

# **EXECUTIVE OFFICER'S REPORT**

To The  
Local Agency Formation Commission

Commissioner **David H. West** [Public]

Commissioner **Michael W. Kelley** [Supervisor]

Commissioner **Jason Jackson** [City]

Commissioner **Ray Castillo** [Supervisor] (Vice-Chair)

Commissioner **Maria Nava-Froelich** [City] (Chair)

Alternate Commissioner **Luis Plancarte** [Supervisor]

Alternate Commissioner **Jim Predmore** [City]

Alternate Commissioner **Ed Snively** [Public]

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**REPORT DATE:** November 15, 2018

**FROM:** Jurg Heuberger, Executive Officer  
Report by Paula Graf, Analyst



**PROJECT:** City of Brawley Service Area Plan (SAP)/Municipal Service Review (MSR)

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**HEARING DATE:** December 13, 2018

**TIME:** 08:30 a.m.

**AGENDA ITEM NO:** 10

**HEARING LOCATION:** El Centro City Council Chambers, 1275 Main St., El Centro, CA 92243

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## **RECOMMENDATION(S) BY THE EXECUTIVE OFFICER** (In Summary & Order)

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- OPTION #1:** Approve the proposed Service Area Plan/Municipal Service Review update as presented by the Executive Officer.
- OPTION #2:** Approve the proposed Service Area Plan/Municipal Service Review update as requested with modifications, following the hearing by the Commission.
- OPTION #3:** Continue the hearing for not to exceed 70 days.
- OPTION #4:** Deny the Service Area Plan/Municipal Service Review update and provide direction to the City for corrections.

**Project Data:**

**Project ID:** BR 1-17

**Project Name:** City of Brawley SAP/MSR update

**Applicant/Proponent:** City of Brawley

**Application Type:** N/A, Lafco initiated

**Application Received:** N/A, Lafco Initiated

**Area/Size:** City Boundaries +/- 4,902 acres  
Sphere of Influence Boundaries +/- 5,943 acres

**Population:** Current population of about 26,928

**Location/Legal Description:** Sphere of Influence/Boundary Map **(EXHIBIT A)**

**Proposed Project:** Service Area Plan(SAP)/Municipal Service Review(MSR) **(EXHIBIT B)**

**MSR/SAP:** The most recent version of the SAP/MSR was adopted in 2012.

**TAX AGREEMENT:** Not Applicable

**CEQA:** Exempt

## ANAYLSIS

### I: Legal Requirements (Historical Information):

Cortese-Knox-Hertzberg Reorganization Act of 2000 (CKH), also referred to as Government Code 56000 et. Seq., provides the legal basis for the requirement of the Sphere of Influence and the Service Area Plan being considered within the scope of this hearing.

**G.C. § 56425 (a)** states in part; *“In order to carry out its purpose and responsibilities for planning and shaping the logical and orderly development and coordination of local government agencies so as to advantageously provide the present and future needs of the county and its communities, the commission shall develop and determine the sphere of influence of each local governmental agency with the county and enact policies designed to promote the logical and orderly development of areas within the sphere”*

**G.C. § 56425 (b-i)** provide the framework within which the Commission may approve the sphere of influence and the process that needs to be followed.

**G.C. § 56245 (e)** states in part; *“In determining the sphere of influence of each local agency, the commission shall consider and prepare a written statement of its determination with respect to each of the following:*

1. *The present and planned land uses in the area.*
2. *The present and probable need for public facilities and services in the area.*
3. *The present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide.*
4. *The existence of any social or economic communities of interest in the area if the commission determines that they are relevant to the agency.*

**G.C. § 56425 (f)** is a critical new section that changed the parameters of the prior review insofar that this section now requires that; ***“Upon determination of a sphere of influence, the commission shall adopt that sphere, and shall review and update, as necessary, the adopted sphere but not less than once every five years”.***

There appears to be a misconception that the agencies will have to prepare a full new plan every five year, however the intent here is to “review” the prior plan and to amend it if necessary. If there have been significant changes, or if there has been explosive growth, then certainly the amendment will be much more comprehensive.

**G.C. § 56428 (a)** provides the mechanism for anyone to file a request with the executive officer for an amendment to the sphere of influence. It states in part; *“Any person or local agency may file a written request with the Executive Officer requesting amendments to a sphere of influence or urban service area adopted by the commission...”*

Again, there may be some confusion in this area as there have been numerous questions about the “limitations” of the sphere and the process to amend.

It appears clear that the mandate is to review the plan at least every five years but there is no apparent restriction on the number of times that it may be amended nor is there a restriction on who can request such an amendment, there is only a process that needs to be followed. It goes without saying however that for an amendment to work it needs the consensus of the City/District, the County and the Commission.

Just as there are provisions for the addition of areas to a sphere of influence there are provisions for a process to remove an area from an approved sphere boundary. This is found in G.C. 56429. In addition to the SOI process G.C. § 56430 (a - d) now addresses the requirement for the review of municipal services which in our case has been referred to for nearly a decade as the Service Area Plan (SAP).

**G.C. § 56430 (a)** states; *“In order to prepare and to update spheres of influence in accordance with Section 56425, the Commission shall conduct a service review of the municipal services provided in the county or other appropriate area designated by the commission. The commission shall include in the area designated for service review the county, the region, the sub region, or any other geographic area as its appropriate for an analysis of the service or service to be reviewed and shall prepare a written statement of its determination with respect to each of the following:*

- 1) *Infrastructure needs or deficiencies.*
- 2) *Growth and population projections for the affected area.*
- 3) *Financing constraints and opportunities.*
- 4) *Cost avoidance opportunities.*
- 5) *Opportunities for rate restructuring.*
- 6) *Opportunities for shared facilities*
- 7) *Governmental structure options, including advantages and disadvantages of consolidation or reorganization of service providers.*
- 8) *Evaluation of management efficiencies*
- 9) *Local accountability and governance.”*

Pursuant to G.C. § 56430, the Governor’s Office of Planning and Research (OPR) is required to prepare guidelines for LAFCO to conduct reviews of local municipal services. The OPR finalized the guidelines in August 2003. A full text copy is not attached to this report; however, a copy is available on the LAFCO website at [www.iclafco.com](http://www.iclafco.com). The Executive Officer has urged the various entities to utilize this guide when preparing the SOI and SAP.

**II: The PLAN as submitted:**

The City has prepared and presented to the Commission a comprehensive Service Area Plan(SAP)/Municipal Service Review(MSR). The full plan (hard copy) is not attached to all recipients of this report, only to the Commissioners; however, a copy of the full plan is available on the website.

**After reviewing the Administrative Draft SAP/MSR, the Executive Officer submitted a letter to the City requesting more information. LAFCO's letter and the City's response are attached. (EXHIBIT C)**

**III: City Approvals:**

City approval is pending and required upon adoption of the SAP/MSR by the LAFCO.

**IV: CEQA:**

It is argued, and it is the Executive Officers opinion that the SAP/MSR fit within one or more "exemptions" under the provisions of CEQA, not the least of which is the possible determination that this process is "not a project".

**V: Analysis by the Executive Office/Determination by the COMMISSION:**

**G.C. § 56425 (e)** states in part; *"In determining the sphere of influence of each local agency, the Commission shall consider and prepare a written statement of its determination with respect to each of the following:*

- 1. The present and planned land uses in the area.*
- 2. The present and probable need for public facilities and services in the area.*
- 3. The present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide.*
- 4. The existence of any social or economic communities of interest in the area if the commission determines that they are relevant to the agency.*

**Proposed findings by the Commission:**

- 1.** The present land use within the boundaries of the proposed SAP/MSR include residential, commercial, industrial, and public services.

The planned land use within the boundaries of the proposed SAP/MSR include agriculture, rural residential, low-density residential, medium-density residential, commercial, light industrial/business park, industrial, public facilities, open space, and special study areas.

- 2.** The present services provided by the City are administration, flood control/drainage, fire protection, law enforcement, library, parks and recreation, circulation, wastewater, and water.
- 3.** Currently some of the services/functions provided by the City are at or near capacity.

**a) Administration**

- i. Performance Standard:** Council Chamber 2,531, City Hall 4,658, Public Works 12,629 (sq. ft)
- ii. Existing Facilities:** Council Chamber 4,000, City Hall 7,364, Public Works 10,343 (sq. ft)
- iii. Capacity:** Deficiency – 2,286 sq. ft. Public Works building

**Findings:** The plan identifies a deficiency of -2,286 sq. ft. in the Public Works/Engineering Building. The City plans to expand the City Hall and construct a new Public Works building to accommodate future growth, however, detailed information on how the City plans to obtain funding is unknown at this time.

**It is suggested that the City follow the recommendations stated on page 4.1-4 of the plan and as outlined below.**

- 1) Continue to periodically review the administrative facilities of the City through the preparation of annual reports. Such review will identify staffing and budgetary concerns as city growth continues to increase the demand on facilities and staff.
- 2) Consider sharing additional facilities as the City's administration facilities expand.

**b) Law Enforcement**

- i. Performance Standard:** 1.5 sworn officer per 1,000 population
- ii. Existing Staff:** 33 sworn officers
- iii. Existing Demand:** 40 sworn officers
- iv. Capacity:** Deficient -7 sworn officers

**Findings:** The plan identifies a deficiency of -7 in sworn officers, -2,175 police station square footage, -3 marked patrol cars and -3 non-sworn officers. Page 4.4-3 states that by the year 2030, the police station, patrol cars, sworn & non-sworn officers will not meet the performance-based standards based on the future estimated population. The plan identifies the need for a new police station, however, detailed information on how the City plans to obtain funding is unknown at this time.

**It is suggested that the City follow the recommendations stated on page 4.4-4 of the plan and as outlined below:**

- 1) Obtain additional personnel and facilities to meet the existing and future deficit identified according to the performance standard for services and facilities
- 2) Continue the periodic review of number of calls and response times to determine the adequacy of existing service and any need for improvement or additional resources
- 3) Require development project applicants evaluate projects fiscal impact on existing and future public safety services

**c) Fire Protection**

- i. Performance Standard:** 1 firefighter per 1,000 population
- ii. Existing Staff:** 18 full-time firefighters
- iii. Existing Demand:** 27 full-time firefighters
- iv. Capacity:** Deficiency -9 full-time firefighters

**Findings:** The plan identifies a deficiency of -9 full-time firefighters. The plan also identifies the need of an additional 47,964 square feet allocated between a new fire station and substation and a total of 60 full-time firefighters by the year 2030.

**It is suggested that the City follow the recommendations stated on page 4.3-5 of the plan and as outlined below:**

- 1) Pursue additional finances to fund additional personnel, equipment, and vehicles
- 2) Hire additional full-time firefighters to meet the City's performance standard of 1 firefighter per 1,000 population
- 3) Require development project applicants evaluate projects fiscal impact on existing and future public safety services

**d) Parks & Recreation**

- i. Performance Standard-** 5 acres per 1,000 population
- ii. Existing Demand-** 134.64 acres
- iii. Existing Developed Parkland-** 125.77 acres
- iii. Capacity-** Deficiency -8.87 acres

**Findings:** The City's existing facilities consist of a total of 125.77 acres of developed parkland and a deficiency of -8-87 acres.

**It is suggested that the City follow the recommendations stated on page 4.6-7 of the plan and as outlined below:**

- 1) As new development projects occur, the City will assess the impact of new development on the existing parks and recreation. The City will then require the dedication of parkland, payment of an in lieu of fee, or a combination of both as a condition of new residential development.
- 2) Pursue joint-use opportunities with the Brawley School District and the Brawley Union High School District
- 3) Continue to adhere to the existing parkland standard

**e) Storm water and Drainage**

**Performance Standard:** Page 4.2-1 of the plan states the City will assess drainage conditions of the project site and require the construction of necessary drainage infrastructure. The City will require developers to construct all drainage facilities within each project as a condition of approval. The City will also assess the potential of a project to adversely affect offsite drainage and require mitigation measures where needed. The City will follow a regular maintenance schedule for the drainage facilities once they are approved and accepted. Consideration will be given to development phasing to assure that drainage facilities are installed in an orderly manner to prevent flooding upstream or downstream of the project.

**Findings:** Page 4.2-1 of the plan states approximately half of the City's drainage system is combined with the City's sewer system and has caused the plant to overload during rainstorm events.

**It is suggested that the City follow the recommendations stated on page 4.2.-2 of the plan and as outlined below:**

- 1) Require developers to construct all drainage facilities once they are approved and accepted. Consideration will be given to development phasing to assure that drainage facilities are installed in an orderly manner to prevent flooding upstream or downstream of the project.
- 2) As new development occurs, the City will require developers within the area to plan, fund, and install all public drainage improvements associated with the project.
- 3) Require drainage facilities to be installed as new development proceeds in newly annexed areas. The changes in service level within the newly annexed areas will include the following: street improvements will include curb and gutter to convey surface flows in an orderly and easily maintained manner; catch basins and underground storm drains will be installed to convey flows as the street capacities are exceeded; detention basins will be constructed to control the developed run-off, help mitigate downstream drainage problems, and replenish groundwater supplies where possible.

**f) Water Facilities**

**i. Performance Standard:** 7.26 MG Storage

**ii. Capacity:** 15 MGD Water treatment plant, 9 MG Storage

**iii. Existing Demand:** 4.84 MGD (Average Daily Flow) 11.8 MGD (Summer Peak)

**Findings:** The plan states that the existing distribution system is not capable of meeting existing user demands. Page 4.9-7 of the plan states the City charges a flat rate to its customers for water use; the current method does not benefit the City, in that the rates do not correspond with the amount of water being consumed.



**Pursuant to the letter received from the City on 10/05/18, the following statement reflects the current billing method for water services.**

The City of Brawley services 5,133 residential customers, all of which are metered accounts. At this time, 190 commercial customers are metered and billed for actual consumption. The metered billing rate is based on the size of the water connection and a universal consumption rate per 1,000 gallons. Approximately, 175 commercial accounts are currently on a flat rate pending a City-defined precipitating event. When a property changes ownership, a building permit is pulled, or a new business license is initiated, the City imposes the condition to install a water meter. Once the meter is installed, the account transitions from a flat rate to a metered use.

**It is suggested that the City follow the recommendations stated on page 4.9- of the plan and as outlined below:**

- 1) Require water meters on all new construction and development and consider implementing a program to install meters on all existing water services
- 2) Implement improvement projects recommended in the Water Mast Plan and the DIF Study as funds become available and as deemed necessary by the Director of the Department of Public Works
- 3) Continue to periodically review the water rate and financing structure to assure adequate funding for the implementation of new projects and the maintenance of existing facilities
- 4) Require that system improvements conducted by the City or private developer shall be designed to conform to relevant Federal, State, and local regulations
- 5) Promote water conservation by requiring all new developments to install low-flow showers and toilets. Consider implementing a low-flow replacement program for showers and toilets in existing facilities

**g) Sewer Facilities**

**i. Performance Standard:** Based on discharge requirements of the RWQCB

**ii. Capacity:** 5.9 MGD Waste Water Treatment Plant

**iii. Existing Demand:** 2.42 MGD (Average Daily Flow)

**Findings:** Page 4.8-1 of the plan states approximately half of the City's sewer system is combined with the City's drainage. Page 4.8-2 states drainage water is treated at the Waste Water Treatment Plant and accounts for a substantial part of the treatment plant operation overload.

**It is suggested that the City follow the recommendations stated on page 4.8-7 of the plan and as outlined below:**

- 1) Implement improvement projects in the Wastewater Master Plan and the DIF Study as funds become available and as deemed necessary by the Director or the Department of Public Works
- 2) Ensure the WWTP operation is in compliance with discharge requirements of the RWQCB.

**VI: Public Notice:**

Public notice for the proposed project hearing before the Commission has been given, according to Section § 56427. Notice was issued in the form of a publication in the Imperial Valley Press at least twenty-one (21) days prior to said hearing and posted on our webpage.

**VII: Report:**

In accordance with Section § 56665, the Executive Officer has prepared a report, and presented said report to your Commission and to any public member requesting such report. In addition, a copy of said report has been issued to the City and any party requesting a copy.

**VIII: Conflict of Interest Statement:**

To date (at the writing of this report), no Commissioner has indicated that there is any conflict of interest with regard to this project, nor has any Commissioner reported any communications with the Applicant, Proponent, or Opponent. The Commissioners will be asked to declare that during and prior to the public hearing.

The Executive Officer does not have any type of known conflict of interest or financial gain as a result of this project and owns no property within the vicinity.

## EXECUTIVE OFFICERS RECOMMENDATION

**It is the recommendation of the Executive Officer that LAFCO conduct a public hearing and consider all information presented in both written and oral form. The Executive Officer then recommends, assuming no significant public input warrants to the contrary, that LAFCO take the following action:**

- I: Certify that the Service Area Plan/Municipal Service Review is exempt from CEQA.
- II: Make the finding that this Service Area Plan/Municipal Service Review is in substantial compliance with the provisions of the Cortese-Knox-Hertzberg Reorganization Act of 2000 and the Imperial LAFCO Policy and Procedures.
- III: Make the finding that pursuant to Government Code Sections § 56425 that:
  - a. The Service Area Plan/Municipal Service Review has been reviewed by the Executive Officer and the Commission and the City has the capacity and ability to provide services within the area.
  - b. The Service Area Plan/Municipal Service Review will provide for logical and orderly development for the City.
  - c. The Sphere of Influence currently adopted remains adequate for any projected growth for the City **and remains that same.**
- IV: The Commission finds that the present land uses within the boundaries of the Service Area Plan/Municipal Service Review are include residential, commercial, industrial, and public services. The land uses intended for these areas were planned by the City to be within the framework of the City's General Plan guidelines estimating build out both within the City limits and Sphere of Influence.

The Commission finds that the present services available to the areas within the proposed boundaries are limited to those identified in the Plan. Any expansion of services by the City, other than those listed herein would require LAFCO approval.

The Commission finds that the Service Area Plan/Municipal Service Review as provided by the City has the ability to provide services within its current and proposed boundary limits and the document provided indicates that the City has a plan whereby it can provide these services. The City must however make every effort to implement the recommended actions and any other actions to continue viability.

The Commission finds that there are no known social or economic communities of interest in the areas.
- V: Since there have been no protests received, the Commission adopts and approves the Service Area Plan/Municipal Service Review as attached and re-adopts the current Sphere of Influence.

## LAFCO Policy

The proposed Sphere of Influence and Service Area Plan/Municipal Service Review appears to be consistent with the Cortese-Knox-Hertzberg Reorganization Act of 2000, the Imperial LAFCO Policies and Procedures and the County of Imperial General Plan. Furthermore, the City has (according to the Plan) the ability to supply the necessary public services and has assured LAFCO that it has the capacity to service the areas.

**Note: All “cc” submittals are the Executive Officer’s Report only. Attachments are generally too voluminous and are only supplied on CD. Information about the project may also be found on the LAFCO web page at [www.iclafco.com](http://www.iclafco.com).**

CC: City of Brawley, City Manager

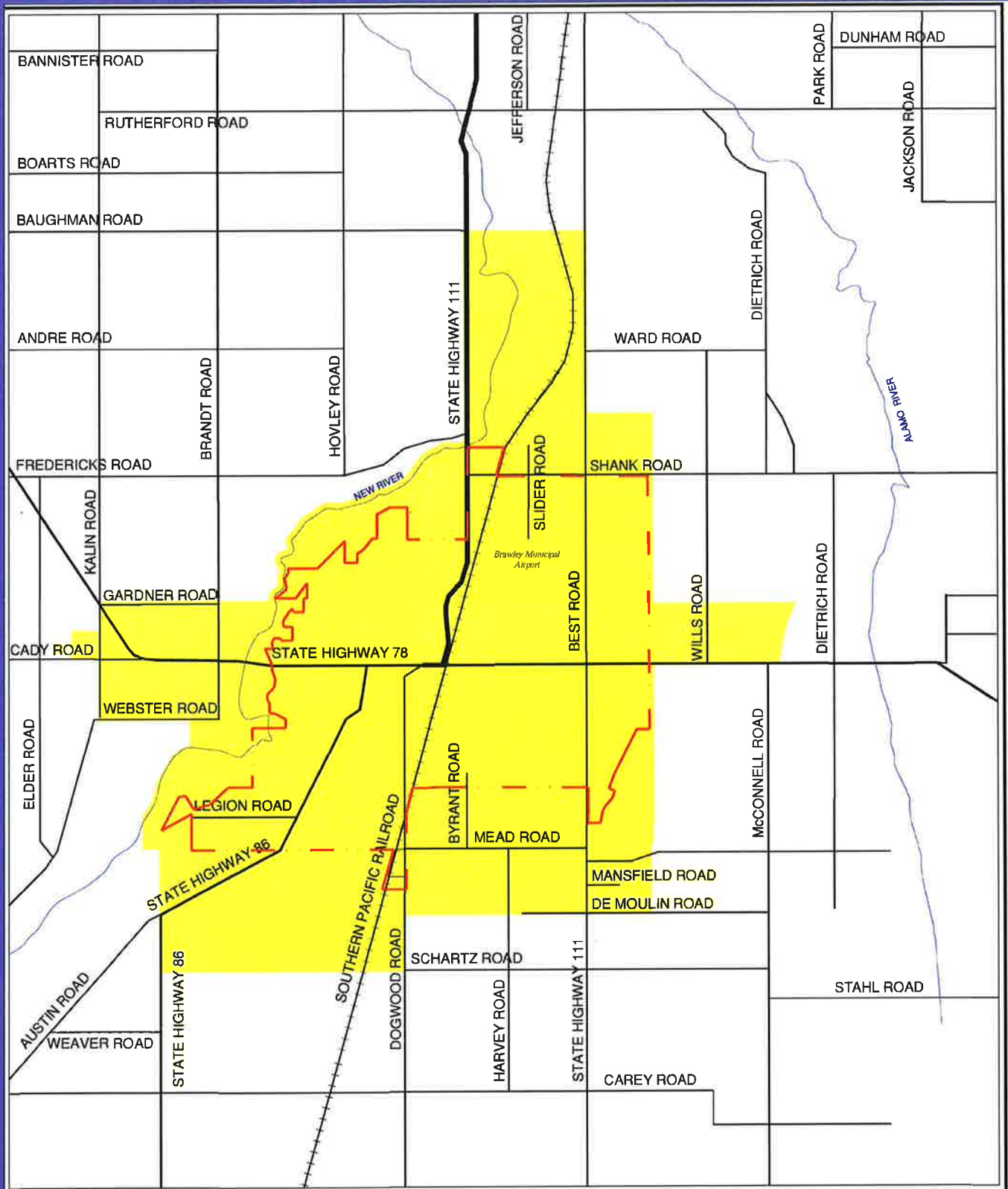
### **Attachments:**

Exhibit A: SOI/Boundary Map

Exhibit B: Service Area Plan/Municipal Service Review

Exhibit C: Correspondence

# EXHIBIT A



# Brawley

Imperial County Local Agency Formation Commission  
 1122 W. State Street, Suite D  
 El Centro, CA 92243

Sphere of Influence as of 12/13/18  
 Boundaries as of 12/13/18



## EXHIBIT A

# EXHIBIT B

**CITY OF BRAWLEY  
FINAL  
SERVICE AREA PLAN**

**Prepared for:**

City of Brawley  
400 Main Street  
Brawley, California 92227

and

Local Agency Formation Commission  
Imperial County  
509 South Eighth Street  
El Centro, California 92243

**Prepared by:**

City of Brawley Planning Department  
400 Main Street, Suite 2  
Brawley, California 92227  
(760) 344-8822

August 2018



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# 1.0 EXECUTIVE SUMMARY

## 1.1 INTRODUCTION

This Service Area Plan (SAP) is intended to demonstrate the City of Brawley’s (City’s) intent and ability to provide adequate services within the City limits, including the Sphere of Influence (SOI) boundaries, as defined by the Imperial Valley Local Agency Formation Commission, at the time of annexation. This document outlines the City’s existing public services and facilities, estimates their current and future anticipated demand, and describes how necessary facilities and services will or may be developed and extended to meet demands. Future growth is evaluated over a 20-year period (2010–2030) using United States Census data from 2010 and future population projections until 2030 from the City’s General Plan. The City of Brawley’s 2008 General Plan guides the City’s growth and provides buildout estimates both within the City limits and the SOI.

As the third largest city in Imperial County, Brawley’s 2010 population was reported to be 24,953 (United States Census Bureau 2010). The California Department of Finance estimates that the 2017 population is 26,928. Existing development within the City includes a variety of residential, commercial, and industrial land uses, as well as public services such as schools, parks, and other administrative City facilities. Areas within the Brawley SOI are primarily farmland or vacant land; however, General Plan land use designations in the SOI include some industrial, public facility, and residential land uses.

The following is a brief summary of the facilities, existing adequacy and needs, and future demand for the public services and facilities areas examined in this SAP. Also, facilities’ needs, costs, and financing methods are shown in Table 1-1. It should be noted that the following discussion is substantially abbreviated from that contained in the rest of the document and is not meant to replace the comprehensive discussion provided in Sections 2 through 5 of this SAP.

**Table 1.1 Summary of Facility Needs**

| <b>Facilities’ Needs through 2030<sup>1</sup></b>                                                                                                                                                                                                                                                                                       | <b>Costs (2010 DIF Study<sup>2</sup>)</b> | <b>Fiscal Year 2016/2017 Budget</b> | <b>Financing Methods</b>                                                                                                                                                                                                                                                                 |
|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------|-------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <i>Fire Protection</i>                                                                                                                                                                                                                                                                                                                  |                                           |                                     |                                                                                                                                                                                                                                                                                          |
| <ul style="list-style-type: none"> <li>• New Fire Station and Substations (47,964 square feet [sf])</li> <li>• Fire Engines (3)</li> <li>• Utility Vehicle (3)</li> <li>• Ladder Truck (1)</li> <li>• Rescue Vehicle (1)</li> <li>• Staff Vehicle (1)</li> <li>• Command Vehicle (1)</li> <li>• Full-time Fire Fighters (48)</li> </ul> | \$12,951,000                              | \$2,869,001                         | <ul style="list-style-type: none"> <li>• Development Impact Fees (57.94%)</li> <li>• Other (42.06%) General Fund, General Taxes, Motor Vehicle License Fee, Benefit Assessment, Exactions, Mello-Roos Community Facilities Assessments, Special Tax For Fire Services, Grants</li> </ul> |
| <i>Law Enforcement</i>                                                                                                                                                                                                                                                                                                                  |                                           |                                     |                                                                                                                                                                                                                                                                                          |
| <ul style="list-style-type: none"> <li>• Police Station (8,305 sf)</li> <li>• Marked Patrol Car (11)</li> <li>• Sworn Officers (57)</li> <li>• Non-Sworn Officers (28)</li> <li>• Portable Vehicle Radio (9)</li> <li>• Portable Officer Radio (41)</li> </ul>                                                                          | \$13,854,148                              | \$5,915,508                         | <ul style="list-style-type: none"> <li>• Development Impact Fees (56.81%)</li> <li>• Other (43.19%) General Taxes, Mello-Roos Community Facilities Tax, Special Tax For Police Services, Development Impact Fees, Exactions</li> </ul>                                                   |

## **1.2 PUBLIC SERVICES AND FACILITIES**

### **1.2.1 Administrative Facilities**

Administrative facilities are centrally (and primarily) located in the City Hall Complex, which provides office space for many of the administrative functions for the City. Many City departments have offices in sites other than the City Hall Complex. Existing facilities include Public Works Building, Development Services Building, City Hall Complex, Lions Center, Fire Station No. 2 and Brawley Police Department. The square footage of both the City Council Chambers and the City Hall Complex are above the City's population-based standards, and the Public Works/Engineering Building is below the City's standard. Future recommendations for administrative facilities include periodic review of facilities through the preparation of annual reports to identify staffing and budgetary needs as City growth continues to increase the demand of facilities and staff.

### **1.2.2 Flood Control/Drainage Facilities**

The study area lies within the established jurisdictional boundaries of Imperial County and the Imperial Irrigation District (IID) and is not designated by the National Flood Insurance Program as being in a flood plain. The IID maintains hundreds of irrigation drainage structures, which collect surface water runoff and subsurface drainage from thousands of miles of agriculture drains and channels. The City's drainage system is located within its urban area, and the City is responsible for planning, construction, and maintenance of its system. Approximately half of the City's drainage system is currently combined with the City's sewer system.

Most of the flat irrigated valley, with its low-lying canal/drain systems, is subject to minor, shallow flooding and ponding. In addition, approximately half of the City's drainage system is currently combined with the City's sewer system, which has caused the wastewater treatment plant to overload during rainstorm events. Future development within the SOI may be required to construct grass-lined detention basins, curbs and gutters, catch basins, and underground storm drains, and may be required to relocate and underground the existing canals and drains. Funding may be obtained from impact fees, assessment districts, development bonds, and Mello Roos Districts. Funding responsibilities for project-related facilities would remain with the developers and secured prior to construction.

Through 2030, it is recommended that the City continue to require that new development projects address potential drainage issues and provide adequate facilities to convey storm flow. If developments would drain into facilities of the City's system, the developer would be required to consult with the Department of Public Works to assure that improvements are engineered and constructed to City standards. The City may choose to construct storm drain improvements linking the study area to other developed areas in the City and may include storm drains, open channels, detention basins, and outlets to IID facilities.

### **1.2.3 Fire Facilities**

The City of Brawley provides fire suppression, fire protection, and emergency medical services within the current City limits to both residential and commercial structures and to both citizens and employees in Brawley. Currently, Imperial County contracts with the City to provide personnel for fire suppression in the unincorporated area surrounding the City. The existing

service the community, which carry the accompanying requirement for additional equipment needs.

As development occurs within the City and through annexation, project applicants will be required to evaluate their project's fiscal impact on existing and future public safety services. Lastly, it is recommended that the City obtain additional personnel and facilities to meet the existing and future deficit identified according to the population-based standard for police services and facilities, and to continue the periodic review of number of calls and response times to determine the adequacy of existing service and any need for improvement or additional resources.

### **1.2.5 Library Facilities**

The City of Brawley owns and operates a 6,515-square-foot library facility in Plaza Park near City Hall that serves the entire population of the City of Brawley from one facility. Facilities at this branch include 59,637 books and currently include three full-time and five part-time employees. The Del Rio Branch Library, 2400 sq.ft is at 1501 I Street and is co-located on the ICOE Del Rio School Site. None of the City's standards for library facilities and required staffing levels are currently being met.

Through the year 2030, the City's future demand for library facilities includes an additional 5,514 square feet of public library space, 2,979 square feet of literacy space, and 4,468 square feet of computer center space. With the expansion from 56,832 to 126,054 books, the City will meet its population-based standard of 2 volumes per capita by 2030. A total of 21 additional full-time staff will be needed by the year 2030.

The City of Brawley should periodically review the facilities and personnel of the library system through the preparation of annual reports to identify staffing and budgetary concerns as City growth continues to increase the demand on library facilities and staff. Also, the City should continue to utilize General Fund revenue as the primary source for financing library services, review the allocation of General Fund finances in light of the State recommendation that local libraries receive 5% of local general fund resources, collect fees established in the DIF Study to meet the library facilities' demands for future development, apply for all possible library funding opportunities from the State, and accept donations of money and/or supplies as a means of augmenting library services while conserving allocated finances.

A 32-foot Literacy and Mobile Book Services Recreational Vehicle travels throughout Imperial County. LAMBS is grant-funded through First Five Imperial and targets children aged 0-5, their parents & care givers.

### **1.2.6 Parks and Recreation Facilities**

The Department of Parks, Recreation, and Community Services is made up of four divisions: Parks, Recreation, Senior Citizens, and Grounds and Facility Maintenance. The City also provides local recreation programs and services for children, adults, and seniors at City facilities and in conjunction with the local school districts. Existing facilities include 0.78 acre of Mini- Parks, 31.44 acres of Neighborhood Parks, 90.55 acres of Community Parks, and five Community Center facilities totaling approximately 60,600 square feet. There are currently 9 full-time employees and numerous part-time employees in the department.

Existing developed parkland acres and maintenance staffing levels are adequate for Community Centers, Neighborhood Parks, Community Parks, and Developed Parkland; however, Mini Parks do not meet the population-based standards per the 2010 Census population for Brawley. Based on the City's population-based standards with the projected population for 2030, an additional 23,028 square feet of Community Center facilities is needed. Also, between 6.52 and 21.52 acres of additional Mini Parks and 70.33 acres of additional Developed Parkland would be needed by 2030.

In addition to development impact fees, the City will encourage and, where appropriate, require the

a portion of it. Most of the older portion of the system discharge to the New River at various locations, while the newer systems discharge to individual detention basins sized for the 100-year storm. Much of the runoff collected in these basins evaporates and infiltrates into the ground, while a small pump stations pumps runoff to the nearest gravity storm system. It is recommended that the City implement improvement projects in the upcoming 2013 Wastewater Master Plan and the DIF Study as funds become available and as deemed necessary by the Director of the Department of Public Works. The City must also ensure that the City's WWTP operation is in compliance with discharge requirements of the California Regional Water Quality Control Board (RWQCB) Colorado River Basin Region 7.

### **1.2.9 Water Facilities**

Currently, the City of Brawley (City) manages an existing water system that includes two (2) raw water storage reservoirs, a water treatment plant (WTP), two (2) clearwell storage tanks, a distribution water pump station located at the WTP, one treated water storage tank with booster pump station, and approximately 100 miles of 2-inch to 36-inch water pipeline. The City consists of one pressure zone and serves approximately 5,900 potable water service connections.

The City purchases Colorado River water from the Imperial Irrigation District (IID) via the All American Canal system and, ultimately, is supplied to the Water Treatment Plant via the 19 MGD capacity Mansfield Canal. Raw water is treated at the City's 15 MGD capacity Water Treatment Plant, which can be modified or expanded to accommodate future growth. The WTP's power supply is backed up with a 1,000 kW diesel generator that has adequate capacity and fuel to run the entire plant for 60 days.

The City currently has 40 MG of raw water storage and 6 MG of treated water storage located at the Water Treatment Plant. In addition, they have a 3 MG treated water storage tank located near the Airport. Currently, treated water is pumped to the City's single pressure zone via five (5) 4,000 gpm pumps located at the WTP. In addition, there are three (3) 1,600 gpm booster pump station that supplies water from the Airport tank. All residential customers now have water meters along with many of the business/commercial customers.

Going forward, the City will require water meters on all new construction and development and consider implementing a program to install meters on all existing water services. Once adopted, the implementation of the improvement projects recommended in the updated Water Master Plan and the DIF Study will be a priority as funds become available and as deemed necessary by the Director of the Department of Public Works. Also, the City will continue to periodically review the water rate and financing structure to assure adequate funding for the implementation of new projects and the maintenance of existing facilities, as well as require that system improvements conducted by the City or a private developer shall be designed to conform to relevant Federal, State, and local regulations. Finally, the City will continue to promote water conservation by requiring all new developments to install low-flow showers and toilets and may implement a low-flow replacement program for showers and toilets in existing facilities.

## **2.0 INTRODUCTION**

### **2.1 BACKGROUND ON THE CITY OF BRAWLEY**

The City of Brawley is located in the Imperial Valley of Imperial County, California, approximately 13 miles north of Interstate (I-) 8 and the City of El Centro. Regional access to Brawley is provided by State Route (SR-) 86 and SR-111, which extend north from I-8 and pass through the City to connect with I-10 near the City of Coachella in Riverside County. SR-78 is Main Street within the City and extends from San Diego County to connect with I-10 near the City of Blythe in eastern Riverside County. The City and its Sphere of Influence (SOI) are not adjacent to any other cities or areas of urban development, and the nearest such communities are the cities of Westmorland approximately 6 miles to the northwest, Imperial approximately 6 miles to the south, and Calipatria approximately 8 miles to the north. There are residential, commercial, and industrial land uses in the City, as well as public services such as schools, parks, and City facilities. The current City and SOI boundaries, depicted on Figure 2.1, consist of approximately 4,902 and 5,943 acres, respectively, for a combined total of approximately 10,845 acres.

The City provides an array of services including flood control, fire protection, emergency medical care, law enforcement, library services, recreation and parks, maintenance of local roadways, wastewater collection, treatment and disposal, water treatment and distribution, and all City Hall services within the incorporated limits. These services will be provided to areas within the SOI after they are annexed. The City already provides water and wastewater treatment to some areas in the SOI.

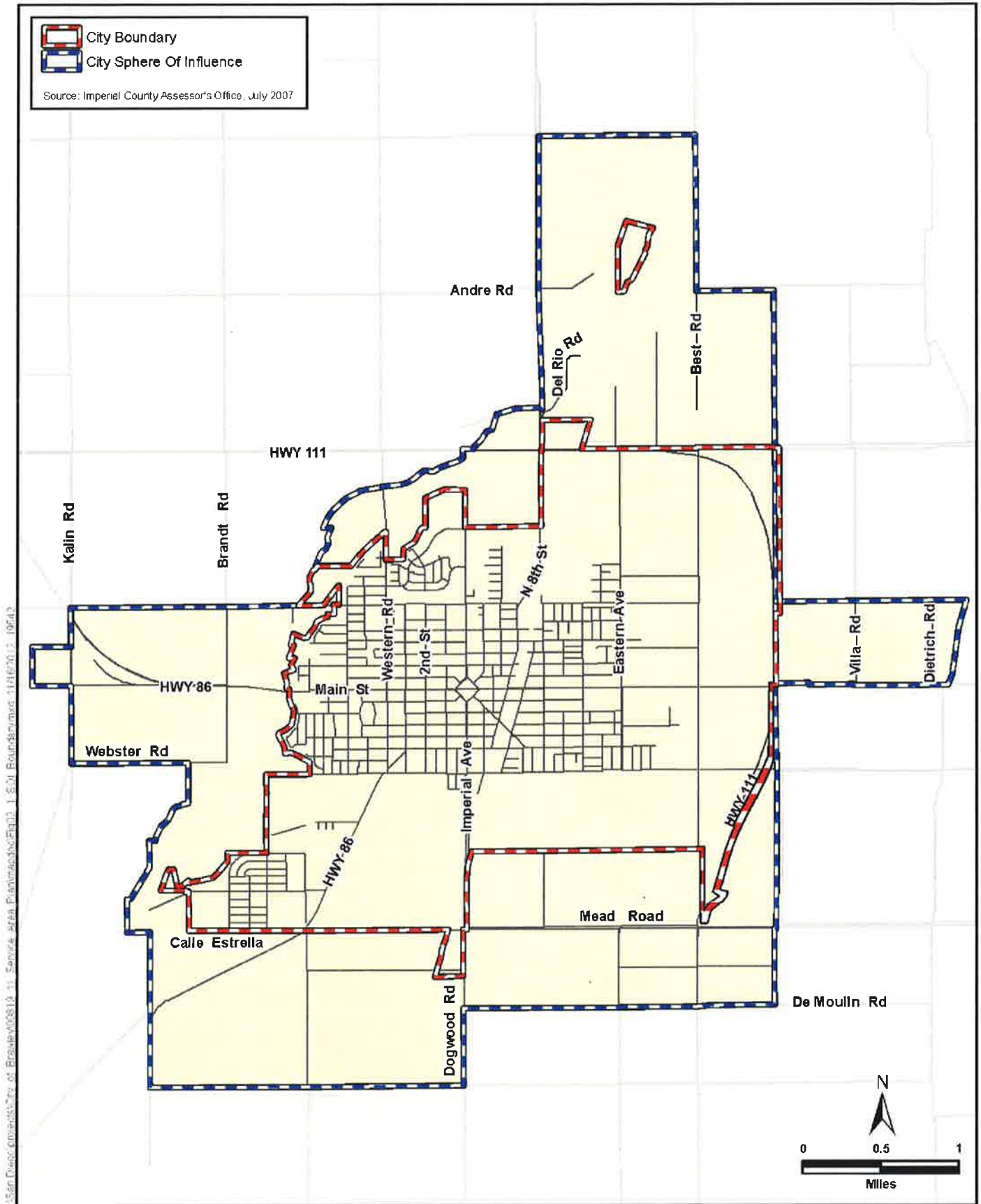
The City's General Plan provides a structure for development and planning within the City and the City's SOI. To guide planning within the area, the Land Use Element includes ten major land use designations: Agriculture, Rural Residential, Low-Density Residential, Medium-Density Residential, Commercial, Light Industrial/Business Park, Industrial, Public Facilities, Open Space, and Special Study Areas. Master planning for City services is an ongoing process and is intended to define facilities required to serve ultimate future development in accordance with the City's current General Plan. This Service Area Plan (SAP) is based on the recommended facilities and cost estimates from the water master plan and wastewater master plans.

### **2.2 PURPOSE OF THE SERVICE AREA PLAN**

This SAP has been prepared for the City in accordance with the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000, which requires that such 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. The 2000 legislation is specifically implemented by the Imperial County Local Agency Formation Commission (LAFCO), whose policy states that a SAP must be implemented by a city within its jurisdiction prior to any formal annexation of land into that city's boundaries.

The City witnessed a substantial increase in land development activity between 2000 and 2010. After several years of recession, growth is once again picking up. In response, the City has initiated studies and programs to plan for infrastructure and service improvements necessary to accommodate new development. These studies and programs are described below.





Kaiser Development, City of Brawley, 1111 S. Main St., Brawley, CA 92521, 951-761-1111



**Figure 2.1**  
**Sphere of Influence Boundary**  
**City of Brawley Service Area Plan**

This 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.

**Chapter 2.0 INTRODUCTION:** Outlines the purpose and intent of the SAP and presents the layout of the SAP to help the reader use the document. This chapter describes the background of the City and 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 City and the City's projected SOI, and the implications of these trends for the development of City services and facilities.

**Chapter 4.0 FACILITIES AND SERVICES:** Details the current and planned facilities and services, their current and projected adequacy, measures to ensure adequacy, and how such measures will be achieved and financed. An analysis of the following facilities and services are provided:

- Administration
- Flood Control/Drainage
- Fire
- Law Enforcement
- Library
- Parks and Recreation
- Circulation
- Wastewater
- Water

Analysis for each public service and facilities area in the SAP is based on the standards developed by LAFCO. Each subchapter of Chapter 4 contains the following sections:

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

Figures are provided within the various sections of Chapter 4 showing City maps and the relationship of existing and planned facilities to anticipated growth within City boundaries and the SOI.

## **3.0 GROWTH AND PHASING PROJECTIONS**

### **3.1 EXISTING LAND USE**

The City includes a variety of residential, commercial, and industrial land uses, as well as public services such as schools, parks, and City facilities. Vacant land designated for residential use primarily exists in the southwestern part of the City, with smaller areas designated for residential use in the north.

The City's SOI boundary, according to the City's General Plan, consists of approximately 5,666 acres outside the existing boundaries of the City. The SOI boundary is depicted on Figure 2.1 and is generally defined as follows:

- On the north by Baughman Road and Ward Road
- On the west by Kalin Road
- On the south by De Moulin Drive
- On the east between County Road 8055 and Dietrich Road

Uses outside the City limits are primarily farmland or vacant land. Occasional commercial uses such as farm equipment and services, and farm residences also occur within the SOI. Agricultural operations include field crops such as alfalfa, bermudagrass, and sudangrass; vegetable and melon crops such as lettuce, carrots, onions, and broccoli; and grazing land. Other land uses in the existing SOI include a golf course (Del Rio Country Club) and the City's wastewater treatment plant; both are located north of the City near SR-111. A small residential area, known as the Poe Colonia near SR-78/86 at Cady Road, is located west of the City.<sup>1</sup>

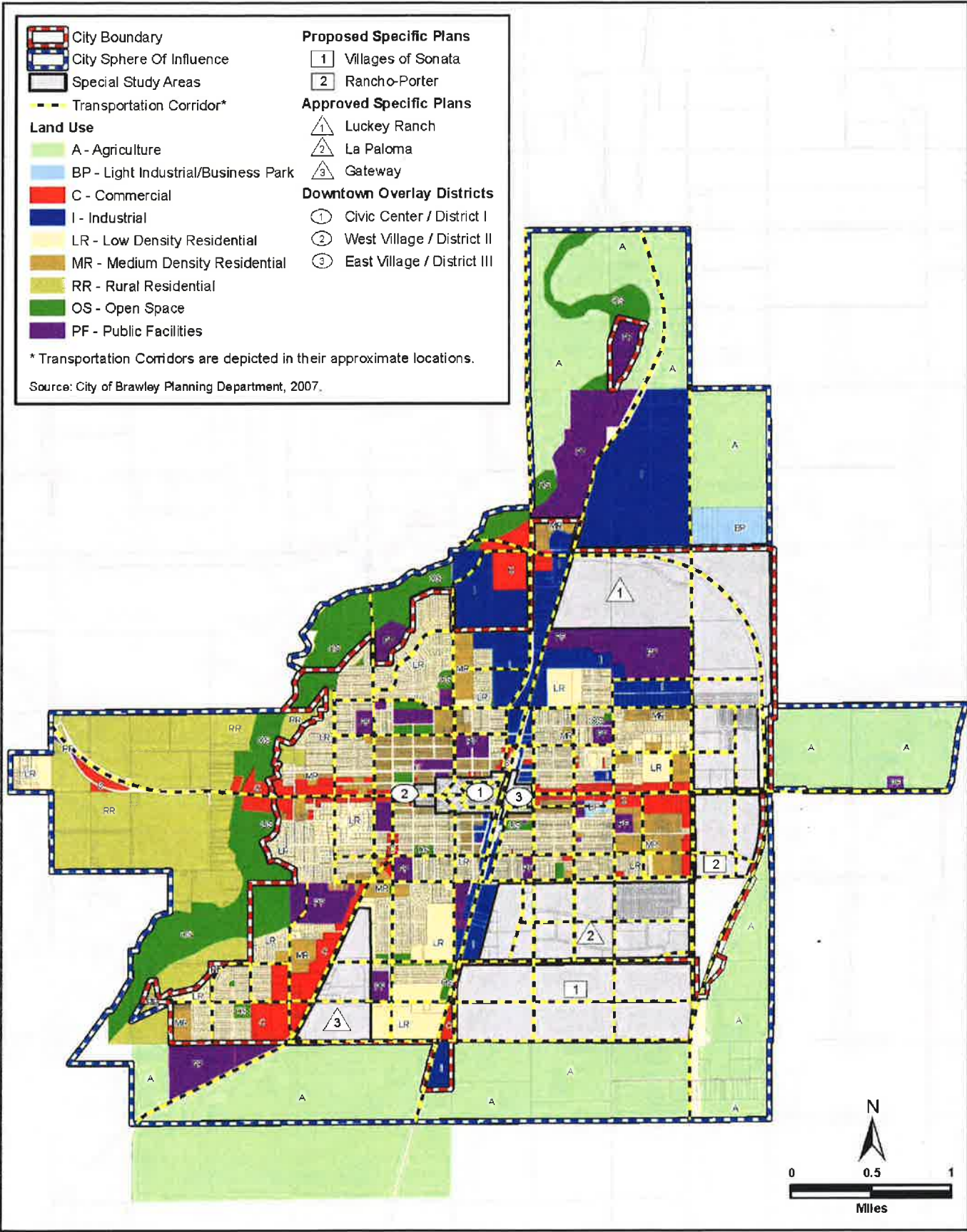
### **3.2 PLANNED LAND USE**

Planned land uses in the City are governed by the provisions of the City of Brawley Zoning Ordinance and are guided by the land use plan, and the goals and policies presented in the City's General Plan. By implementing the land use plan and the goals and policies of the General Plan Land Use Element, the City dictates what type of land uses are allowed throughout specific areas within its boundaries. The General Plan Land Use Element lists the following land use designations: Agriculture, Rural Residential, Low-Density Residential, Medium-Density Residential, Commercial, Light Industrial/Business Park, Industrial, Public Facilities, Open Space, and Special Study Areas. Land use designations within the City and proposed SOI boundaries per the City's General Plan are shown in Figure 3.1.

Through the implementation of the General Plan and the application of the land use designations, the City is able to foresee where and to what extent growth would occur within its boundaries and the proposed SOI boundaries. Generally speaking, the City's land use policy encourages infill development within the boundaries of existing developed areas and/or vacant lands instead of new development of agricultural lands in order to best utilize existing facilities and services.

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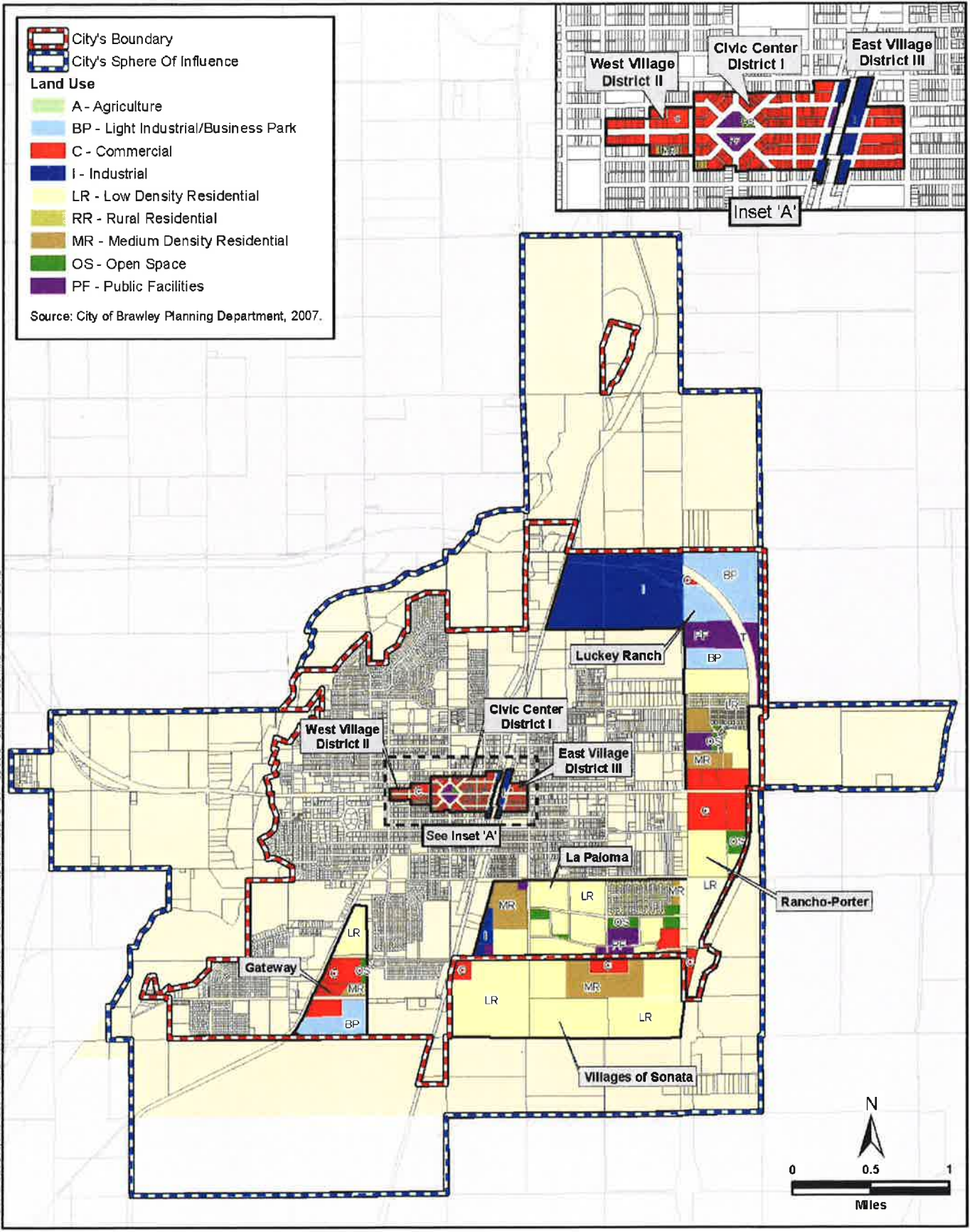
<sup>1</sup> A *colonia* is defined by State and Federal housing guidelines as a residential area within 150 miles of the U.S./Mexico border that has a concentration of low-income households and lacks a permanent potable water supply and sewage system. The State provides block grant funds to assist local communities in providing public services to colonias. Accordingly, the City has extended sewer and water lines to serve the Poe Colonia.



J:\SanDiego\Brawley\City of Brawley\GIS\11\_Services\_Areas\_Plan\mxd\fig\_3.1\_090910\_1954.dwg



**Figure 3.1**  
**General Plan Land Uses**  
**City of Brawley Service Area Plan**



**Figure 3.2**  
**Special Study Areas**  
**City of Brawley Service Area Plan**

### **3.4 BUILDOUT PROJECTIONS**

Based on recent census data and growth studies, population growth within the City of Brawley and its SOI over the 20-year planning period could reach 59,564 residents by 2030. Although the General Plan Land Use Element (2008) estimates the buildout population of the Brawley Planning Area to be approximately 60,542, this number is probably too optimistic considering that development is not as aggressive as it was the last decade. Also, official 2010 census data has since been released, confirming that the City did not experience growth at the anticipated rate. With an anticipated growth of 34,611 new residents within the City limits and SOI over the 20-year planning period, the 2030 population is expected to be slightly less than projected in the 2008 General Plan, with 59,564 residents.

As discussed above, the City is projected to increase by 34,611 new residents (a 139% increase over the 2010 population) by the year 2030. In the absence of other up-to-date publications that show population projections, this SAP has analyzed future demand for City services according to the projected population figures discussed above and included in the DIF Study. As the SAP is periodically updated, the City will have the opportunity to alter the population projections considered in such analysis should additional projections become available.

Causes of growth typically involve a complex and varied relationship among several factors including the national economy, new local employment opportunities, natural population increase, public policies, and the local environment. All of these can influence the rate and extent of growth, although economic and employment opportunities are generally considered the most important factors. Future regional growth may be greatly influenced by opportunities resulting from enhancement of the NAFTA between the U.S., Mexico, and Canada and by construction of Mexico/U.S. border crossings.

## **4.0 PUBLIC FACILITIES AND SERVICES**

The following sections provide a detailed account of the various public services and facilities that are developed, maintained, and operated by the City. The sections cover facilities and services for the City's administration, flood control/drainage, fire, law enforcement, library, parks and recreation, circulation, wastewater and water. For each of these facilities areas, an inventory of existing facilities is given and performance standards are identified (where applicable) to gauge the effectiveness and adequacy of the existing facilities.

Demands for future facilities are discussed relative to the projected growth outlined in Chapter 3, "Growth and Phasing Projections," above. Where applicable, plans for future facilities are discussed. Discussion is presented regarding the current funding methods for each facility's area and the prospective sources of funding that could be used in the future. Finally, recommendations are presented that would aid the City in ensuring future adequacy and efficiency.

#### 4.1 ADMINISTRATIVE FACILITIES

A majority of the City's administrative facilities are centrally located in the City Hall Complex.

##### 4.1.1 Performance Standards

Performance standards for administrative facilities are defined in terms of square feet per 1,000 population. The performance standards for the City of Brawley administrative facilities are shown below in Table 4.1-1.

**Table 4.1-1 Performance Standards – Administrative Facilities**

| <b>Administrative Facility</b>    | <b>Standard<br/>(square feet per 1,000 population)</b> |
|-----------------------------------|--------------------------------------------------------|
| Council Chambers                  | 94                                                     |
| City Hall                         | 173                                                    |
| Public Works/Engineering Building | 469                                                    |

##### 4.1.2 Facility Planning and Adequacy Analysis

###### *Inventory of Existing Facilities*

Existing administrative facilities are located at 1505 Jones Street, 205 South Imperial Avenue, 351 Main Street, 400 Main Street, 180 South Western Avenue, and 383 Main Street. The City Administration Building includes office space for the City Manager, City Clerk, and Personnel & Risk Management. The City Hall complex includes the Development Services Department, Finance Department, and Main Branch Library building. The City Hall Complex also provides space for public access counters (such as for building permits, payment of fees and taxes, etc.). The Brawley Council Chambers and Administrative Building are located at 383 Main Street.

Administrative personnel are supplemented periodically as needed by contract personnel. Administrative personnel are responsible for public meeting agenda preparation, grant coordination, planning, building, public works, finance, and public safety functions. Table 4.1-2 shows a summary of the existing administrative facilities.<sup>1</sup>

<sup>1</sup> A 2,000-square-foot Building Inspection/Community Development Building is also a component of the City's Administrative Facilities; however, there are no population-based standards for this type of building and it is not evaluated for adequacy.



**Table 4.1-4 Adequacy of Future Administrative Facilities**

| <b>Administrative Facility</b>        | <b>Requirement per City Standard (2030)<sup>1</sup></b> | <b>Existing</b> | <b>Additional Resources from DIF</b> | <b>Existing + Additional Resources</b> | <b>Above/Below Standard</b> |
|---------------------------------------|---------------------------------------------------------|-----------------|--------------------------------------|----------------------------------------|-----------------------------|
| Council Chamber                       | 5,599                                                   | 4,000           | --                                   | 4,000                                  | Below                       |
| City Hall Complex                     | 10,305                                                  | 7,364           | 2,500                                | 9,864                                  | Below                       |
| Public Works/<br>Engineering Building | 27,936                                                  | 10,343          | 20,000                               | 30,343                                 | Above                       |

<sup>1</sup> Requirement based on projected 2030 population of 59,564.

***Opportunities for Shared Facilities***

Creating a centrally located area to house various administrative facilities will allow for a more efficient operation of administrative services.

***Phasing***

The City's plans for expansion include the addition of 2,500 square feet at the City Hall Complex and a new Public Works/Engineering Building.

**4.1.3 Funding**

***Current Funding***

Although the City Hall Complex expansion and the Public Works/Engineering Building are both unfunded in the CIP, the DIF Study indicates that development fees would finance approximately 50.5% of the costs associated with the future demand within the City for administrative facilities as a result of development within the City through the year 2030. The remaining 49.5% of the costs of facilities within the City will be funded through other sources, including \$27,156 in existing AB 1600 general government fund monies.

Sources for administrative facilities and services include development impact fees, grants, and general fund monies. The first priority is to utilize grants, when available, and development impact fees. General fund monies, such as property taxes, sales taxes, business license fees, utility taxes, and transient occupancy taxes, may be used as a second priority to development impact fees and grants. The current utility tax will sunset in 2023.

***Cost Avoidance Opportunities***

Creating a single, centrally located area to house various administrative facilities may help avoid any duplicative costs currently incurred as a result of the administrative facilities being located in more than one location.

## **4.2 FLOOD CONTROL/DRAINAGE FACILITIES**

Flood control refers to planning, design, construction, and maintenance of flood control facilities to safely convey drainage, whether natural or human-made, through a development area to an existing watercourse downstream. The study area lies within the established jurisdictional boundaries of Imperial County and the Imperial Irrigation District (IID). The City of Brawley is not within a flood plain, as designated by the National Flood Insurance Program.

### **4.2.1 Performance Standards**

The City's standards are similar to those utilized by the County. During the review of proposed development projects, the City will assess drainage conditions of the project site and require the construction of necessary drainage infrastructure. The City will require developers to construct all drainage facilities within each project as a condition of approval. The City will also assess the potential of a project to adversely affect offsite drainage and require mitigation measures where needed. The City will follow a regular maintenance schedule for the drainage facilities once they are approved and accepted. Consideration will be given to development phasing to assure that drainage facilities are installed in an orderly manner to prevent flooding upstream or downstream of the project.

In order to provide storm runoff protection for downstream properties, drainage improvements will detail appropriate portions of this flow, releasing runoff in accordance with IID standards. The IID allows a single 12-inch discharge pipe for every 160 acres drained. Prior to the approval of each final subdivision map, grading plan, or implementing permit, a drainage study will be conducted by a Registered Civil Engineer and submitted for review and approval by the City of Brawley and IID.

### **4.2.2 Facility Planning and Adequacy Analysis**

#### ***Inventory of Existing Facilities***

Local drainage patterns within the valley have been altered through agricultural activities. The water used to irrigate virtually the entire Imperial Valley originates from the Colorado River. The IID maintains hundreds of irrigation drainage structures, which collect surface water runoff and subsurface drainage from some thousands of miles of agriculture drains and channels that flow into the New River and Alamo River, which ultimately drain into the Salton Sea. The canals and laterals are often open and unprotected.

The City's drainage system is located within its urban area, and the City is responsible for planning, construction, and maintenance of its system. Approximately half of the City's drainage system is currently combined with the City's sewer system. The areas of the drainage system that are combined with the City's sewer system are generally located in older sections of the City.

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

Most of the flat irrigated valley, with its low-lying canal/drain systems, is subject to minor, shallow flooding and ponding due to the lack of local topographic relief, occasional intense storm events, and low soil infiltration rates that produce rapid runoff flows. The combination of the City's drainage system with the City's sewer system has caused the wastewater treatment plant to overload during rain storm events. The City of Brawley desires to separate the storm

generally designated as Open Space (see Figure 4.2.2). Development of the land under the Open Space designation will be limited to passive and active recreational uses. To keep flood hazards minimal, the development intensity allowed under the Open Space category is very low and no residential uses are allowed.

#### **4.2.3 Funding**

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

Funding may be obtained from impact fees, assessment districts, development bonds, Mello Roos Districts, or other techniques for capital improvement financing. The City may also exercise some flexibility in determining alternative financing mechanisms for projects that benefit the community. The City may reduce or waive particular development impact fees or use bonding to fund infrastructure improvements within new developments. Staffing and maintenance costs for expanded flood control services will be financed by the City similar to the manner in which these services are presently funded.

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

There are no cost avoidance opportunities.

##### ***Future Funding Sources/Recommended Funding***

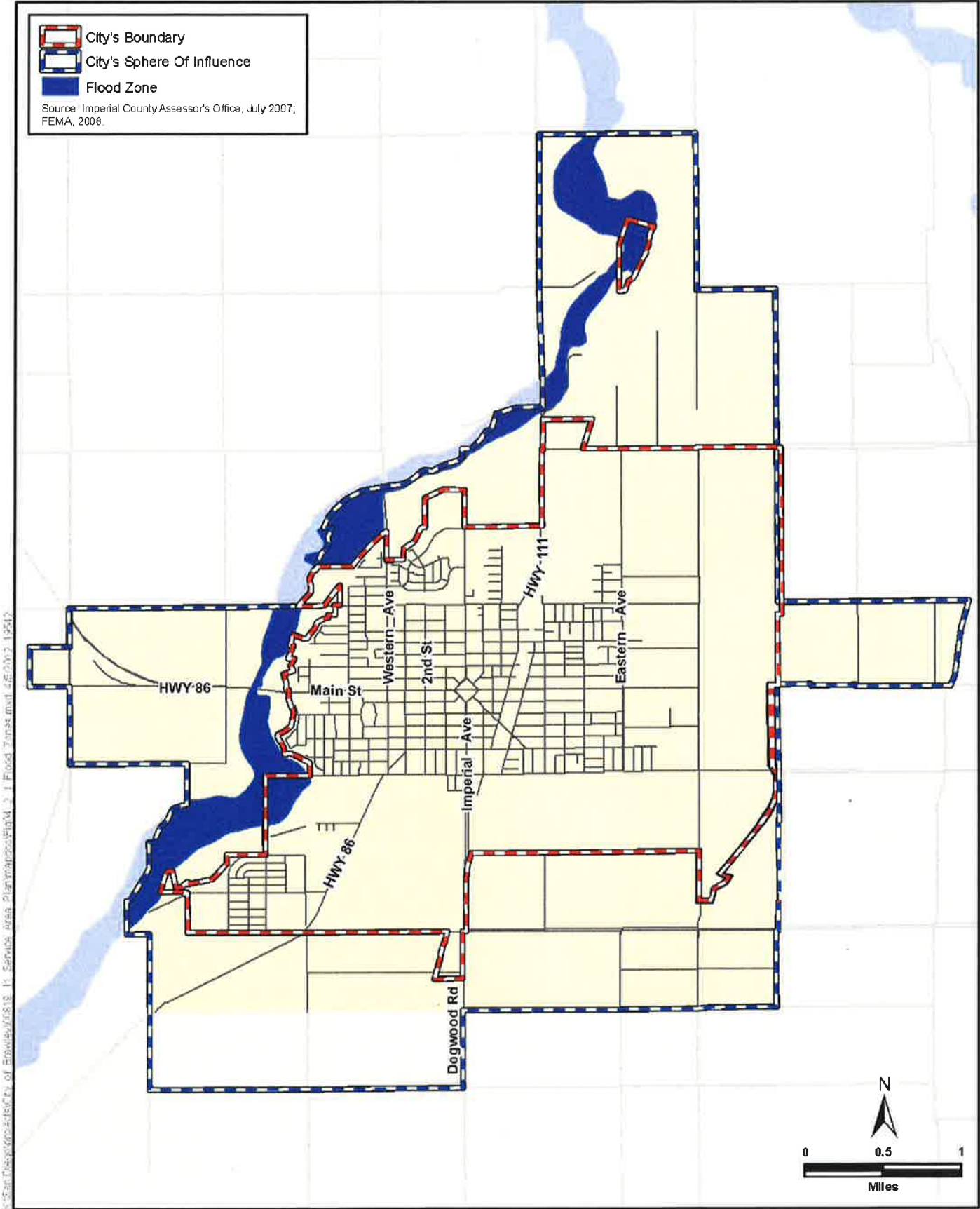
Funding responsibilities for project-related facilities will remain with developers and will be secured prior to construction.

#### **4.2.4 Recommendations**

In order for the City to assure adequate flood control/drainage facilities within its boundaries as development continues within the City boundaries and within the SOI, the City will implement the following measures.

- Continue to require that new development projects address potential drainage issues and provide adequate facilities to convey storm flow. If a development proposal would result in drainage into the City's system, the City would require that the developer consult with the Department of Public Works to assure that improvements are engineered and constructed to City standards.

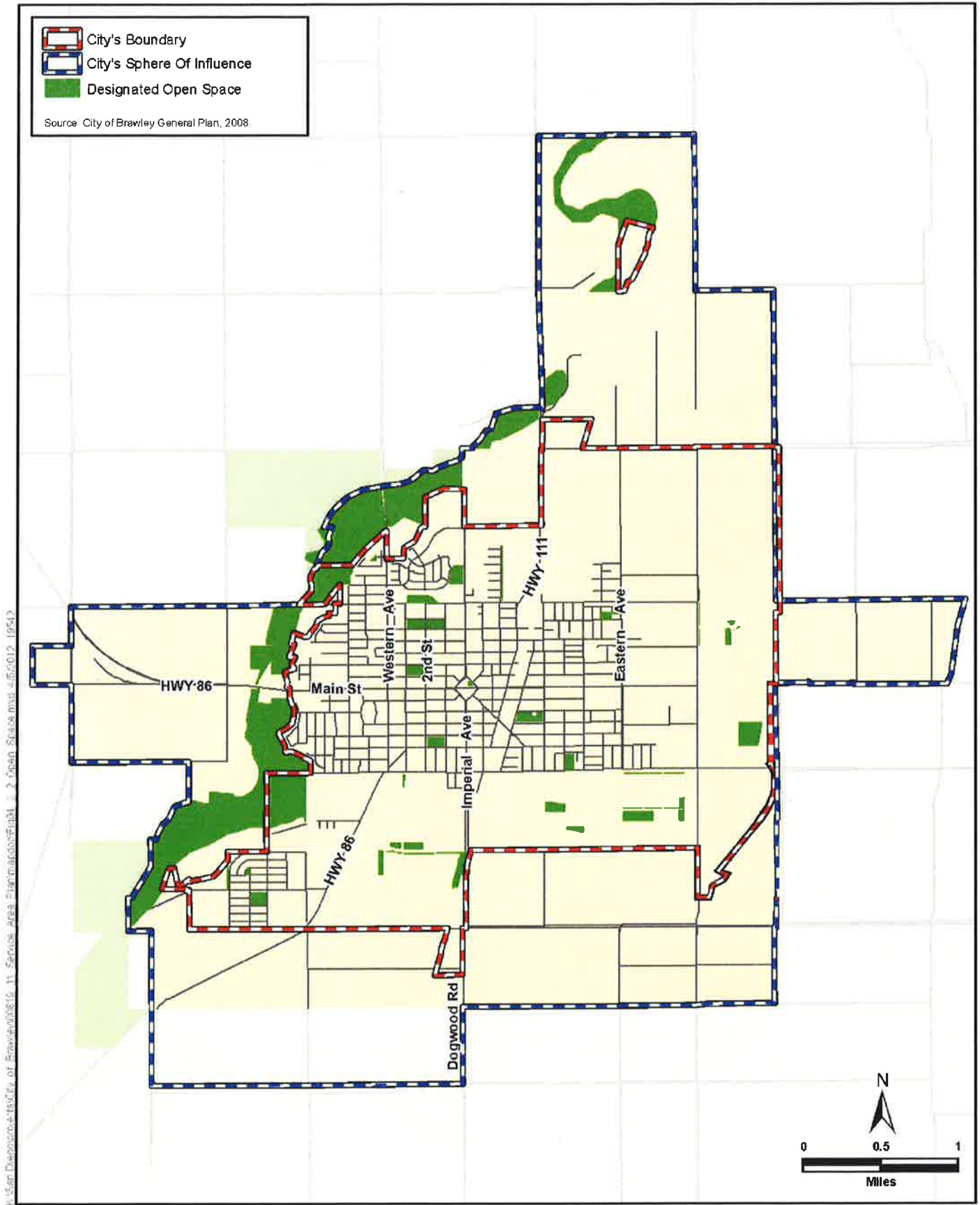
The City may choose to construct storm drain improvements linking the study area to other developed areas in the City. These improvements may include storm drains, open channels, detention basins, and outlets to IID facilities.



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**Figure 4.2.1  
 Flood Zone  
 City of Brawley Service Area Plan**



H:\User\Desktop\City of Brawley\061611\_Serv Area\Map\Map\Map\_2\_Open Space.mxd - 5/10/12 - 10:54



**Figure 4.2.2**  
**Designated Open Space**  
**City of Brawley Service Area Plan**

### 4.3 FIRE FACILITIES

The City of Brawley provides fire suppression, fire protection, and emergency medical services within its city limits. Fire suppression involves use of personnel and equipment to respond to fires and emergencies. Fire prevention is accomplished through a pro-active program of inspections, code enforcement, and public education. Also, the City participates in a “call-paid” firefighters system, which is an on-call system of part-time firefighters. Emergency medical services entails pre-hospital medical care provided to victims of accidents or sudden illness. Currently, Imperial County contracts with the City to provide manpower for fire suppression in the SOI, and the County provides fire engines for this contractual service. The sum of residents and employees within the Brawley city limits is considered the service population for the Brawley Fire Department facilities.

#### 4.3.1 Performance Standards

Performance standards for fire services are defined in terms of response times of department personnel to fire and medical emergency calls. The adopted response time for daylight and nighttime personnel is 5 minutes or less. As a result, a 1.5-mile maximum response distance for emergency calls has been established. All apparatus will respond with at least two personnel for minor incidences and four personnel (at a minimum) for incidences of greater emergency concern.

The performance standard for staffing is 1 firefighter per 1,000 population. Within an existing population of approximately 26,928, ideal staffing would provide a total of 27 full-time firefighters. Minimum recommended shift-staffing levels should provide 5 personnel per shift. Table 4.3-1 shows the performance standards for Fire Department facilities.

**Table 4.3-1 Performance Standards – Fire Facilities**

| <b>Fire Facility</b> | <b>Standard per 1,000 population</b> |
|----------------------|--------------------------------------|
| Main Fire Station    | 504 square feet                      |
| Fire Substation      | 807 square feet                      |
| Firefighter          | 1 firefighter                        |
| Fire Engine          | 0.141 engine                         |
| Ladder Truck         | 0.047 truck                          |
| Rescue Vehicle       | 0.047 vehicle                        |
| Utility Vehicle      | 0.094 vehicle                        |
| Staff Vehicle        | 0.046 vehicle                        |
| Command Vehicle      | 0.046 vehicle                        |

#### 4.3.2 Facility Planning and Adequacy Analysis

##### *Inventory of Existing Facilities and Staff*

The City of Brawley Fire Department maintains two fire stations within the City. The Main Fire Station (Station #1) is located just west of the railroad at 815 Main Street. The 10,119-square-foot station on Main Street occupies a 29,520-square-foot site. In addition to engine storage and staff quarters, Fire Department administration is handled out of Fire Station #1. The

in the unincorporated area surrounding the City are adequate to service the SOI, and the City provides firefighters to Imperial County per the mutual aid agreement. The adequacy of existing facilities and staff is presented below in Table 4.3-3 and is based on the City's 2017 Department of Finance estimated population of 26,928 residents.

**Table 4.3-3 Adequacy of Existing Fire Facilities and Staff**

| Fire Facility           | Requirement Per City Standard <sup>1</sup> | Existing           |                      |
|-------------------------|--------------------------------------------|--------------------|----------------------|
|                         |                                            |                    | Above/Below Standard |
| Main Fire Station       | 13,571 square feet                         | 10,119 square feet | Below                |
| Fire Substation         | 21,730 square feet                         | 8,500 square feet  | Below                |
| Firefighter (Full-Time) | 27                                         | 18                 | Below                |
| Fire Engine             | 3.80                                       | 4                  | Above                |
| Ladder Truck            | 1.27                                       | 1                  | Below                |
| Rescue Vehicle          | 1.27                                       | 1                  | Below                |
| Utility Vehicle         | 2.53                                       | 2                  | Below                |
| Staff Vehicle           | 1.24                                       | 1                  | Below                |
| Command Vehicle         | 1.24                                       | 1                  | Below                |

<sup>1</sup> Requirement based on population of 26,928 from the 2017 Department of Finance Estimates.

***Future Demand for Facilities and Staff***

Increased development within the City and SOI boundaries will continue to increase the need for fire protection services, including personnel and equipment. Current plans suggest that the majority of both residential and employment growth will occur in peripheral growth areas east of the railroad tracks and outside the 1.5-mile service radius of the existing fire stations. Service to development within the radius may be interrupted by delays and blockages on the railroad tracks; however, fire protection coverage east of the tracks is served by the Fire Substation (Fire Station #2). According to Chief Peraza, additional facilities to serve future development through the year 2030 should include two additional fire substations ranging in size between 7,000 and 8,000 square feet each, and includes fire apparatus floor, living quarters, and offices. Each station should be staffed with three or four firefighters. Table 4.3-4 shows the future required fire facilities and staffing levels to serve future development within the City and SOI through the year 2030, which are projected to be below the City's population-based standards.

compensation. Considering a City population of 26,928 from the 2017 Department of Finance estimate, the current per capita operating cost is approximately \$106.54.

### ***Future Funding Costs***

Projecting the \$106.54 per capita fire facilities operating cost over the planning period for the SAP, the fire facilities operating cost would require approximately \$6,345,948 by 2030 to support the projected population of 59,564 residents. This projection is in FY 2016/2017 dollars and does not account for inflation.

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

There are no opportunities to reduce costs.

### ***Recommended Funding/Future Funding Sources***

Development impact fees are expected to finance 57.94% of the fire facilities demands discussed in the DIF Study for future development within the City through 2030. The remaining 42.06% of the fire facilities also discussed in the DIF Study will be funded through other sources. Additional sources of revenue for fire protection facilities may include general taxes (i.e., property, sales, use, business license, utility users, transient occupancy, etc.), motor vehicle license fee, benefit assessment, and exactions. Staffing and maintenance costs for expanded fire protection and emergency response services will be financed by the City general fund, similar to the manner in which these services are presently funded by the City. Additional sources of revenue for fire protection services include Mello-Roos community facilities tax, special tax for fire services, and grants.

The City believes future development will increase sales and property taxes, and therefore help to pay for previous and existing inadequacies in its firefighting capacity. Increases in sales and property taxes will also help provide for future facilities and operations. In addition to increased sales and property taxes from future development, Community Facility Districts (CFDs) may be used for new developments. CFDs can provide funding for fire facilities and operations.

#### **4.3.4 Recommendations**

In order for the City to assure adequate fire and emergency response service within its boundaries as development continues within the City boundaries and within the proposed SOI, the City will implement the following measures.

- Pursue additional finances to fund additional, personnel, equipment, and vehicles of the Fire Department.
- Hire additional full time firefighters to meet the City's ideal standard of 1 firefighter per 1,000 population.



#### 4.4 LAW ENFORCEMENT FACILITIES

The Brawley Police Department provides law enforcement and investigation services within the city limits, and the Imperial County Sheriff provides law enforcement in the City's SOI, in addition to custodial services (County jail facilities) for city and non-city areas. The California Highway Patrol provides traffic law enforcement on State Routes and unincorporated County roads. Mutual aid agreements exist with other Imperial Valley municipalities, which can provide assistance during an emergency.

##### 4.4.1 Performance Standards

Performance standards for police services are defined in terms of response times of department personnel to law enforcement and emergency calls. The average response time for all calls is within 7 minutes or less. Minimum staffing for existing coverage is four sworn officers at all times of the day and night.

The performance standard for staffing is 1.5 sworn officers per 1,000 population and 1 non-sworn employee for every 2 sworn officers. Within an existing population of approximately 26,928, ideal staffing would provide a total of 40 sworn officers and 20 non-sworn officers. Table 4.4-1 provides the performance standards for Police Department facilities from the 2010 DIF Study.

**Table 4.4-1 Performance Standards – Law Enforcement Facilities**

| <b>Law Enforcement Facility</b> | <b>Standard (per 1,000 population)</b> |
|---------------------------------|----------------------------------------|
| Police Station                  | 519 square feet                        |
| Marked Patrol Car               | 0.685 car                              |
| Sworn Officer                   | 1.5 officers                           |
| Portable Vehicle Radio          | 1 per vehicle                          |
| Portable Officer Radio          | 1 per officer                          |

Note: One non-sworn officer is required for every 2 sworn officers

##### 4.4.2 Facility Planning and Adequacy Analysis

###### ***Inventory of Existing Facilities and Staff***

The existing police station on Main Street near the intersection of Main and 3<sup>rd</sup> Streets encompasses 13,800 square feet. In 2013, the construction of a new 2,000 square foot Emergency Operations Center (EOC) was completed and integrated with the existing building. The Brawley Police Department has 33 general fund sworn officer positions, 14 non-sworn officer and 3 temporary non-sworn employee positions.

The Patrol Division works a 6-day, 12-hour shifts and 1-day, 8 hour shift each pay period to provide 24-hour coverage. Parking and maintenance of Police Department vehicles is provided at the main lot adjacent to the police station and at a nearby secondary lot located west of the station.

**Future Demand for Facilities and Staff**

The City will require additional staff and facilities to provide adequate services to the City as the population increases through internal growth and annexation of the City’s SOI. Based on the City’s 2030 population of 59,564, Table 4.4-4 shows the adequacy of existing plus planned law enforcement facilities that will be needed for the City to provide adequate law enforcement and police protection services per their performance standards.

**Table 4.4-4 Adequacy of Future Law Enforcement Facilities**

| Law Enforcement Facility | Requirement per City Standard (2030) <sup>1</sup> | Existing  | Additional Resources from DIF | Existing + Additional Resources | Above/Below Standard |
|--------------------------|---------------------------------------------------|-----------|-------------------------------|---------------------------------|----------------------|
| Police Station           | 32,105 sf                                         | 11,800 sf | 12,000 sf                     | 23,800                          | Below                |
| Marked Patrol Car        | 26                                                | 15        | 8                             | 22                              | Below                |
| Sworn Officer            | 90                                                | 33        | 0                             | 35                              | Below                |
| Non-Sworn Officer        | 45                                                | 17        | 0                             | 17                              | Below                |
| Portable Vehicle Radio   | 26                                                | 17        | 8                             | 26                              | Standard             |
| Portable Officer Radio   | 90                                                | 49        | 14                            | 62                              | Below                |

<sup>1</sup> Requirement based on projected 2030 population of 59,564.

As shown above, the overall size of the police stations in Brawley would not meet the population-based performance standard based on the projected population in 2030 with implementation of the improvements identified in the City’s DIF Study. There are early plans for a new police station identified in the CIP; however, specifics are unknown at this time regarding costs and location. While below the current population-based standard, the Brawley Police Department estimates that the size of the existing police station will be inadequate by 2018.

Although additional resources for marked patrol cars, sworn and non-sworn officers, portable vehicle radios, and portable officer radios are not identified in the DIF Study, the City’s CIP includes funding for police vehicles from the City’s General Fund at a rate of four new vehicles per year. The CIP includes portable vehicle and officer radios in FY 2013/2014; however, these improvements are currently unfunded.

Additional resources will be needed in addition to what is identified in the DIF Study in order to maintain City standards; also, as additional growth and/or areas within the SOI are annexed, the City would have to add sufficient resources to the police department to respond to increased demand. The requirements for facilities, personnel, equipment, etc., depend on the actual development timeline for each annexation area in the SOI. As the City grows and expands through annexation, development project applicants will be required to evaluate their project’s fiscal impact on existing and future public safety services.

**Opportunities for Shared Facilities**

The City’s narcotics operations are conducted via a County-wide task force and operate from a shared facility in the City of Imperial.

## 4.5 LIBRARY FACILITIES

The City of Brawley owns and operates a City library facility in Plaza Park near City Hall that serves the entire population of the City of Brawley from one facility. Services provided by the library include: circulation of library materials to all patrons; reference service, including telephone reference service; audio visual services, including recorded books and DVD's; Spanish language books; book reservations; inter-library loan service; and special children's programming including school class visits, story hours, movies, and craft programs. A branch facility located at 1501 I Street offers the same service with the addition of adult literacy programs.

### 4.5.1 Performance Standard

Performance standards for library services are defined in terms of square feet and employees per 1,000 population, and library book standards were established at a per capita ratio of two books per resident. Performance standards for Library facilities are shown below in Table 4.5-1.

**Table 4.5-1 Performance Standards – Library Facilities**

| <b>Library Facility</b>         | <b>Standard<br/>(per 1,000 population)</b> |
|---------------------------------|--------------------------------------------|
| Public Library Building         | 327 square feet                            |
| Satellite Library Branch        | 58.6 square feet                           |
| Literacy Space                  | 0.05 square foot                           |
| Computer Center Space           | 0.075 square foot                          |
| Full-Time Employee <sup>1</sup> | 0.5 employee                               |
| Library Books                   | 2,938 books (2 per capita)                 |

<sup>1</sup> For populations of 10,000–25,000 the standard is one full-time employee (FTE) per 2,000 population. One-third of the FTE should be professional and two-thirds should be support.

### 4.5.2 Facility Planning and Adequacy Analysis

#### *Inventory of Existing Facilities*

The City of Brawley owns and operates a 6,515-square-foot City library facility located at 400 Main Street and the Del Rio Branch Library located at 1501 I Street. The Brawley Public Library currently has 3 full-time employees and 5 part-time employees for an aggregate of 5.5 FTE. Of the 3 full-time FTE, 1 is professional and 2 are support. The 5 part-time support staff includes only support personnel. Table 4.5-2 provides a detailed list of the existing Library facilities detailed in the 2010 DIF Study.

City will be presented with the need for expansion of the library system. Expansion of the resident population will also present the need for additional books, computers, and reader seats.

Based on the City's 2030 population of 59,564, Table 4.5-4 indicates the amount of full time employees and library facilities the City will need.

**Table 4.5-4 Adequacy of Future Library Facilities**

| <b>Library Facility</b>    | <b>Requirement per City Standard (2030)<sup>1</sup></b> | <b>Additional Resources from DIF</b> | <b>Existing + Additional Resources</b> | <b>Above/Below Standard</b> |
|----------------------------|---------------------------------------------------------|--------------------------------------|----------------------------------------|-----------------------------|
| Public Library Building    | 19,477 sf                                               | 7,448 sf                             | 13,963 sf                              | Below                       |
| Satellite Library Building | 3,491 sf                                                | --                                   | --                                     | Below                       |
| Library Books              | 119,128                                                 | 69,222                               | 126,054                                | Above                       |
| Library Staff              | 30                                                      | --                                   | 8 staff                                | Below                       |
| Literacy Space             | 2,979 sf                                                | --                                   | --                                     | Below                       |
| Computer Center Space      | 4,468 sf                                                | --                                   | --                                     | Below                       |

1. Requirement based on projected 2030 population of 59,564.

***Opportunities for Shared Facilities***

A joint-use facility agreement with the Imperial County Office of Education is in place housing a community center/library facility at their Del Rio alternative school. It includes 2,400 square feet of library space.

***Phasing***

There is a plan to expand the current library space by about 4,000 to 5,000 square feet.

**4.5.3 Funding**

***Per Capita Costs***

For FY 2016/2017, the Brawley City Council approved an operating budget of \$626,001 for library services. Considering a City population of 26,928 from the 2017 Department of Finance estimates, the current per capita operating cost is approximately \$23.25.

***Future Funding Costs***

Projecting the \$23.25 per capita library operating cost over the planning period for the SAP, the library operating cost would require approximately \$1,384,863 by 2030 to support the projected population of 59,564 residents. This projection is in FY 2016/2017 dollars, and does not account for inflation.

## 4.6 PARKS AND RECREATION FACILITIES

The Department of Parks, Recreation, and Community Services is made up of four divisions: Parks, Recreation, Senior Citizens, and Grounds and Facility Maintenance. The City also provides local recreation programs and services for children, adults, and seniors at City facilities and in conjunction with the local school districts.

### 4.6.1 Performance Standards

Performance standards for parks and recreational are identified based on the type of park or recreational amenity. The overall standard for developed parkland in the City is 5 acres per 1,000 population. Table 4.6-1 shows the performance standards for Parks and Recreation facilities.

**Table 4.6-1 Performance Standards – Parks and Recreation Facilities**

| <b>Parks and Recreation Facility</b> | <b>Standard<br/>(per 1,000 population)</b> |
|--------------------------------------|--------------------------------------------|
| Community Center                     | 1,404 square feet                          |
| Mini Park                            | 0.2–0.50 acres                             |
| Neighborhood Park                    | 1.0–1.5 acres                              |
| Community Park                       | 2.0–3.0 acres                              |
| Developed Parkland <sup>1</sup>      | 5.0 acres                                  |

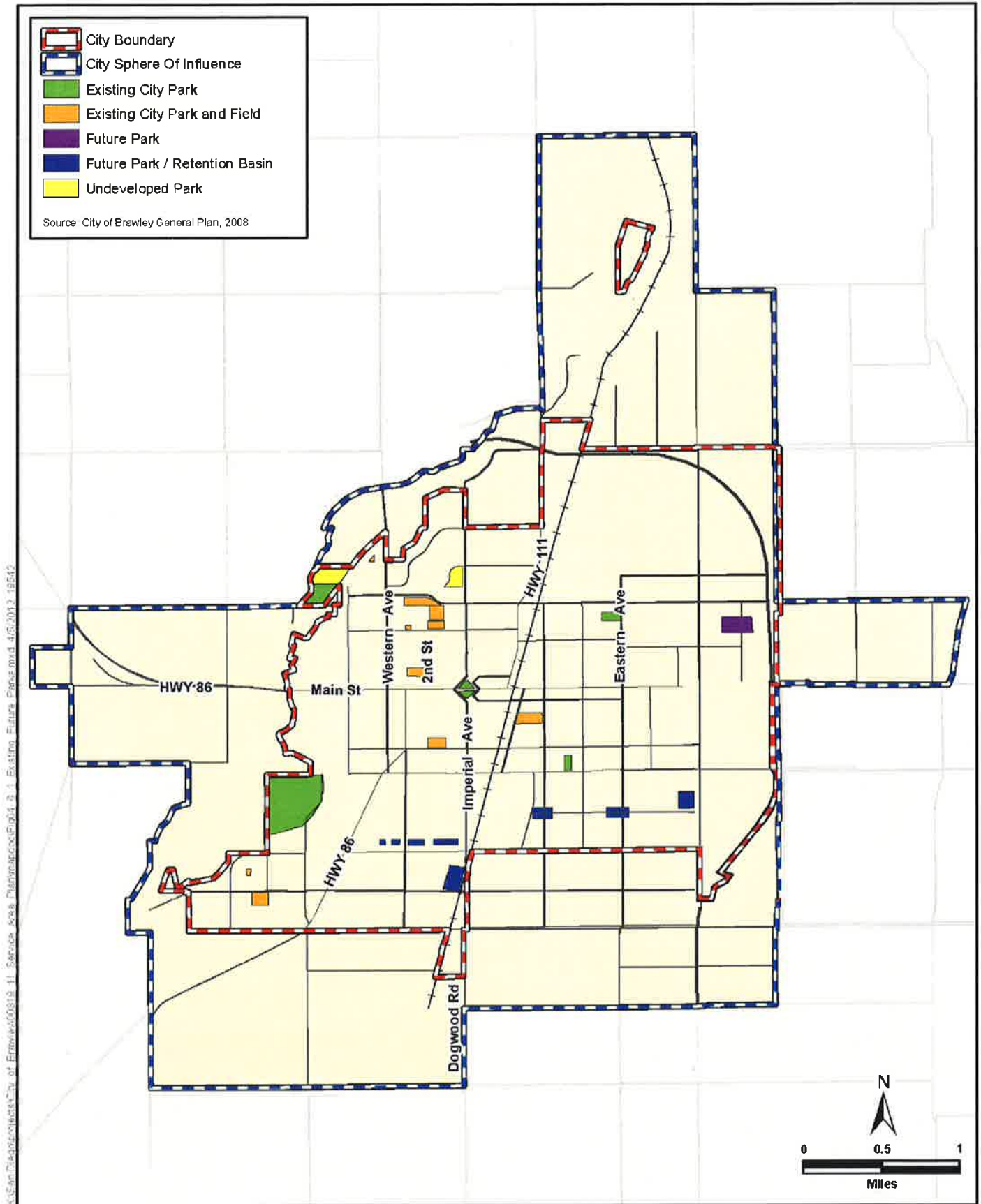
<sup>1</sup> The developed parkland standard applies on an overall basis and includes mini parks, neighborhood parks, and community parks.  
 Note: Maintenance Staff standards require one employee per 10 acres of developed parkland.

To ensure that adequate parks and recreational areas exist in Brawley to meet the needs of residents and visitors, the City will continue to use a park classification system and related park standards based on population. The park classifications per the City’s Open Space/Recreation Element of the 2008 General Plan and the City’s 5-Year Plan (2012–2017) are discussed below. The established park standards for the individual park classifications (mini-park, neighborhood park, and community park) below are guidelines for development and are subject to change.

**Mini-Park:** A mini-park is a specialized facility that serves a concentrated or limited population or a specific group such as tots or senior citizens. Mini-parks are typically located within neighborhoods and in close proximity to apartments or multifamily dwellings. Mini-parks should have a service radius of less than a quarter mile and be less than 2 acres in size. The standard for mini-parks is 0.25 to 0.5 acres per 1,000 population.

**Neighborhood Park:** A neighborhood park is an area for intense recreational activities, providing playing fields, courts, playgrounds, and passive use areas for walking, jogging, and picnicking. Such parks are easily accessible to neighborhood populations and are geographically centered with safe bicycle and pedestrian access. They may be developed as shared-use school/park facilities. A neighborhood park should serve a population of 5,000 and should be 2 to 15 acres in size. The standard for neighborhood parks is 1.0 to 1.5 acres per 1,000 population.

**Community Park:** Community Parks are areas of diverse environmental quality. A community park may include areas suited for recreational facilities such as athletic complexes and large



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**Figure 4.6.1**  
**Existing and Future Parks**  
**City of Brawley Service Area Plan**

As shown below in Table 4.6-2b, according to City staff, the square footage of the City's community center facilities includes the following:

**Table 4.6-2b Existing Community Center Facilities**

| <b>Community Center Facility</b>     | <b>Size<br/>(square feet)</b> |
|--------------------------------------|-------------------------------|
| Lions Recreation Center <sup>1</sup> | 20,000                        |
| Lions Pool <sup>1</sup>              | 12,000                        |
| Brawley Teen Center <sup>1</sup>     | 5,000                         |
| Blake David Skate Park <sup>1</sup>  | 18,600                        |
| Brawley Senior Center <sup>1</sup>   | 5,000                         |
| Del Rio Community Room <sup>2</sup>  | 2,400                         |
| <b>Total</b>                         | <b>60,600</b>                 |

Source: <sup>1</sup>Sustainability Workshop, City of Brawley Parks and Recreation Department (2012)  
<sup>2</sup>Marjo Mello, Interim Parks and Recreation Director

***Adequacy of Existing Facilities and Staff***

To determine the adequacy of existing facilities, the 2017 DOF population of 26,928 residents was used to determine the population-based performance standard requirement for each parks and recreation facilities. As shown below in Table 4.6-3, all of the existing parks and recreational facilities are above the City's standard and are adequate to serve the existing population, except for Mini Parks, which are about 2.47 acres below the population-based standard of 0.2-0.5 acres per 1,000 residents.

**Table 4.6-3 Adequacy of Existing Parks and Recreation Facilities**

| <b>Parks and Recreation Facility</b> | <b>Requirement per City Standard<sup>1</sup></b> | <b>Existing</b>    | <b>Above/Below Standard</b> |
|--------------------------------------|--------------------------------------------------|--------------------|-----------------------------|
| Community Center                     | 37,806 square feet                               | 60,600 square feet | Above Mini                  |
| Park                                 | 6.73 acres                                       | 3.78 acres         | Below                       |
| Neighborhood Park                    | 26.9 acres                                       | 33.44 acres        | Above                       |
| Community Park                       | 53.8 acres                                       | 90.55 acres        | Above                       |
| Developed Parkland                   | 87.43 acres                                      | 127.77 acres       | Above                       |

<sup>1</sup> Requirement based on population of 26,928 from the 2017 Department of Finance Estimate.

### **4.6.3 Funding**

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

Several methods are used to provide new parks and recreation facilities as the City population grows. The City will encourage and, where appropriate, require the inclusion of recreation facilities and open space within future residential, industrial, and commercial developments. As new development projects are proposed in Brawley, the City will assess the impact of new development on the existing park and recreation system. The City will then require the dedication of parkland, payment of an in lieu fee, or a combination of both as a condition of new residential development pursuant to the Quimby Act. In addition, the new Development Impact Fee would allocate \$3,333 per new single-family residence and \$2,500 per new multi-family residence for park improvements. The City will also continue the use of assessment districts and Adopt-A-Park program to obtain and maintain parkland. The City will continue to require all new subdivisions to fund the development and maintenance of parks through assessment districts.

#### ***Per Capita Costs***

For FY 2016/2017, the Brawley City Council approved an operating budget of \$1,587,504 for parks, recreation, and senior citizen services. Considering a City population of 26,928 from the Department of Finance 2017 estimate, the current per capita operating cost is approximately \$58.95.

#### ***Future Funding Costs***

Projecting the \$58.95 per capita parks and recreation operating cost over the planning period for the SAP, the parks and recreation operating cost would require approximately \$3,511,298 by 2030 to support the projected population of 59,564 residents. This projection is in FY 2016/2017 dollars and does not account for inflation.

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

There are no cost avoidance opportunities.

#### ***Recommended Funding/Future Funding Sources***

Development Impact Fees are expected to finance 100% of park and recreation facility demands for future development within the City through 2030. Large-scale new developments may be required to create assessment districts to improve and maintain parkland. Other future funding sources will also include current funding mechanisms. In addition, Quimby fees can be used for parks and recreation facilities in lieu of parkland acquisition.

### **4.6.4 Recommendations**

In order for the City to provide its residents with adequate parkland that is efficiently managed and maintained as growth continues within the City and within the boundaries of the SOI, the City will implement the following measures.

- Pursue joint-use opportunities with the Brawley School District and the Brawley Union High School District.
- Continue to adhere to the existing parkland standard.



## 4.7 CIRCULATION FACILITIES

The City of Brawley owns and maintains local public streets within the City while Imperial County owns and maintains local public roads in unincorporated Imperial County. State Routes throughout the County and City are owned and maintained by the state of California (the California Department of Transportation, Caltrans).

### 4.7.1 Performance Standard

Construction standards and maintenance of street improvements differ considerably between the City of Brawley and Imperial County. For example, the City requires developers to construct, at a minimum, street and parkway improvements to City public street standards adjacent to any new development, regardless of the size of the development. New subdivisions are required to construct interior residential and collector streets to City standards at the developer's expense. Typically, developers of subdivisions must construct all roadways within their project, including perimeter streets to be improved with sidewalks, curbs and gutters, one parking lane, and one travel lane.

The Infrastructure Plan of the City's General Plan includes a classification of street types and performance standards to maintain stable traffic flow without significant delays. This is accomplished through a roadway classification system and level of service performance criteria described below. The Circulation Plan, as shown in the City's General Plan, is depicted on Figure 4.7.1.

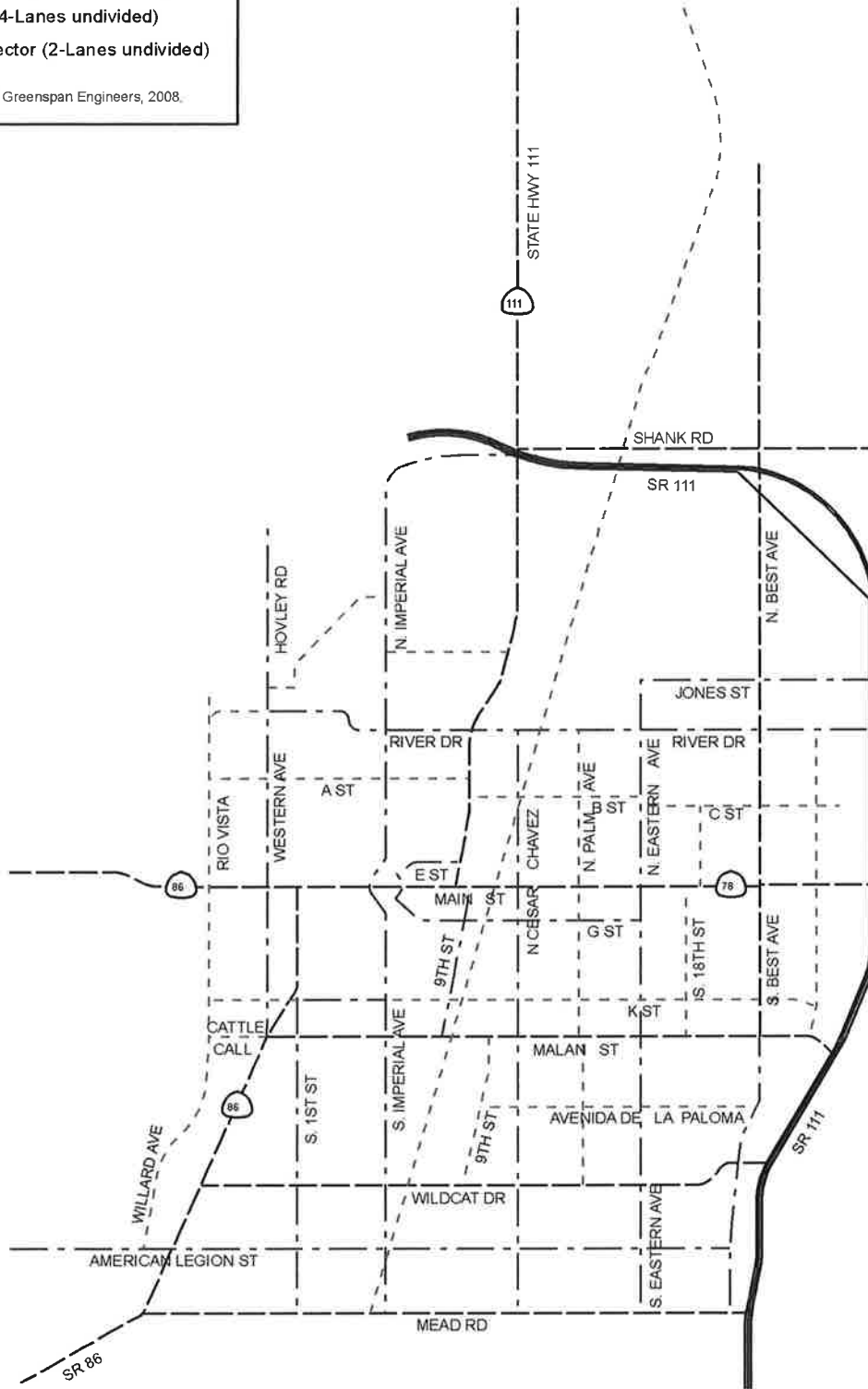
#### ***Roadway Classification System:***

The roadway system in Brawley is defined using a classification system, which identifies a hierarchy of roadway types as shown on Figure 4.7.2. The categories of the classification system differentiate the size, function, and capacity of roadways. There are eight basic categories in the hierarchy: Expressway, Prime Arterial, Minor Arterial, Collector, Local Collector, Residential, Industrial Collector, and Industrial Local. These sections represent desirable standards, but variations of right-of-way width and special road improvements will occur. These categories are described below:

- **Expressway:** A six-lane divided roadway intended to serve regional and intra-county traffic with a minimum right-of-way width of 210 feet consisting of three travel lanes in each direction, a 56-foot median, and shoulders along both sides of the travel way. No on-street parking is allowed on Expressways and the minimum intersection spacing is 1 mile.
- **Prime Arterial:** A four- to six-lane divided roadway with a minimum right-of-way width of 136 feet. Prime Arterials feature raised and landscaped medians, highly restricted access, provisions for public transit lanes, including but not limited to bus lanes, train lanes, or other mass transit type means and no parking. Prime Arterials form an important component of the city and regional transportation system.
- **Minor Arterial:** These roadways provide intra-county and sub-regional service. Access and parking may be allowed, but closely restricted in such a manner as to ensure proper function of this roadway. Typical standards include the provision for four and six travel lanes with raised and landscaped medians for added safety and efficiency by providing

- Expressway (6-Lanes divided)
- - - Minor Arterial (4-Lanes divided)
- · - · Collector (4-Lanes undivided)
- - - Local Collector (2-Lanes undivided)

Source: Linscott, Law & Greenspan Engineers, 2008.

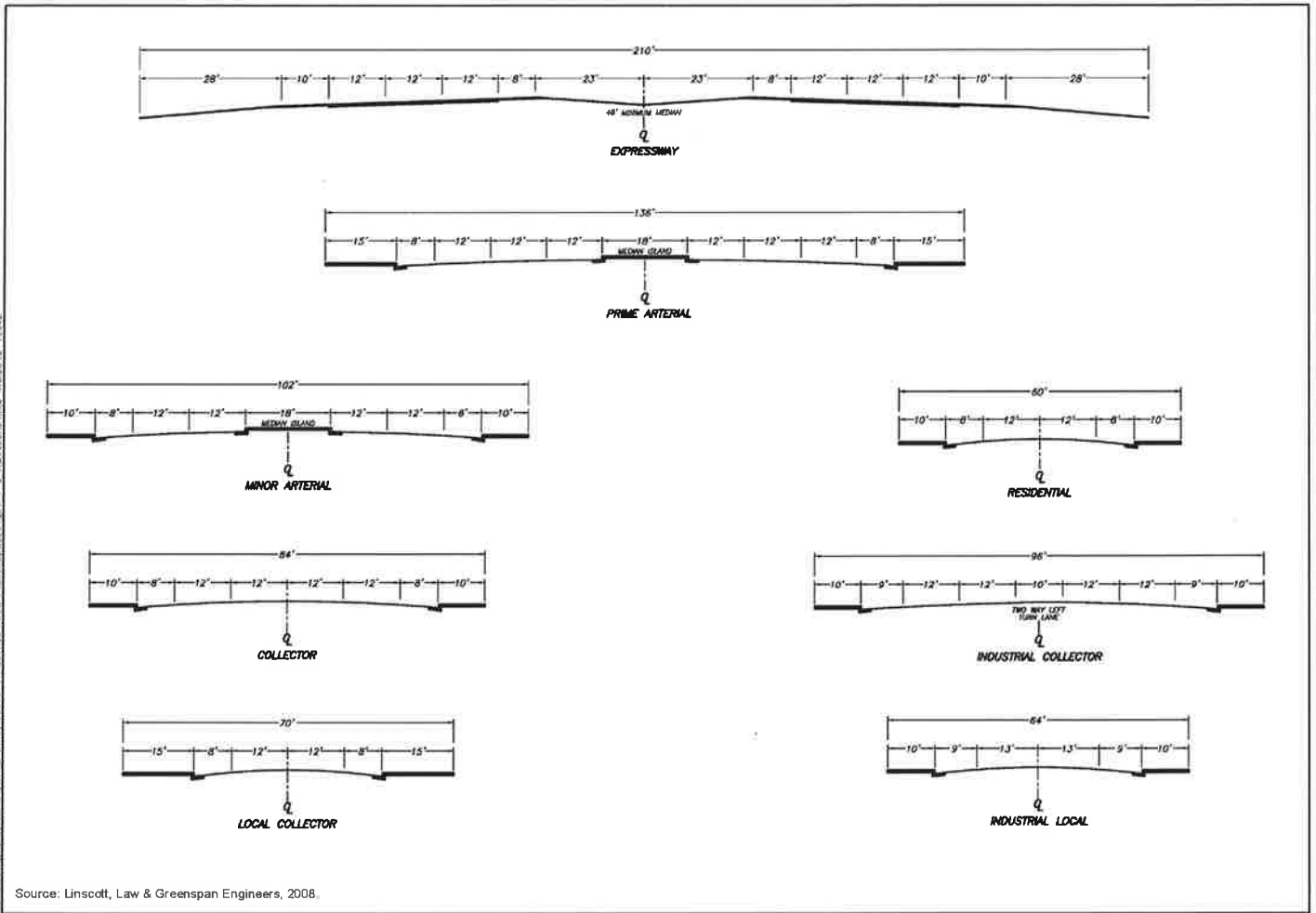


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**Figure 4.7.1**  
**Circulation Plan**  
**City of Brawley Service Area Plan**

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Source: Linscott, Law & Greenspan Engineers, 2008.



Figure 4.7.2  
Typical Roadway Cross-Sections  
City of Brawley Service Area Plan

**Table 4.7-1 Level of Service for Brawley Circulation Performance Criteria**

| Level of Service | Description                                                                                                                                                                                                                                                                                                               |
|------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| A                | Represents free flow. Individual drivers have a high degree of freedom to select their travel speeds and are generally unaffected by other vehicles in the traffic system.                                                                                                                                                |
| B                | Represents stable flow, but individual drivers are somewhat affected by other vehicles in determining travel speeds.                                                                                                                                                                                                      |
| C                | Represents stable flow, but the selection of the speeds of individual drivers is significantly affected by other vehicles.                                                                                                                                                                                                |
| D                | Represents a condition of high-density, stable traffic flow in which speed and freedom of movement are severely restricted by the presence of other vehicles. At signalized intersections, some vehicles may occasionally have to wait for more than one green light in order to pass through the intersection.           |
| E                | Represents operating conditions at or near capacity. Individual vehicles have little freedom to maneuver within the traffic stream, and any minor disruptions can cause a breakdown in the flow of traffic. At signalized intersections, vehicles regularly wait for more than one green light to clear the intersection. |
| F                | Represents breakdown conditions. At this level of service, speeds are low, delay is high, and there are more vehicles entering the roadway than can be accommodated.                                                                                                                                                      |

Source: City of Brawley, General Plan 2008.

**Table 4.7-2 ADT Level of Service Volumes by Roadway Types**

| Roadway Type                          | Maximum Average Daily Traffic by Level of Service |        |        |        |        |
|---------------------------------------|---------------------------------------------------|--------|--------|--------|--------|
|                                       | LOS A                                             | LOS B  | LOS C  | LOS D  | LOS E  |
| Expressway                            | 30,000                                            | 42,000 | 60,000 | 70,000 | 80,000 |
| Prime Arterial                        | 22,200                                            | 37,000 | 44,600 | 50,000 | 57,000 |
| Minor Arterial                        | 14,800                                            | 24,700 | 29,600 | 33,400 | 37,000 |
| Collector                             | 13,700                                            | 22,800 | 27,400 | 30,800 | 34,200 |
| Local Collector                       | 1,900                                             | 4,100  | 7,100  | 10,900 | 16,200 |
| Residential                           | 1                                                 | 1      | <1,500 | 1      | 1      |
| Residential Cul-de-Sac or Loop Street | 1                                                 | 1      | <200   | 1      | 1      |
| Industrial Collector                  | 5,000                                             | 10,000 | 14,000 | 17,000 | 20,000 |
| Industrial Local                      | 2,500                                             | 5,000  | 7,000  | 8,500  | 10,000 |

Source: City of Brawley, General Plan 2008

<sup>1</sup> Levels of service are not applied to residential streets because their primary purpose is to serve abutting lots, not carry through traffic. Levels of service normally apply to roads carrying through traffic between major trip generators and attractors.

Many of the roads depicted on the Circulation Plan, Figure 4.7.1, do not currently meet the standards of the roadway designations, and some of the identified components of the circulation system are not yet constructed. Extension of roadways and creation of additional roadways will be needed as development occurs within the City limits and the SOI.

***Future Demand for Facilities***

As residential, commercial, and industrial development continue within the City boundaries and SOI, the City will need to continue to upgrade and improve existing roadways and create new roadways in order to maintain a service level that is in keeping with the goals established in the City’s Circulation Plan. Existing roads will not be able to accommodate the additional traffic generated by development within the SOI. It is assumed that some level of Circulation Plan improvements will be provided in association with private and public projects, including the SR-78/111 to be constructed by Caltrans and those associated with private development throughout the City.

The City of Brawley Capital Improvement Program, FY 11/12 – FY 20/21 identifies the following future demand for circulation facilities (see Table 4.7.3) to serve future development in the City through FY 2020/2021.

**Table 4.7-3 Projected Circulation Projects – City of Brawley, 2011–2021**

| <b>Circulation Facility</b>  | <b>Upgrade Type</b>                      |
|------------------------------|------------------------------------------|
| 18 <sup>th</sup> Street      | Construction                             |
| Best Avenue                  | Rehabilitation                           |
| Dogwood Road                 | Construction                             |
| East B Street                | Extension                                |
| East D Street                | Resurfacing                              |
| East Duarte Road             | Construction                             |
| East H Street                | Resurfacing                              |
| East K Street                | Extension                                |
| East Magnolia Street         | Construction                             |
| East River Drive             | Construction                             |
| Legion Street                | Resurfacing                              |
| Main Street                  | Resurfacing                              |
| Malan Street                 | Extension                                |
| Mead Road                    | Road Construction, Overpass Construction |
| North 1 <sup>st</sup> Street | Resurfacing                              |
| North 8 <sup>th</sup> Street | Rehabilitation                           |
| North Imperial Avenue        | Resurfacing                              |
| North Palm Avenue            | Construction                             |
| Panno Street                 | Roadway Extension, Rehabilitation        |
| Rio Vista Avenue             | Widening                                 |

capacity: restriping, restricting on-street parking, improving signal timing, widening intersections, and taking other appropriate measures. The City will also take actions to decrease the demand for vehicular transportation, such as promoting transit service, bicycle, pedestrian, and equestrian facilities.

#### **4.7.3 Funding**

##### ***Per Capita Costs***

For FY 2016/2017, the Brawley City Council approved an operating budget of \$4,540,000 for transportation services. Considering a City population of 26,928, the current per capita operating cost is approximately \$168.60.

##### ***Future Funding Costs***

Projecting the \$168.60 per capita transportation operating cost over the planning period for the SAP, the transportation operating cost would require approximately \$10,042,490 by 2030 to support the projected population of 59,564 residents. This projection is in FY 2016/2017 dollars and does not account for inflation. Per the City's CIP, transportation operating costs are projected to total \$104,486,933 over a 10-year period between FY 2011/2012 and FY 2020/2021.

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

There are no opportunities to reduce costs.

##### ***Recommended Funding/Future Funding Sources***

Development impact fees are expected to finance 93.16% of the circulation facilities demands discussed in the DIF Study for future development within the City through 2030. The remaining 6.84% of the circulation facilities discussed in the DIF Study will be funded through other sources. Fair share traffic impact fees as established by the City for equitable funding of transportation improvements off site or under Caltrans authority shall be paid by the project proponent as specified by the Conditions of Approval for the future developments within the SOI. Traffic impact fees commensurate with traffic generated from future project development shall be paid by the project proponent to the satisfaction of the City Engineer as specified in the Conditions of Approval.

Possible funding sources include assessment districts, redevelopment funds, Development Impact Fees, Community Development Block Grants, exactions, and similar financing methods. The City may choose to construct street improvements to rights-of-way linking the study area to other City areas, including widening, resurfacing, realignment, and landscaping. The City will ultimately assume responsibility for maintaining these improvements through Gas Tax funds and the General Fund. Other possibilities are assessment districts and related funding sources. In addition, the City uses Measure D funds for operation and maintenance of local roadways.

#### **4.7.4 Recommendations**

In order for the City to maintain adequate circulation and provide roadways that are sound and efficient throughout the City and the SOI, the City will implement the following measures.

## 4.8 WASTEWATER FACILITIES

The City of Brawley provides wastewater collection, treatment, and disposal services for residential, commercial, and industrial uses. The City Public Works Department plans, constructs, and maintains the sewage system. The system includes a collection network of pipes and a wastewater treatment plant (WWTP).

The City adopted its Master Plan for the Wastewater Collection System and the Wastewater Master Plan in 2013. Existing and projected wastewater needs in this analysis are based on coordination with City staff and the CIP for FY 2011/2012. A copy of current the Wastewater Master Plan (2013) is available at the City for review.

### 4.8.1 Performance Standard

Performance standards for operation of the City's WWTP are based on compliance with discharge requirements of the California Regional Water Quality Control Board (RWQCB) Colorado River Basin Region 7. The City is in the process of developing an update to the existing Wastewater Master Plan, which will include a plan for the facility to meet anticipated flows through the year 2030.

Performance standards for new development are founded on providing adequate collection systems based on evaluation of the capacity needs for proposed residential and other land uses, which is specified in the Wastewater Master Plan. Wastewater average daily flows and projected daily capacity of the WWTP are shown below in Table 4.8-1 for 2010; however, future flows and capacity is unknown at this time and will be updated by the Master Plan, once adopted.

**Table 4.8-1 Existing and Projected Wastewater Flow and Capacity**

| <b>Year</b> | <b>Projected Population</b> | <b>Projected Average Daily Flow</b> | <b>Projected Daily WWTP Capacity</b> |
|-------------|-----------------------------|-------------------------------------|--------------------------------------|
| 2017        | 26,928                      | 3.83 MGD <sup>1</sup>               | 5.9 MGD                              |
| 2020        | 39,873                      | 5.83 MGD                            | 5.9 MGD                              |
| 2030        | 59,564                      | 7.31 MGD                            | 5.9 MGD                              |

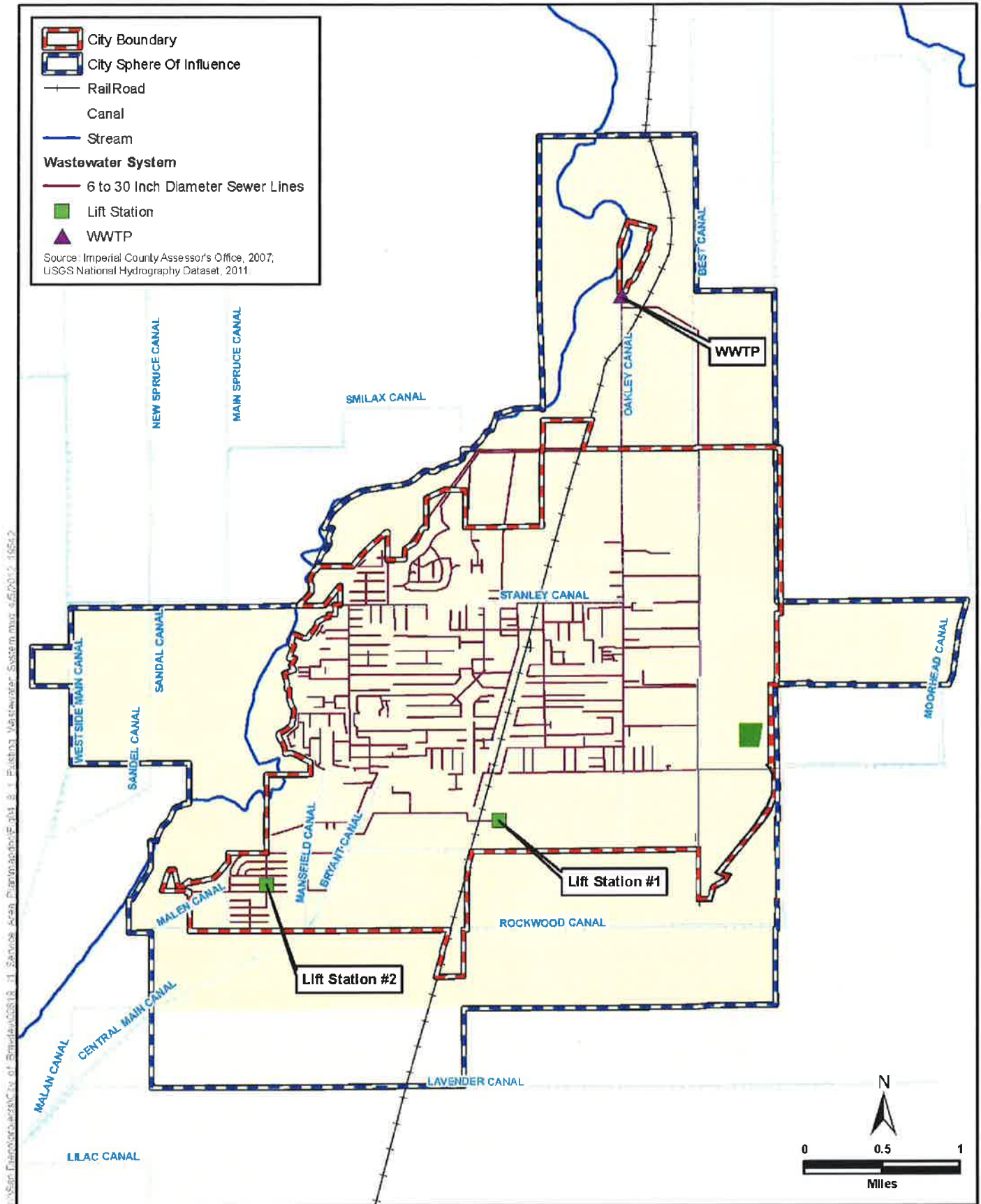
<sup>1</sup> MGD = million gallons per day

Note: 2017 Population from DOF Estimate, 2020 Population from SCAG RTP 2012, and 2030 Population is the sum of the additional population from the 2010 DIF Study by 2030 (34,611 people) plus the 2010 Census population (24,953).

### 4.8.2 Facility Planning and Adequacy Analysis

#### Inventory of Existing Facilities

The City's wastewater collection system is a gravity flow system. The majority (approximately half) of the system is a combined sanitary and storm sewer system. Figure 4.8.1 shows the location of the City's main wastewater collection lines, which are generally 10 inches and larger



**Figure 4.8.1**  
**Existing Wastewater System**  
**City of Brawley Service Area Plan**





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

Projected average daily flows and future wastewater facility demands until the year 2030 are provided in the City's 2013 Wastewater Master Plan identifying the following wastewater improvements:

- Lift Station No. 1 & 2 Upgrades
- 8<sup>th</sup> Street Line Replacement
- Annual Manhole Rehabilitation
- Small Dump Truck Acquisition
- Sanitary Sewer Management Plan
- Backhoe Acquisition
- Vehicle Acquisition
- WWTP Expansion
- City Wide Sewer Line Replacements and Upgrades
- WWTP Tertiary Treatment Project
- Annual Sewer Video Inspections
- Adler Sewer Main Replacement
- Cattle Call Park Sewer Lift Station
- Annual sewer cleaning program
- North Imperial Storm Drain Extension
- Pat Williams Storm Drainage Extension
- Best Road Storm Drain North of Jones
- Best Road Storm Drain from Malan to Main
- Annual Storm Drain Inlet Rehabilitation
- Reconstruction of Storm Drain Inlets at Various Locations
- Rio Vista Storm Drain Improvements

from the respective study areas. Recommended funding sources include the Border Environment Infrastructure Funding (BEIF) from the Border Environment Commission.

#### **4.8.4 Recommendations**

In order for the City to assure adequate service to its wastewater customers as development continues within the City boundaries and within the SOI, the City will implement the following measures.

- Implement improvement projects in the Wastewater Master Plan and the DIF Study as funds become available and as deemed necessary by the Director of the Department of Public Works.
- Ensure that the City's WWTP operation is in compliance with discharge requirements of the RWQCB.

## 4.9 WATER FACILITIES

The City of Brawley provides potable water treatment and distribution within the City limits and SOI boundaries; and the Public Works Department plans, constructs, and maintains the water system. The City purchases raw imported Colorado River water from the IID, which delivers the raw water to the City via IID-owned and operated canals—the Mansfield and Central Main Canals. Untreated water to be used for agricultural purposes is delivered to customers directly from the IID canal systems, while water to be used for domestic and industrial/commercial purposes is delivered to the City’s water treatment plant, where the water is filtered and disinfected before it is pumped into the water distribution system. The City last updated its Water Master Plan in 2012.

### 4.9.1 Performance Standard

Storage is required in a system to help stabilize flows and pressures, as well as to provide for emergency conditions such as fighting fires, facility repairs, etc. The minimum volume of storage available to a water distribution system typically includes both operational and contingency storage. Since the Water Master Plan is in the process of being updated, the City does not currently have established criteria. The 2012 Water Master Plan used the City of San Diego’s storage criteria, which requires ground-level storage to equal 50% of the system’s maximum day demand. Table 4.9.1 depicts the water system’s capacity standards, which are rough projections based on City staff input.

**Table 4.9-1 Water System Capacity Standards**

| <b>Year</b> | <b>Projected Population</b> | <b>Average Annual Demand</b> | <b>Required Storage Volume</b> | <b>Existing Storage Volume</b> |
|-------------|-----------------------------|------------------------------|--------------------------------|--------------------------------|
| 2017        | 26,928                      | 4.84 MGD                     | 16.1 MGD                       | 9 MG                           |
| 2020        | 39,873                      | 10.6 MGD                     | 15.9 MGD                       | 9 MG                           |
| 2030        | 59,564                      | 14.3 MGD                     | 21.4 MGD                       | 9 MG                           |

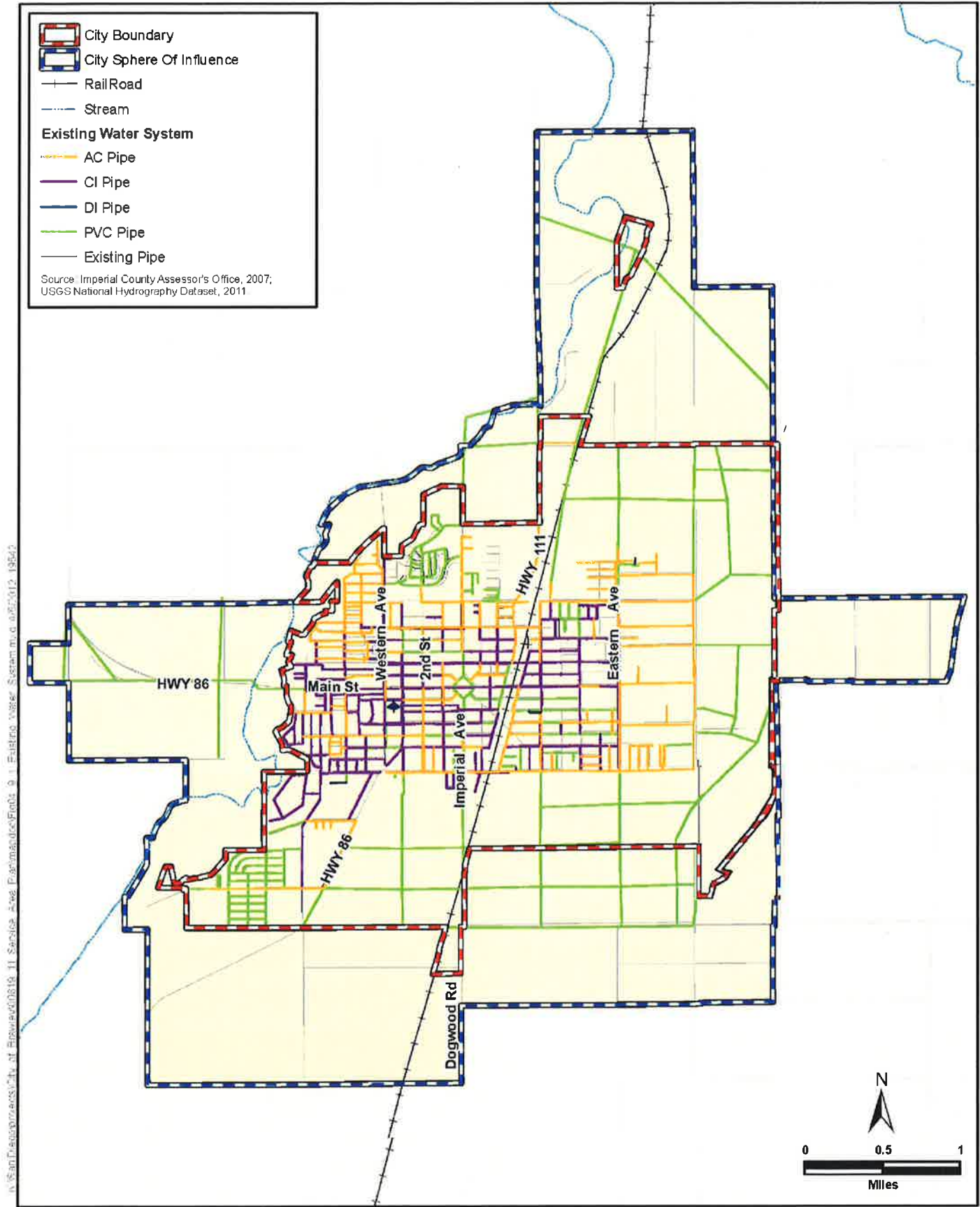
MG = million gallons

Note: 2010 Population from US Census, 2020 Population from SCAG RTP 2012, and 2030 Population is the sum of the additional population from the 2010 DIF Study by 2030 (34,611 people) plus the 2010 Census population (24,953).

### 4.9.2 Facility Planning and Adequacy Analysis

#### Inventory of Existing Facilities

The existing water distribution system consists of one water treatment plant, three separate storage facilities, two pump stations, and approximately 110 miles of 4- to 24-inch water mains. The existing water system is depicted on Figure 4.9.1. In 1999, the City completed construction of a new water treatment plant to alleviate capacity problems that were occurring at the old water treatment plant, which is no longer in use.



C:\SanDiego\projects\of\Brawley\081818\_11\_Service\_Area\_Plan\mxd\Fig4.9.1\_Existing\_water\_System.mxd 08/27/12 10:52:22



**Figure 4.9.1**  
**Existing Water System**  
**City of Brawley Service Area Plan**

instances where the CI pipe was removed, the pipe's interior diameter was less than half of what was originally installed. The alkaline soils in the Imperial Valley attack the pipe from the exterior and the alkaline water attacks from within. Some of the CI pipes have been in service for over 65 years, with newer CI pipes being in service for over 30 years. The pipes that have been replaced show extensive encrustation on the pipe interior due to salt build up. Due to corrosion, the capacity of the CI pipes is roughly 50% of AC or PVC pipes. This difference also equates to greater pressure loss and lower reliability for hour and fire flows. As a result, the CI pipe C-factor used for model calibration is 100, compared to C-factors for the newer AC and PVC pipe of 140 and 150, respectively.

According to City staff, the City's average daily flow is 4.84 million gallons per day. The water treatment plant has a current capacity of 15 million gallons per day. The peak flow during the summer has been as high as 11.8 million gallons per day. In addition, it's expected that the average daily flow will diminish as the City implements the reading of the water meters.

The 2012 Water Master Plan explains that the existing distribution system is not capable of meeting user demands. To provide adequate pressures to meet existing user demands, the following needed improvements are listed below. The City intends to make the modifications listed below as new development occurs.

- Replacing all existing 4-, 6-, and 8-inch CI pipe with 8-inch PVC minimum. All larger diameter CI pipes should be replaced with same size PVC pipe.
- Replacing all CI pipes in a commercial or industrial zone with 12-inch PVC.
- Increasing the existing 8-inch AC pipe with 12-inch PVC in Malan Street from Eastern Avenue to Best Road and in Best Road from Malan Street to Jones Street.
- Replacing the 6-inch AC in River Drive near SR-111 and in SR-111 north of River Drive with 12-inch PVC.
- Replacing the 6-inch AC in the vicinity of the airport with 12-inch PVC.
- Replacing the 6-inch AC in the residential area of Duarte, Rubio, Jones, and Trail Streets near the airport with 12-inch PVC.

According to Table 4.9.1, the existing storage volume is adequate.

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

Projected future water facility demands until the year 2030 will be provided in the City's updated Water Master Plan, and is anticipated for approval during FY 2012/2013. However, at the time this document was prepared, input from City staff and the CIP for Fiscal Year 2011/2012 identified the following future water improvements:

- Water Treatment Plant (WTP) Expansion
- WTP Sedimentation Basin Expansion
- Finish Water Tank Lining
- Variable Speed Drive Pumps at Airport
- Remote Pressure Sensing Units
- Commercial Water Meter Purchase

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

There are no opportunities for shared facilities.

### ***Phasing***

According to the 2012 Water Master Plan and City staff, the design and construction of the proposed existing water system capital improvements are proposed to be phased until the year 2024. The future water system, according to the 1999 Water Master Plan, are divided into three phases, which allow for the construction of facilities at a fairly steady pace without severely taxing the City's revenues at any one time. As of 2017, Phase I was partially completed.

#### Phase 1 (In Process):

- Replacement of all 4-inch diameter CI pipes and a portion of the 6-inch diameter CI pipes.
- Replace the 6-inch AC pipe in Julia Road, between Junctions JU-5 with a 12-inch main.
- Improvements to the Po Colonia area.

#### Phase 2 (year 2015 --2019):

- Replacement of the rest of the 8- and 12-inch CI pipes.

#### Phase 3 (year 2020 – 2024):

- Replacement of the rest of the existing CI pipes, replacement of existing pipes that have inadequate existing capacity, and providing the reliability/operation upgrades. The reliability upgrade includes the installation of a 24-inch pipe that parallels the existing 36-inch pipe at the 1999 Water Treatment Plant. This pipe will provide a redundant water source if the 36-inch line has to be taken out of service. It is also proposed that additional inter tie connections be made between the existing 36/24-inch pipe that extends from the 1999 WTP to the old WTP and the local distribution pipes.

### **4.9.3 Funding**

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

The City of Brawley charges a flat rate to its customers for water use. The method that is currently used does not benefit the City, in that the rates do not correspond with the amount of water being consumed. The City has installed approximately 4,300 meters in the City for residential uses and maintains approximately 100 commercial accounts with meters; however, the City is still charging a flat rate for water use in the City.

Costs for water distribution systems within new developments are not included in the phasing plan, as these improvements are developer-driven and will be paid for by developers as

#### **4.9.4 Recommendations**

In order for the City to assure adequate service to its water customers as development continues within the City boundaries and within the SOI, the City will implement the following measures.

- Require water meters on all new construction and development and consider implementing a program to install meters on all existing water services.
- Implement improvement projects recommended in the Water Master Plan and the DIF Study, as funds become available and as deemed necessary by the Director of the Department of Public Works.
- Continue to periodically review the water rate and financing structure to assure adequate funding for the implementation of new projects and the maintenance of existing facilities.
- Require that system improvements conducted by the City or a private developer shall be designed to conform to relevant Federal, State, and local regulations.
- Promote water conservation by requiring all new developments to install low-flow showers and toilets. Consider implementing a low-flow replacement program for showers and toilets in existing facilities.

#### **4.10 AVAILABILITY OF SERVICES NOT PROVIDED BY THE CITY**

As indicated in the previous sections, the provision of services to the population of Brawley is shared with other agencies. This section addresses the availability of services not provided by the City.

##### **4.10.1 Schools**

The Brawley planning area, which includes the City limits and the SOI, is served by the Brawley Elementary School District (BESD) and the Brawley Union High School District (BUHSD). The BESD is comprised of five schools: Miguel Hildalgo Elementary School, J.W. Oakley Primary, Phil D. Swing Elementary, Myron D. Witter Elementary, and the Barbara Worth Junior High. Total enrollment within the BESD is approximately 4,000 students, which is at capacity. For planning purposes, the BESD utilizes an overall student generation rate of 0.594 for single-family dwelling units and an overall student generation rate of 0.417 for multi-family dwelling units. Development impact fees are \$2.92 per square foot for residential projects and \$0.39 per square foot for commercial projects.

The BUHSD provides education for grade 9–12 students within the planning area and includes a total of three schools: Brawley High School, Desert Valley High School, and Renaissance Community Day School. The 2017 enrollment of approximately 1,750 students at the three schools is near capacity. BUHSD uses a student generation rate of 0.268 students per single-family household and 0.167 students per multi-family household for the purposes of student planning. School impact fees are \$1.07 per square foot for residential development and \$0.17 per square foot for commercial projects. In addition to the above, private elementary school facilities are available to serve students from preschool through 12<sup>th</sup> grade.

School services, including new school construction, are financed through property taxes, State and local bonds, and development impact fees. Mello-Roos districts are also established in many communities where large-scale new development is occurring. The districts' voters may also impose special taxes with a two-thirds approval.

##### **4.10.2 Electric**

The City coordinates the provision of electricity and other services for new development to ensure that adequate rights-of-way, easements, and improvements are provided. As of January 2017, the IID serves an estimated 150,000 customers, in accordance with ANSI Standards Q-84, 1-1995, which establishes normal voltage ratings and operating tolerances for 60-hertz electric power systems. The IID estimate for 2010 for total energy sales was 3,218,000,000 kilowatt hours (KWh) within the IID service area. KWh consumption within the City of Brawley is expected to grow at an annual rate between 4 and 6%.

The primary source of electrical energy is provided by fossil fuels; however, energy is created from a mix of hydrological, solar, nuclear, gas, and coal. Approximately 70% is purchased from outside the region and 30% is produced locally. Peak demand was estimated at about 1,004 megawatts (MW) system-wide on August 24, 2010. IID has more than 466 MW of available capacity, or approximately 47% more than current peak demand. The IID estimates that the average residential consumer uses more than the national average of energy per year due to the need for summer air conditioning. The IID has implemented energy conservation measures to reduce consumption, but anticipated growth in the region is likely to require new facilities in



possible commuter service. The DIF Study identified the need for an 85,000 square-foot expansion of airport hangar space and a runway extension of 1,100 linear feet as a result of anticipated future development through 2030. Also, as noted in the City's CIP, is an update of the Airport Master Plan.

The fees established in the DIF Study are expected to finance 100% of the airport facility demands for future development within the City through 2030. Airport capital development is also funded in a variety of ways depending upon the nature of the development and sponsor of the particular project. The Airport Improvement Program is on a share basis, where the Federal grant pays only part of the total cost of an eligible project. The balance of funding must come from other sources, such as State grants or from the project sponsor. Airport operations are funded by the City primarily through income generated by airport concessions, rentals, and leases, and also from intergovernmental grants

## **5.0 FINANCING**

### **5.1 INTRODUCTION**

The City of Brawley, like most cities in Imperial County, functions as a self-contained service provider for traditional city services such as fire and police protection, water and sewage treatment, street maintenance, parks and recreation, and libraries. The isolated nature of most Imperial County cities provides very limited opportunities for shared facilities and/or for the consolidation or reorganization of service providers.

In addition, the economic conditions in most of Imperial County, including the City of Brawley, limit the opportunity for voter approval of special taxes or assessments, including utility taxes. For example, in comparison to the Statewide median household income of \$61,320, in Brawley the median household income is \$41,718; and while 16.4% of California families are below the poverty level, in Brawley 25.2% of families are below the poverty level (Census 2015). The small size of the City also means slow overall growth in infrastructure funding from sources such as property tax, user fees, and development impact fees.

The City currently has a weak commercial base. As a result, many residents from the City of Brawley as well as nearby jurisdictions, commute to El Centro for their shopping needs. Therefore, the City has the potential to capture more sales tax revenue by providing additional commercial opportunities to those who might otherwise not shop in the City. As new commercial developments occur within its jurisdiction, sales tax revenue will increase and will help to pay for any previous and existing inadequacies in City facilities and services. In addition, more residential development within the City will increase property tax revenue and will also help to pay for any previous and existing inadequacies in City facilities and services.

CFDs and Impact Fees are mechanisms for future developments that will provide additional funding for City facilities and/or services. Currently, there are seven CFDs that have been formed within the City. The DIF Study was adopted in 2010. Therefore, sales and property taxes, CFDs, and impact fees are expected to implement many of the recommendations shown in this plan and provide for previous, existing, and future City facility and services needs. Audited financial statements and City budgets are available at the City of Brawley. Complete budgetary information is available for viewing at the City Finance Department.

This section of the SAP lists and describes the revenue sources and financing mechanisms that are currently utilized by the City to fund the development and operation of the various facilities and services discussed within Chapter four of this SAP. Revenue sources and financing mechanisms that are not currently used but that are being reviewed and considered by the City for future funding are also described.

### **5.2 EXISTING REVENUE SOURCES**

The following discussion presents the sources of revenue that are currently utilized by the City to accumulate finances necessary to develop and operate the various facilities and services discussed in the SAP. The City projects revenue for future expansion of City services to come from following the primary sources.

### **5.3 FUTURE REVENUE SOURCES**

The following discussion presents sources of revenue that the City Finance Department is considering for future use to increase available financial resources and increase the efficiency of operations.

#### **5.3.1 Local Funding**

There are eight CFDs that have been formed in the City :

1. Victoria Park (CFD No. 2005-1)
2. Gateway (CFD No. 2005-2)
3. La Paloma (CFD No. 2005-3)
4. Latigo Ranch (CFD No. 2005-4)
5. Malan Park (CFD No. 2006-1)
6. Luckey Ranch (CFD No. 2007-1)
7. Springhouse (CFD No. 2007-2)
8. Porter Ranch (CFD No. 2017-1)

#### **5.3.2 State and Federal Funding**

Various government programs are available at the State and Federal levels to assist local jurisdictions in financing public facilities and services. The City will continue to seek out such sources of revenue in the future. Most funding sources at the State level require an application requesting assistance and specifying the projects or purposes for which the funds can be used. Financial assistance from the State can include grants, low interest loans, and matching funds. At the Federal level, financial assistance includes grants and Federal matching funds for State-run assistance programs. Such State and Federal grants and other sources of revenue being considered or that may be considered by the City include Community Development Block Grants issued by the U.S. Department of Housing and Urban Development, Congestion Mitigation and Air Quality Improvement Program funding from the U.S. Department of Transportation, and Intermodal Surface Transportation Efficiency Act money from the Federal government.

# EXHIBIT C

City of Brawley  
Attn: Ms. Rosanne Moore, City Manager  
400 Main Street  
Brawley, CA 92227

September 10, 2018

RE: Service Area Plan Comments

Ms. Moore:

We received the City's Administrative Draft SAP/MSR on August 15th and have the following comments/questions:

**Law Enforcement**

**Based on the information provided it appears that the following statistics represent the current position of the police department.**

**Performance Standard-** 1.5 Sworn Officers per 1,000 population

**Existing Personnel-** 33 Sworn Officers

**Existing Demand-** 40 Sworn Officers

**Capacity-** Deficient -7 Sworn Officers

The plan identifies deficiencies in staffing, police station square footage, patrol cars, and equipment. Based on the information provided in the plan, the law enforcement department does not meet the City's performance standard.

Insofar that the SAP/MSR is intended to address both existing and the foreseeable (usually 5 years minimum) service levels, we need to have an explanation of how the city plans to address any current deficiencies and how new development will be addressed to maintain proper/adequate service levels.

**Water Facilities**

**Existing Capacity-** 15 MGD Water Treatment Plant, 9 MG Storage

**Existing Demand-** 4.84 MGD, Peak 11.8 MGD

**Based on the information provided it appears that the following statistics represent the current position of the water department.**

The plan states that 4,300 meters were installed for residential uses and 100 meters for commercial. The plan also states the City is still charging a flat rate for water use, although the method does not benefit the city, in that the rates do not correspond with the amount of water being consumed.

Has the City explored the option of charging users based on use vs. a flat rate fee? If so, please explain. In regard to commercial accounts, are they charged per use or a flat rate?

**Wastewater Facilities**

**Based on the information provided it appears that the following statistics represent the current position of the wastewater department.**

**Existing Capacity-** 5.9 MGD  
**Existing Demand-** 3.84 MGD Average Daily Flow

The plan states several of the wastewater sewer lines were over capacity in 2017.

Insofar that the SAP/MSR is intended to address both existing and the foreseeable (usually 5 years minimum) service levels, we need to have an explanation of how the city plans to address any current deficiencies and how new development will be addressed to maintain proper/adequate service levels.

#### **Fire Facilities**

**Performance Standard-** 1 Firefighter per 1,000 population

**Existing Personnel/Facilities-** 18 firefighters

**Existing Demand-** 27 full-time firefighters

**Capacity-** Deficient -9 firefighters

**Based on the information provided it appears that the following statistics represent the current position of the fire facilities department.**

The plan identifies a deficiency in staffing, main fire station square footage, and the substation square footage. Based on the information provided in the plan, the fire facilities department does not meet the City's performance standard.

Insofar that the SAP/MSR is intended to address both existing and the foreseeable (usually 5 years minimum) service levels, we need to have an explanation of how the city plans to address any current deficiencies and how new development will be addressed to maintain proper/adequate service levels.

#### **Administration**

**Based on the information provided it appears that the following statistics represent the current position of the administration department.**

**Performance Standard-** PW/Engineering 12,629 SF

**Existing Facilities-** 10,343 SF

**Capacity-** PW/Engineering Deficit -2,286 SF

The plan identifies a deficiency of -2,286 SF in the Public Works/Engineering building department. Based on the information provided in the plan, the public works/engineering building facilities do not meet the City's performance standard.

Insofar that the SAP/MSR is intended to address both existing and the foreseeable (usually 5 years minimum) service levels, we need to have an explanation of how the city plans to address any current deficiencies and how new development will be addressed to maintain proper/adequate service levels.

If you have any questions, please feel free to contact us.



Jurg Heuberger  
Executive Officer



# CITY OF BRAWLEY

ADMINISTRATIVE OFFICES  
383 Main Street  
Brawley, CA 92227  
Phone: (760) 351-3048  
FAX: (760) 351-3088

5 October 2018

Mr. Jurg Heuberger  
Executive Officer  
LAFCO  
1122 State Street, Suite D  
El Centro, CA 92243

**Re: Response to LAFCO Comments on Draft City of Brawley Service Area Plan (SAP)**

Dear Mr. Heuberger:

The City of Brawley is in receipt of LAFCO correspondence dated 10 September 2018. This letter summarizes the City's response to your comments and questions.

### **Law Enforcement**

Deficiencies in patrol cars and equipment are addressed in various ways, including the use of special law enforcement funds and grant funding opportunities.

With reference to staffing, the City of Brawley currently operates a Reserve Officer Program. Reserve Officers are used for large scale special events, in addition to the performance of routine assignments. The City's program allows for up to ten Reserve Officers. Three volunteers are currently in place.

A Reserve Officer may be in pursuit of a law enforcement career path or be interested in community service that augments local public safety resources. The City continuously recruits for qualified candidates and anticipates that the POST Accredited Imperial Valley College Police Academy will aid in that process.

New development in the City of Brawley is responsible for offsetting the costs of new public safety demands associated with population growth. Community Facilities Districts (CFDs) were established as a funding mechanism for police services in the Gateway Specific Plan Area, La Paloma Subdivision, Luckey Ranch, Malan Park, Victoria Park, Rancho Porter, Latigo Ranch and Springhouse / Florentine Estates.

### **Water Facilities**

The City of Brawley serves 5,133 residential customers, all of which are metered accounts. At this time, 190 commercial customers are metered and billed for actual consumption. The metered billing rate is based on the size of the water connection and a universal consumption rate per 1,000 gallons. Approximately, 175 commercial accounts are currently on a flat rate pending a City-defined precipitating event. When a property changes ownership, a building permit is pulled or a new business license is initiated, the City imposes the condition to install a water meter. Once the water meter is installed, the account transitions from a flat rate to a metered use.

**Wastewater Facilities**

The existing demand in the 2017 calendar year for the City of Brawley Wastewater Treatment Plant is 2.42 MGD in Average Daily Flow.

The City of Brawley identifies existing infrastructure deficiencies in the Sewer Master Plan and Capital Improvement Program (CIP). New development in the City of Brawley is obligated to ensure that wastewater solutions for additional sewer demands on City infrastructure are completely addressed.

**Fire Facilities**

The City of Brawley augments permanent staffing for Fire Station No. 1 and No. 2 with five full-time Reserve Firefighters. The City also operates a Call Paid Firefighter Program which allows for the hire of up to 25 positions. Call Paid Firefighters are utilized for major incidents and also backfill the staffing of the Brawley Fire Department as needed. Three Call Paid Firefighters are currently in place and an active recruitment effort is in progress to fill the remaining twenty-two positions.

New development in the City of Brawley is responsible for offsetting the costs of new public safety demands associated with population growth. Community Facilities Districts (CFDs) were established as a funding mechanism for fire services in the Gateway Specific Plan Area, La Paloma Subdivision, Luckey Ranch, Malan Park, Victoria Park, Rancho Porter, Latigo Ranch and Springhouse / Florentine Estates.

**Administration**

The City's ability to expand the physical footprint of the engineering division has been delayed. With increased residential and commercial development, the City anticipates an increase in property tax revenues and sales tax generation to potentially accomplish the expansion.

Should you have any further questions, please feel free to contact me at 760-351-3048.

Best Regards,



Rosanna Bayon Moore  
City Manager

**ATTACHMENTS**

Cc: Gordon Gaste, Development Services Director  
Alma Benavides, City Clerk