feasible.

The existing fixtures are in poor shape due to dirt accumulation and vandalism. It is recommended that the fixtures be replaced with full-cutoff distribution cobrahead fixtures per the proposed revised standard. In addition, a new pole and light should be installed at the intersection of 6<sup>th</sup> and Commercial.

#### **IV. Financing**

##### ***Current Funding***

The Imperial County Board of Supervisors reauthorized the unit assessment in the amount of \$14 for the Niland CSA streetlights in 2016, as it has every year since 1989.<sup>5</sup> The total revenue generated by the unit fee varies from year to year. The County's budgets for fiscal years 2014–2015, 2015–2016, and 2016–2017 indicate assessment revenues of \$13,200, \$19,000 (actual, estimated) and \$16,000 (recommended), respectively. Since the unit fee is constant and applied to the property tax bill of every parcel in the CSA, the variability must be due to delinquencies in any one year followed by payment in subsequent years of the taxes and assessments that are in arrears. Based on the average assessment revenues, the number of taxable parcels in the CSA is approximately 1,150. If 10% of the property owners are delinquent in any year, the delinquency would account for a \$1,600 shortfall in that year.

##### ***Cost Avoidance Opportunities***

As indicated above in subsection II, Facility Planning and Adequacy Analysis, the general condition of the streetlights needs improvement and the streetlights would benefit from an increased level of maintenance. The CSA's revenue versus expense net surplus of \$11,600 this year, \$6,100 last year, and \$9,400 the year prior indicate that the maintenance level could be enhanced and still remain within the CSA's budget. The County currently pays the Imperial Irrigation District (IID), the owner of the streetlights, to maintain the system. With the goal of improving the overall level of maintenance, the County should explore the possibility of negotiating a service agreement with IID that would establish performance and monitoring standards. The enhanced maintenance could be funded by the apparent surplus. Consideration should also be given to a program of changing out fixtures to LED to save on replacements and electric bills. This would also have the added affected of decreasing light trespass and reducing costs to the County from vandalism and improving public safety.

##### ***Recommended Funding***

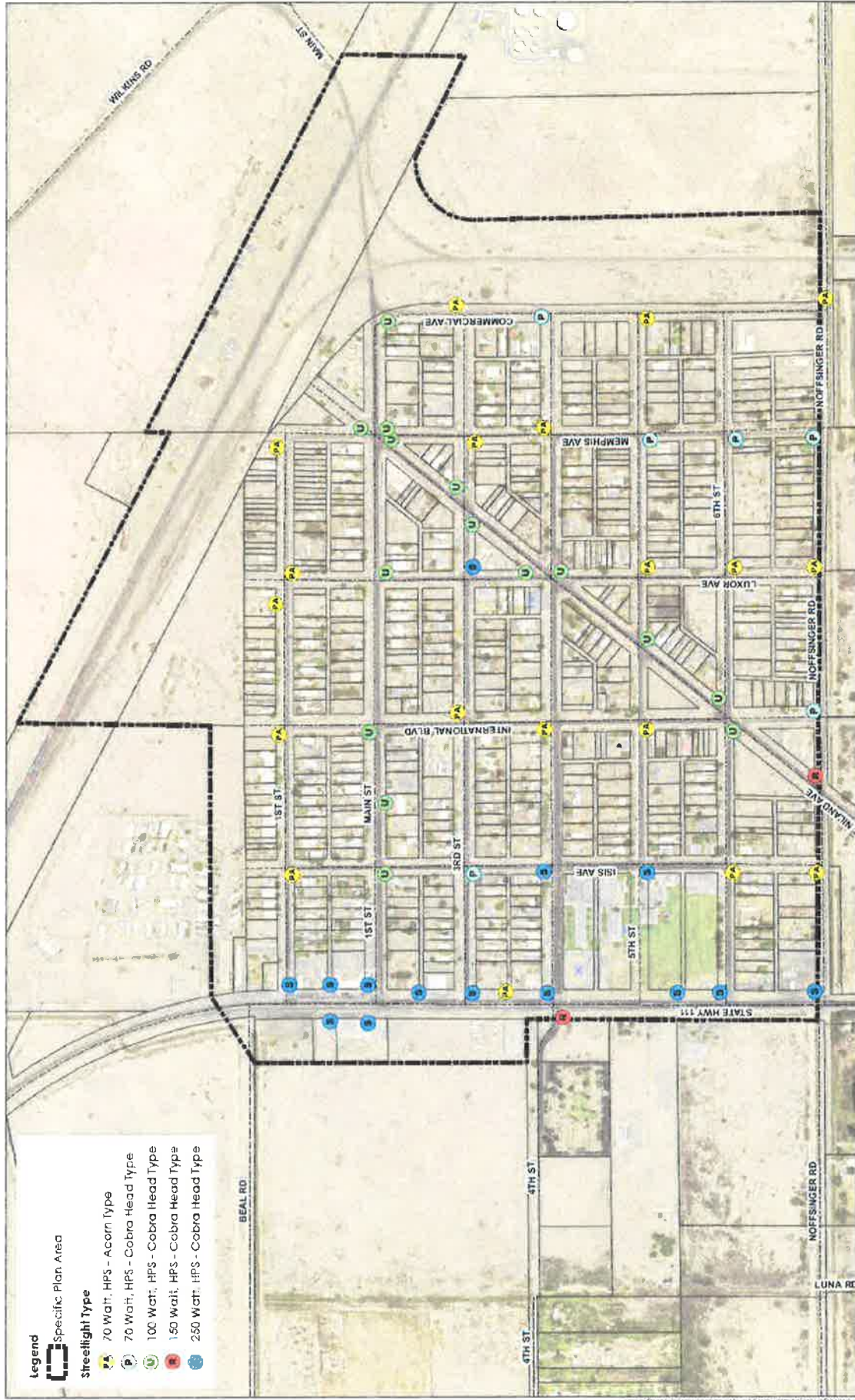
No specific recommendations for further funding.

<sup>5</sup> County Board of Supervisor's Resolution 2016-105

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Figure 4-3, Streetlight Location Map



**Niland Specific Plan**  
Street Light Locations  
J-17847

Date of Draft: 7/5/2017  
Project: 10,000  
2017/08/06/2014



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## **SECTION 5 – FINANCING**

### **5.1 Introduction**

This section of the Service Area Plan discusses various financing mechanisms available to the Niland CSA for maintenance and operation of the streetlights.

### **5.2 Existing Revenue Sources**

The unit fee assessment discussed above is the only revenue source in the Niland CSA applicable to streetlight installation, maintenance, and operations.

### **5.3 Future Revenue Sources**

#### *Updated Unit Fees*

As discussed under the Financing Summary subheading, a property owner vote is the only means of updating the current unit fee. An increase in the unit fee is not automatic even with a vote for approval, since the assessment levy may not exceed the actual cost of providing the service in any year.

### **5.4 Existing Financing Mechanism**

No financing is currently used by the Niland CSA No. 1.

### **5.5 Future Financing Mechanisms**

If the recent net surpluses of the Niland street lighting operations are typical, there is the potential for some of the surplus to be used as debt service for loans from the County General Fund or through the Imperial County Community and Economic Development Department, which works with communities to secure financing for street improvements and public services, among other projects.



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