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# PUBLIC FACILITIES AND SERVICES ELEMENT

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## INTRODUCTION

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### PURPOSE AND CONTENT

Capital improvements are perhaps the most important investment a City can make in itself. They are also the most expensive. Therefore, it is essential that decision-makers and the public have access to information regarding anticipated facility needs and desired service level standards to ensure that necessary improvements are constructed at the appropriate time. This element contains facility descriptions, service level standards, and goals and policies designed to assist the City Council, advisory bodies and the city management team with decisions related to staffing and the construction/improvement of public facilities.

The location, size and timing of needed improvements is directly related to the land use patterns identified in the Community Development and Design Element and service level standards identified within the Public Facilities and Services Element. Significant changes in land use types, locations or intensities from those identified within the Community Development and Design Element can have a direct impact on public facility and services planning. When changes to the Community Development and Design Element and/or General Plan Diagram are considered, the impacts on planned public facilities should also be assessed and considered as part of the land use change decision-making process.

The biggest challenge Redding faces in providing public facilities and services is developing a long-term funding strategy to pay for those items without creating an undue burden on itself, developers, City residents and businesses. The second half of this element includes a discussion of funding options for identified facilities and services and policy guidelines for long-term funding strategies.

Background data and information for this element is contained within Chapters 5 and 7 of the City of Redding *General Plan Background Report*, although some of that information has been updated to reflect more current conditions. This report describes the full range of facilities and services provided to the citizens of Redding by the City and other agencies. That information is not repeated in this element.

Specific topics addressed in the Policy Document include:

- ▶ Law Enforcement
- ▶ Fire Protection
- ▶ Municipal Water Systems
- ▶ Sanitary Sewer Collection and Treatment
- ▶ Electric Service
- ▶ Solid Waste Collection and Disposal
- ▶ Storm Drain Facilities
- ▶ Corporation Yard
- ▶ Streets
- ▶ Bridges
- ▶ Transit Facilities
- ▶ Airport Facilities
- ▶ Parks
- ▶ Large and Small Community Centers
- ▶ Convention Facilities
- ▶ Downtown Improvements
- ▶ Libraries
- ▶ Funding

Discussion of these topics and the issues related to providing public facilities and services as a whole has been grouped within the following Sections:

- ▶ Establishing and Maintaining Service Levels
- ▶ Public Safety (Law Enforcement and Fire Protection)
- ▶ Utility Infrastructure and Services (Water, Sewer, Electric, Solid Waste, Stormwater, and Corporation Yard)

- ▶ Transportation Facilities (Streets, Bridges, Transit Facilities, and Airports)
- ▶ Recreational and Cultural Facilities (Parks, Large and Small Community Centers, Downtown Improvements, Convention Center, and Libraries)
- ▶ Funding

#### **AUTHORITY**

Pursuant to Section 65303 of the Government Code, a General Plan may include optional elements such as a Public Facilities Element, as long as the element relates to the physical development of the City. These elements have the same legal status and consistency requirements as mandatory elements.

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## GOALS AND POLICIES

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### ESTABLISHING AND MAINTAINING SERVICE LEVELS

The types and levels of public facilities and services that are provided in a community often affects not only an individual's thoughts about the quality of life that the community offers, but can have a direct impact on economic development efforts. Cities which maintain higher levels of services and facilities typically foster a good deal of civic pride among their residents, and leave a positive impression with those who visit. As Redding continues to evolve into a regional urban center, it is essential that existing service and facility standards be maintained and/or improved. Strategies should also be implemented which ensure that desired facilities and services are provided in the most efficient and cost effective manner possible. The facility and service thresholds that follow are intended to guide planning and funding decisions, but not to be proscriptive in nature.

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#### GOAL PF1

**ENSURE THAT ADEQUATE PUBLIC SERVICES AND FACILITIES ARE AVAILABLE TO SUPPORT DEVELOPMENT IN AN EFFICIENT AND ORDERLY MANNER.**

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#### **Policies to achieve this goal are to:**

- PF1A. Require that all new development, including major modifications to existing development, construct necessary on-site infrastructure to serve the project in accordance with City standards.
- PF1B. Require that all new development, including major modifications to existing development, construct or provide a fair share contribution toward the construction of any off-site improvements necessary to offset project impacts and/or support the project.
- PF1C. When reviewing applications for land use designation changes (i.e. zone change, General Plan Amendment, Specific Plan),

conduct a thorough analysis of the impacts of the proposed changes on all aspects of the City's infrastructure system, and require mitigation as appropriate.

- PF1D. Require that the provision of streets, sewer, electric, water, drainage, and other needed infrastructure be coordinated in a logical manner between adjacent developments so as to reduce design, construction and maintenance costs.
- PF1E. Require that infrastructure be designed and constructed to meet ultimate capacity needs, pursuant to a master plan, so as to avoid the need for costly retrofitting.
- PF1F. Utilize reimbursement agreements, where appropriate, when upgraded or oversized facilities are installed by an individual developer and the cost of the facilities exceeds the development's proportional share of responsibility.
- PF1G. Direct growth toward areas which already have infrastructure capacity available by providing incentives for quality infill development.
- PF1H. Encourage clustering of development to maximize the use and efficiency of infrastructure facilities.
- PF1I. Regularly update and adopt the City's Capital Improvement Program (CIP) to prioritize funding for public works projects in accordance with the General Plan.
- PF1J. Recognize the considerable public investment made in existing utility and street infrastructure by ensuring that funding for maintaining its integrity, reliability, and service levels is on par with investment in new facilities.

#### **PUBLIC SAFETY**

Providing public safety services is an important function of any municipality. Safety services are typically divided into two broad categories: law enforcement and fire protection.

## LAW ENFORCEMENT

Law enforcement in the Planning Area is provided by two agencies, the Redding Police Department and the Shasta County Sheriff's Department. The Redding Police Department provides law enforcement services within the City limits. The Shasta County Sheriff's Department is responsible for services within the unincorporated areas.

The Redding Police Department operates primarily from the main station complex located at 1313 California Street and a satellite investigations office in the Downtown Mall. The department is organized into three major divisions: Administrative Services, Field Operations and Investigations.

In 1999, the City employed 107 sworn officers, giving it a ratio of 1.36 officers per 1,000 residents. This figure is considered average and the minimum amount necessary to sustain current levels of service. In order to improve efficiencies, consolidation of all divisions in one location, which will allow for future increases in staffing, is desirable. However, even with the conversion of the existing Council Chambers at the main station complex and extensive remodeling, a new facility is needed today, but funds are not available for its construction.

Other issues for consideration include the need for additional Field Operations stations as development within the Planning Area continues toward buildout. Collocation of additional police Field Operations facilities with City Fire Stations may provide opportunities to maximize facility investment and efficiencies. Other options for increasing the presence and accessibility of law enforcement personnel may include developing community-oriented substations in certain areas.

## RESPONSE TIME

The Redding Police Department has established a geographic based "beat" system to respond to calls for service. There are currently six beats covering the City's 59 square mile area. Department personnel have expressed concerns with the size of the existing beats (particularly Beat 1—the largest geographically) in the City. Annexation of additional areas is also an ongoing concern, particularly depending on the size and location of the annexation. Significant increases

in population or geographic area are likely to result in the need for additional beats and/or staffing. Otherwise, degradation of existing response times would almost certainly occur.

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### GOAL PF2 ENSURE A HIGH LEVEL OF POLICE PROTECTION FOR THE CITY'S RESIDENTS, BUSINESSES, AND VISITORS.

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#### Policies to achieve this goal are to:

- PF2A. Establish the following thresholds for police services:
  - ▶ Maintain, at a minimum, a sworn officer to population ratio of 1.36 officers per 1,000 residents.
  - ▶ Respond to 85 percent of Priority 1 calls within 5 minutes of being dispatched.
- PF2B. Provide police facilities (including patrol and other vehicles, necessary equipment, and support personnel) sufficient to maintain the City's standards for law enforcement services.
- PF2C. Consider the desirability of establishing police substations in certain areas.
- PF2D. Consider utilizing developer impact fees to finance a portion of police facilities.

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### GOAL PF3 CREATE AND MAINTAIN EFFICIENT POLICE ADMINISTRATION FACILITIES.

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#### Policies to achieve this goal are to:

- PF3A. Remodel the "old" City Council Chambers to provide additional floor area in Fiscal Year (FY) 2000-2001.
- PF3B. Construct a new 48,000-square-foot police administration building to consolidate services at the new Civic Center complex.

## **FIRE PROTECTION**

Fire protection within the Planning Area is provided by three primary agencies. These include the Redding Fire Department (RFD), California Department of Forestry and Fire Protection (CDF) and the Shasta County Fire Department (SCFD). The Redding Fire Department has the primary responsibility for providing fire protection and emergency services response within the City limits. A mutual aid agreement is in effect with CDF during the wildland fire season for wildland and structure fires within a one mile fringe area surrounding the City. An automatic aid agreement with the Shasta County Fire Department is also in effect for structure fires outside of the wildland fire season. Under this agreement the Redding Fire Department responds within a one mile fringe area surrounding the City and to county islands. Shasta County Fire Department responds to a small geographic area on the east side of the City.

The Redding Fire Department has three main divisions: Administration, Operations, and Fire Prevention. It operates from seven stations and a Fire Headquarters at City Hall.

### **RESPONSE TIME/ISO RATING**

The Redding Fire Department has a standard of a five-minute response time for all emergency calls, although a four-minute response is more desirable for life safety and property conservation. Response time is measured from the point at which the agency receives notification from the Shasta Area Communications Agency (SHASCOM), which provides a consolidated dispatch service. The Department notes annexation activity and population growth have resulted in the standard not being met in all seven districts. Average response times in 1998/1999 ranged from a low of 5.67 minutes for the response area served by Station 1 (1335 Shasta Street) to a high of 7.11 minutes for the response area served by Station 6 (4201 Oasis Road).

The City currently maintains an Insurance Services Office (ISO) rating of 3. However, the Fire Department has expressed concern over the ability to maintain this rating as areas are annexed and additional growth occurs in the existing City limits. To offset the potential for a reduction in ISO rating, additional fire stations and built in fire protection systems will be necessary as the boundaries of the City expand.

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## **GOAL PF4**

### **ENSURE ADEQUATE FIRE PROTECTION AND EMERGENCY MEDICAL RESPONSE FOR RESIDENTS AND BUSINESSES IN THE COMMUNITY.**

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#### **Policies to achieve this goal are to:**

- PF4A. Establish the following thresholds for fire protection services:
- ▶ Maintain a community ISO rating of 3 or better.
  - ▶ Respond to 90 percent of all calls within 5 minutes of being dispatched.
- PF4B. Endeavor to maintain the minimum response time for fire calls through adequate staffing, proper distribution of fire stations and equipment, and use of automatic aid agreements.
- PF4C. Construct new and possibly relocate existing fire stations as needed to maintain service thresholds.
- PF4D. Utilize the following factors to determine the location and type of fire fighting equipment that is needed:
- ▶ The concentration of structures in a given area.
  - ▶ The available water supply.
  - ▶ The availability of automatic aid.
  - ▶ The amount of area to be protected.
  - ▶ The kind of fires to be encountered.
  - ▶ Desired response times.
- PF4E. Implement ordinances to protect life, control fire losses and fire protection costs through the use of automatic suppression systems.

## UTILITY INFRASTRUCTURE AND SERVICES

Urban development requires a wide range of utility services including water, sewer, solid waste, electric, and stormwater drainage. The City has historically provided all of these services within its incorporated area except for independent water districts operated in various areas. Special districts and private utility companies provide these services within the unincorporated portions of the Redding Planning Area.

## MUNICIPAL WATER SYSTEMS

As of 1999, water service within the Planning Area is provided by five different entities: The City of Redding, Bella Vista Water District, Centerville Community Services District, Shasta Community Services District and the Clear Creek Community Services District. Coordination between the City and the various districts is generally provided by "annexation agreements" which ensure that water systems and fire flows are constructed and maintained in accordance with City of Redding Standards.

The City has three primary sources of water to supply its municipal water system:

1. Surface water drawn from the Sacramento River. This source constitutes approximately 59 percent of the City's total supply.
2. Surface water drawn from Whiskeytown Lake via the Spring Creek Conduit. This source constitutes approximately 18 percent of the City's total supply.
3. Wells located in the Enterprise area provide approximately 18 percent of the City's total supply. Wells located in the Cascade system located in south central Redding provide approximately 5 percent of the City's total supply.

Options for meeting anticipated water demand associated with buildout of the General Plan include:

1. Drilling additional wells.
2. Obtaining increased surface water allotments from the U.S. Bureau of Reclamation.
3. Conservation measures.

4. Transfer agreements with other agencies.
5. Treatment and utilization of reclaimed water.
6. Development and implementation of policies which require new development to install landscape with low water requirements.

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### GOAL PF5

#### MAINTAIN AN ADEQUATE LEVEL OF SERVICE IN THE CITY'S WATER SYSTEM TO MEET EXISTING AND FUTURE NEEDS.

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#### Policies to achieve this goal are to:

- PF5A. Establish the following thresholds for water services and facilities:
- ▶ Program planned expansion activities, when demand at an existing treatment plant reaches within 10 percent plant capacity.
  - ▶ Reservoir capacity should be maintained at 20 percent of maximum day demand.
  - ▶ Develop additional water supplies from wells at least two years prior to a projected water deficit.
- PF5B. Develop and maintain a regular program for systematically replacing deteriorated or deficient water pipes.
- PF5C. Require water distribution systems to be interconnected ("looped") wherever feasible to facilitate the reliable delivery of water anywhere in the City.
- PF5D. Immediately begin the process to acquire additional allocations from the U.S. Bureau of Reclamation.
- PF5E. Be actively involved in surface water adjudication which could have a negative impact on the City's water rights and/or allocation.
- PF5F. Periodically update the City's Master Water Plan to reflect changes to the General Plan General Plan Diagram, water use pattern changes, regulatory changes, or other circumstances.

## **SANITARY SEWER COLLECTION AND TREATMENT**

The City of Redding is the sole provider of sanitary sewer service within the Planning Area. However, current policy dictates that except under extraordinary circumstances, sewer service will not be extended unless properties are first annexed to the City. The Planning Area is divided into two separate service areas known as the Clear Creek Sewer Service Area and the Stillwater Sewer Service Area.

As of 1999, there were 34,020 HE's within the system. This is 37 percent of the 92,045 HE's estimated for ultimate development of the service area. With proposed future expansions, and correction of current inflow and infiltration difficulties, the two treatment facilities will be able to accommodate the forecasted growth.

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**GOAL PF6**  
**MAINTAIN AN ADEQUATE LEVEL OF**  
**SERVICE IN THE CITY'S SEWAGE**  
**COLLECTION AND TREATMENT SYSTEM TO**  
**MEET EXISTING AND FUTURE NEEDS.**

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### **Policies to achieve this goal are to:**

- PF6A. Establish the following thresholds for sewer facilities:
- ▶ Program planned expansion activities when a trunk line, interceptor line, or lift station reaches 75 percent of capacity.
  - ▶ Program planned expansion activities, when an existing wastewater treatment plant reaches 75 percent capacity based on dry weather flows on an ongoing basis.
- PF6B. Monitor operation of the sewage collection and treatment system to determine when upgrading or expansion of the system is necessary to serve development demands.
- PF6C. Develop and implement a regular program for replacing and upgrading deteriorated and undersized sewer lines to reduce inflow and infiltration into the system.

PF6D. Encourage the land application of treated wastewater biosolids and other similar activities consistent with standard industry practices and permitting by the California Regional Water Quality Control Board and the Planning Commission.

PF6E. Develop a market and the ability to deliver reclaimed water for appropriate uses.

## **ELECTRIC SERVICE**

As a California municipal corporation, the City of Redding owns, operates and maintains a power transmission and distribution system within the City limits. Given the investment in such a system, and a commitment to providing power at the lowest possible rates, it has historically been Redding's policy to be the sole provider of electric service within the City limits. As areas are annexed, City electric service is made available when PG&E facilities can be purchased or otherwise provided through a logical extension of the City's electric distribution system.

On September 23, 1996, the Governor of California signed into law the landmark electric utility industry restructuring legislation known as AB 1890. Industry restructuring or deregulation is an effort by the state to lower consumers' energy costs by providing competition in the buying and selling of energy. Deregulation only applies to the generation of energy; it does not apply to the distribution of energy.

As industry restructuring unfolds, the City Electric Utility is committed to be the preferred provider of electric service within the City limits.

To remain competitive and to serve present and future demands for electric service, the City will expand the electric system in a logical manner to reliably deliver energy to its customers and will acquire new energy resources as needed to meet customer energy needs.

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**GOAL PF7**  
**PROVIDE SAFE, RELIABLE, COMPETITIVELY**  
**PRICED ELECTRICITY FOR EXISTING AND**  
**FUTURE CITY ELECTRIC CUSTOMERS.**

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### **Policies to achieve this goal are to:**

- PF7A. Periodically review and update , as necessary, the City’s Electric Utility Strategic Plan to reflect industry restructuring developments and other changing conditions.
- PF7B. Continue to budget capital expenditures for buildout of the electric system. Periodically update the system plan to reflect changes in electric usage patterns, regulatory changes, changes in General Plan land use and other circumstances.
- PF7C. Require main electric distribution lines to be interconnected (looped) wherever feasible to facilitate the reliable delivery of electricity within the City.
- PF7D. Design the electric system to allow service to be provided to all electric customers in the event of a single contingency failure of a City 115kV power line, substation transformer or main 12kV feeder line (other than the failed section).
- PF7E. Regularly inspect overhead and underground electric facilities and continue established programs for systematically maintaining and replacing older electric facilities. Maximize opportunities for undergrounding 12kV distribution lines.
- PF7F. Develop a diverse energy or power supply mix that is competitive with the California market and is environmentally sensitive.

**SOLID WASTE COLLECTION AND DISPOSAL**

Solid waste generated in the Planning Area is disposed of at Shasta County's Richard W. Curry/West Central Sanitary Landfill. Under existing state permits, the landfill has sufficient capacity to accommodate the disposal of solid waste at least to the year 2017. Expansion of the facility also appears to be plausible at such time as increased capacity is warranted beyond the extent of existing permits.

Although Shasta County owns the Richard Curry Landfill, it has contracted with the City of Redding for the operation and management of the facility. This arrangement was formalized in 1988. All residential, commercial and industrial refuse in Redding is

collected by City personnel. The Anderson-Cottonwood Disposal Service provides refuse service to those portions of the Planning Area outside the City limits. The City takes over refuse collection and disposal responsibilities, as areas are annexed.

Since 1995, the City has operated its own Solid Waste Transfer Station for the transfer of City-collected residential, commercial, and industrial refuse and the transfer of self-haul public refuse. The facility also has the capability of processing materials collected by curbside recycling programs and contains a household hazardous waste drop-off/processing area, and a composting area.

Recycling efforts within the City currently focus on the collection of residential, curbside recyclables and green waste, community education, and operation of a voluntary drop-off facility at the Solid Waste Transfer/Recycling Facility. Commercial recycling programs include the collection of corrugated cardboard, bar glass, office paper, newspaper, plastic containers, and the diversion of wood and metal wastes. The Solid Waste Utility is conducting audits of businesses’ wastes to identify and divert potential recyclables from the waste stream.

Future recycling programs will include automated collection of green waste and recyclables, which could increase customer participation and waste diversion rates. With the implementation of automated collection of recyclables, the Utility may begin collecting additional recyclables, such as waste paper, junk mail, and additional plastics (Types #3 and #7).

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**GOAL PF8**

**PROVIDE FOR EFFICIENT COLLECTION AND DISPOSAL OF SOLID WASTE WHILE MAINTAINING AN ADEQUATE WASTE DISPOSAL CAPACITY.**

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**Policies to achieve this goal are to:**

- PF8A. Establish the following thresholds for solid waste collection and disposal facilities:
  - ▶ Pursue expansion of the City’s solid waste transfer station when collection activities approach 85 percent of facility capacity or additional space is needed to accommodate desired separation and recycling activities.

- PF8B. Continue to require solid waste collection service for residential, commercial and industrial uses within the incorporated area.
- PF8C. Continue to implement the City's Source Reduction and Recycling Element and expand identified programs, when feasible, in order to meet or exceed state mandated waste diversion goals.
- PF8D. Promote recycling and other measures designed to reduce the generation of solid waste.
- PF8E. Continue to work cooperatively with Shasta County to address regional issues related to solid waste disposal and waste reduction.

**STORMWATER FACILITIES**

The Redding Planning Area contains fifteen hydrologic basins. Storm drainage facilities within the City limits are operated and maintained by the City. Adjacent to incorporated cities, the responsibility resides with the County of Shasta. As new areas are annexed, the City assumes responsibility for stormwater management.

Existing storm drainage facilities consist of conventional drop inlet/storm drainage pipeline collection and conveyance systems located throughout the City. These systems typically outfall into natural ravines or tributaries to the Sacramento River where the water is ultimately discharged. Recent studies have indicated that a regional detention/retention approach to stormwater management may be the most effective strategy to accomplish adequate flood protection within the Planning Area.

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**GOAL PF9**  
**AVOID INCREASES IN EXISTING 100-YEAR FLOOD LEVELS.**

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**Policies to achieve this goal are to:**

- PF9A. Establish the following thresholds for stormwater drainage facilities:
  - ▶ Design drainage facilities to convey a 100-year storm.
  - ▶ Until adequate regional stormwater facilities are in place, utilize a policy of "no net

increase in runoff" for development projects in all drainage basins where existing development is within the 100-year floodplain.

- PF9B. Select and pursue the acquisition of sites considered appropriate for regional stormwater detention/retention facilities within the incorporated area.
- PF9C. Construct regional stormwater detention/retention basins at locations that will minimize current flooding risk.
- PF9D. Encourage Shasta County and the City of Shasta Lake to participate in the City's regional systems and/or develop a system of regional detention facilities that will complement the City's system.
- PF9E. Encourage project designs that minimize drainage concentrations and coverage by impermeable surfaces.
- PF9F. Maintain all drainage facilities, including detention basins and both natural and manmade channels, to ensure that their full carrying capacity is not impaired.

**CORPORATION YARD**

An often overlooked component of providing a variety of services is the space needed to accommodate and service the vehicles, equipment, and supplies that are utilized by various City Departments. The City's corporation yard currently houses the following types of operations:

- ▶ Public Works Field Operations (water, wastewater, streets, electricity)
- ▶ Parks maintenance.
- ▶ Fleet maintenance.
- ▶ Building maintenance.

As the City continues to grow, it must ensure that its corporation yard is adequately sized and configured to accommodate the storage, repair, and operational needs of the City.

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## GOAL PF10

**ENSURE THAT FACILITIES ARE PROVIDED TO ACCOMMODATE THE CITY'S STORAGE, REPAIR, AND OPERATIONAL NEEDS.**

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### **Policies to achieve this goal are to:**

PF10A. Prepare a strategic improvement plan for the corporation yard to address long-term needs including, but not limited to: ultimate land area, types of buildings and structures, indoor and outdoor material storage, screening, office space, and access and storage for vehicles and equipment.

### **TRANSPORTATION FACILITIES**

There are a number of modes of transportation which are utilized within a community. These include, but are not limited to: vehicular, air, transit, rail, bicycle, and pedestrian. Of these items, the most extensive and costly facilities that are provided and maintained by the City are: streets, bridges, airports, and transit facilities.

Rail service, which is provided by private companies, as well as those features designed to accommodate bicycle, pedestrian and equestrian modes are addressed as appropriate within the Transportation and Recreation Elements. Streets and highways, airports, and transit services are also addressed in the Transportation Element.

### **STREETS**

The City is responsible for ensuring the construction and maintenance of all public streets, sidewalks, bridges, bikeways, traffic signals and street signage within the incorporated City Limits. The City also maintains a variety of Caltrans facilities consistent with the terms of various cooperative agreements. Developers are either partially or totally responsible for new street construction depending on the type and location of the project. The City uses public funds to build or improve major streets when past development did not make these improvements as part of their projects.

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## GOAL PF11

**MAINTAIN, AND EXPAND WHEN NECESSARY, A STREET SYSTEM THAT ALLOWS ALL USERS TO TRAVEL SMOOTHLY AND SAFELY.**

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### **Policies to achieve this goal are to:**

PF11A. Establish the following thresholds for streets and intersections:

- ▶ Maintain a Level of Service "C" on all City roadways and intersections, except at those locations identified within the Transportation Element, where a LOS "D" is appropriate.
- ▶ Major arterials and intersections should be programmed for ultimate lane improvements five years in advance of projections showing LOS declines below adopted standards.

PF11B. Establish a program and funding mechanism to complete portions of arterials that were not constructed to ultimate lane widths in conjunction with adjacent development and now create irregular links or capacity constraints within the system.

PF11C. Reconstruct existing streets as appropriate to comply with current design standards, when funding becomes available. Such improvements may include, but are not limited to: paving, curbs, gutters, sidewalks, signage, landscaping, lighting, raised medians, bikeways and bus pullouts.

PF11D. Establish a program to conduct periodic street maintenance activities such as slurry seals, overlays, and pavement reconstruction to optimize public expenditures and level of service.

PF11E. Develop a program to establish street "plan lines" for future street extensions noted in the Transportation Element.

## **BRIDGES AND OVERCROSSINGS**

The City of Redding is fortunate to have natural features, such as the Sacramento River and its tributaries, traverse through its Planning Area. However, these features, as well as manmade features such as Interstate 5 and the Union Pacific Railroad can also create barriers to vehicular and pedestrian travel. As Redding develops, it will need to consider and pursue improvements to existing and future bridge/overcrossing facilities if desired access to growth areas and roadway Level of Service standards are to be achieved and maintained.

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### **GOAL PF12**

**ENSURE THAT BRIDGE AND OVERCROSSING IMPROVEMENTS WHICH ARE ESSENTIAL TO THE CITY'S CIRCULATION PLAN ARE PROVIDED.**

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#### **Policies to achieve this goal are to:**

PF12A. Establish the following thresholds for bridges and overcrossings:

- ▶ Pursue funding for bridge and overcrossing improvements ten years in advance of projections showing LOS declines below adopted roadway and intersection standards.
- ▶ Establish plan lines and begin any necessary right-of-way- acquisition ten years in advance of the anticipated construction of new bridge and overcrossing facilities identified within the City's Circulation Plan.

PF12B. Identify appropriate locations for grade separations at railroad crossings and pursue their construction.

PF12C. Consider the location of future bridge and overcrossing improvements when development is proposed near those areas to ensure that opportunities to construct the facilities will not be precluded in the future.

## **TRANSIT FACILITIES**

Public transportation in the Redding area is provided by the Redding Area Bus Authority (RABA), which operates both fixed route and demand response transit services. The fixed route service consists of 13 routes with individual stops at quarter-mile increments. The demand response service provides curb-to-curb transportation for individuals who, because of a mobility impairment or other limitations, are not able to use a standard fixed route system.

RABA began providing service in 1981 and through route extensions, fleet acquisition and facility upgrades, continues to meet the challenges of an expanding urban center.

One of the most significant improvements completed in recent years is Phase I of RABA's new intermodal passenger transfer facility which was constructed in Downtown Redding on the north side of Yuba Street adjacent to the Union Pacific Railroad Tracks.

Construction of Phase II is intended to consolidate regional and interstate bus lines and passenger rail service with the RABA system at a single location. The proposed facility would create a more convenient link between rail and commercial bus or public transit services.

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### **GOAL PF13**

**PROVIDE AN EFFICIENT AND RELIABLE PUBLIC TRANSIT SYSTEM THAT SERVES ALL SECTORS OF THE COMMUNITY.**

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#### **Policies to achieve this goal are to:**

PF13A. Establish the following threshold for transit-related facilities:

- ▶ Work to balance required fare box ratios with the desire to reduce headways on principal routes to one-half hour to encourage ridership.

PF13B. Complete all planned phases of the City's central intermodal transfer facility. Encourage relocation of the existing Greyhound Terminal to the RABA site.

- PF13C. Establish secondary transfer facilities at strategic locations throughout the City.
- PF13D. Pursue the establishment of Park-n-Ride facilities as appropriate throughout the community. These activities may include delineation of such facilities within under-utilized parking lots.
- PF13E. Consider utilizing impact fees to finance transit facilities and services.

**AIRPORT FACILITIES**

There are two airports located within the Planning Area. The Redding Municipal Airport, located in the southeast portion of the City, is designated as a certified airport for commercial airline operations. Benton Airpark, located close to Downtown Redding at Placer Street and Airpark Drive, is a general aviation airport which provides commercial reliever support to the Redding Municipal Airport. Both facilities are owned and operated by the City of Redding. The availability of convenient air transportation for residents and businesses is an asset to the community and can be used as a marketing tool in the City’s economic development efforts.

The 1995 Airport Master Plan outlines future improvements planned for the Redding Municipal Airport and Benton Airpark. In addition to a listing of proposed improvement projects, the Master Plan identifies estimated costs and general time frames (short-term, long-term, etc.) for installation of the improvements.

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**GOAL PF14**

**PROVIDE CONVENIENT AIRPORT SERVICES FOR THE COMMUNITY WITH MINIMAL ADVERSE IMPACTS.**

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**Policies to achieve this goal are to:**

- PF14A. Implement the Airport Master Plan and Comprehensive Land Use Plans adopted for the Redding Municipal Airport and Benton Airpark. Periodically update these documents as appropriate.
- PF14B. Continue to upgrade passenger aviation facilities, as funding becomes available, and pursue expansion of passenger aviation services.

- PF14C. Identify and pursue the acquisition of additional land area determined necessary for the protection of existing airport operations or anticipated future expansion of airport facilities.
- PF14D. Develop strategies to generate ongoing funding for general airport operations and a reserve which can be used to meet the matching fund requirements of grant funding sources.

**RECREATIONAL AND CULTURAL FACILITIES**

Recreation facilities consisting of public parks and special use facilities, as well as cultural amenities such as a civic auditoriums and libraries, are essential features which contribute to the overall quality of life within a community. The City of Redding and other public/private groups and individuals have made a commitment to providing and enhancing the quality and availability of these facilities to meet the needs of City’s residents and attract visitors to the region.

**PARKS**

Redding's parks and improved open space areas are one of the most visible and valued public amenities provided by the City. Due to the importance of park and recreation facilities, Redding's General Plan contains a Recreation Element to specifically address those facilities and programs. The Element identifies various types of parks and parkland, as well as suggested sizes for specific park types. The recommended acreage of parkland per 1,000 population is 10 acres. The Element also suggests that at least one Community Park, 40 acres in size or greater, be provided in each quadrant of the City. In order to maximize efficiencies and reduce maintenance costs, it is recommended that parks be collocated with schools whenever possible. Strategies which encourage private sector development of park facilities and improved open space are also included.

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**GOAL PF15**

**MAINTAIN A PUBLIC PARK AND RECREATION SYSTEM SUITED TO THE NEEDS OF REDDING RESIDENTS AND VISITORS.**

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**Policies to achieve this goal are to:**

- PF15A. Establish the following threshold for park facilities:

- ▶ Program park development to attain and maintain a ratio of 10 acres of developed parkland for each 1,000 residents of the City as defined in the Recreation Element.

- PF15B. Work with developers to provide public and private parks and open space (as appropriate) in new neighborhoods.
- PF15C. Program the development of a regional sports complex as the next "community park" facility to be constructed.
- PF15D. Pursue renovation of "The Plunge" and reestablish use of the facility as a community swimming pool.
- PF15E. Develop a funding mechanism to cover the cost of maintaining future parks and recreational facilities on an ongoing basis.

**LARGE AND SMALL COMMUNITY CENTERS**

Another important component of the quality of life in a community is provided by indoor recreation facilities such as large and small community centers. These facilities can be designed to provide recreational opportunities for specific segments of the community such as teens or seniors. They can also function as multi-purpose centers with very diverse users. These facilities may be "stand alone," but are often constructed within a community park facility.

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**GOAL PF16**  
**PROVIDE COMMUNITY CENTERS**  
**THROUGHOUT THE COMMUNITY TO MEET**  
**THE INDOOR RECREATION NEEDS OF A**  
**VARIETY OF USERS.**

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**Policies to achieve this goal are to:**

- PF16A. Distribute community center development equitably throughout the City based upon population densities and the demographic characteristics of the majority of nearby residents (i.e., families, the elderly, etc.) in the anticipated service area.

**REDDING CONVENTION CENTER**

The Redding Convention Center is a multipurpose

building situated in a park-like setting near the Sacramento River just off Highway 299 West. The 39,000 square foot multi-level building is designed to serve as an auditorium, convention center and exhibit hall. Moveable walls and seating are used throughout to provide adaptability to a variety of uses. The Redding Convention and Visitors Bureau was established in 1977 to help bolster the convention business for the City and increase its popularity as a tourist "destination." As a result, Redding is now a major competitor in the West Coast convention market, competing with cities such as Sacramento, Fresno, Stockton, Bakersfield, Riverside, Anaheim, Concord and Santa Rosa.

A 1997 study completed by Coopers & Lybrand has indicated that in comparison to its primary competitors, the Redding Convention Center ranks relatively low in terms of dedicated and total exhibit/multi-purpose meeting and banquet space. Based on a survey of regional and state association meeting planners and local organization representatives, it is estimated that if additional space recommendations are implemented, average annual event levels could increase from 21 to 34 events. Locating expanded facilities closer to existing hotel/motel accommodations in the Hilltop Drive area where infrastructure is already in place and access to overnight lodging facilities is improved, could be a preferred option to expanding the existing Convention Center or developing a new undeveloped site.

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**GOAL PF17**  
**ENSURE THAT CONVENTION CENTER**  
**FACILITIES CONTINUE TO MEET THE NEEDS OF**  
**REDDING RESIDENTS AND VISITORS.**

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**Policies to achieve this goal are to:**

- PF17A. Continue to explore on-site and off-site options for expansion of convention center facilities.
- PF17B. Identify a variety of sites that could accommodate proposed facility development and pursue negotiations with landowners.
- PF17C. If a viable site is identified and preliminary negotiations with landowners are successful, pursue funding and development of new off-site convention facilities.

PF17D. If construction of off-site convention facilities is determined infeasible, pursue funding for the expansion and upgrading of existing convention center facilities to ensure that Redding remains a major competitor within the West Coast market.

**DOWNTOWN IMPROVEMENTS**

Downtown Redding has historically been the commercial and cultural core of the City. Although the prominence of Downtown as a retail center declined after Interstate 5 was constructed and new shopping center development occurred in other portions of the City, it is important that investment in Downtown Redding continue to support its visual and functional role as the cultural heart of the community. Downtown Redding has a distinct character which can be perpetuated and enhanced through a number of mechanisms. In order to be successful, unique features such as a large public gathering space, streetscape and pedestrian amenities, and public parking facilities need to be provided.

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**GOAL PF18**

**PROVIDE FACILITIES AND AMENITIES THAT ENHANCE THE UNIQUE CHARACTER OF DOWNTOWN REDDING AND SUPPORT ITS ROLE AS THE HEART OF THE COMMUNITY.**

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**Policies to achieve this goal are to:**

- PF18A. Establish the following thresholds for Downtown facilities:
  - Program the development of a public parking structure(s) in Downtown Redding when existing on-street and off-street parking facilities reach 85 percent of capacity during regular business hours (8AM to 5PM) on an ongoing basis.
- PF18B. Pursue the acquisition and construction of a major public gathering space of at least 60,000 square feet in a prominent location in Downtown Redding. The space shall be designed as a public square with benches, landscape areas, and fountains/public art.
- PF18C. Program necessary storm-drainage improvements needed for the Downtown

area.

- PF18D. Identify potential locations for public parking facilities and pursue the acquisition of land as sites become available.
- PF18E. Implement the adopted Specific Plan for Downtown Redding.

**LIBRARIES**

Library services within the Planning Area are provided by Shasta County. The Main Branch of the library is located in downtown Redding at 1855 Shasta Street. Due to funding constraints, the hours of operation for library facilities have decreased substantially over the past several years. The City of Redding provides some financial assistance for the library. However, the City does not anticipate that it will become a direct provider of library services and facilities.

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**GOAL PF19**

**ADVOCATE ADEQUATE LIBRARY SERVICES TO MEET THE NEEDS OF CURRENT AND FUTURE PATRONS.**

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**Policies to achieve this goal are to:**

- PF19A. Promote the construction of new libraries or the expansion of existing facilities as required to meet the needs of the community.
- PF19B. Work with Shasta County to explore options for maintaining/increasing the number of hours that library facilities are available to the public.
- PF19C. Encourage the provision of library outreach services for residents who are unable to visit library facilities.

**FUNDING**

One of the most important aspects of facilities and services planning is to determine the total anticipated costs of the desired facilities and services, and identify appropriate funding sources for initial construction and long-term maintenance. The following sections describe existing funding sources utilized by the City and general guidelines for future facility and services financing.

## **OVERVIEW OF CURRENT FUNDING MECHANISMS**

Redding finances many of its services and the construction of some public facilities by various methods of cash payment. One of the most well known sources of cash funding is the City's General Fund. General Fund revenues come from property taxes, sales and use taxes, intergovernmental revenues, fees, use of property and money, and other smaller sources. The bulk of General Fund expenditures are devoted to public safety, which includes police, fire and animal control. The remaining expenditures are divided among general government, public works, development services, and recreation. Most General Fund expenditures are for employee salaries, vehicles, equipment, and general operations. The General Fund also contributes to the costs associated with various public facilities, particularly maintenance. However, more of those types of expenses are now being met by Enterprise Funds and Special Revenue Funds.

Enterprise Funds are accounts that are self-supporting through user fees. These fees are used for improvements and to pay debt service on borrowed funds. There are also one-time "hook-up" fees for water and sewer service. The City has established Enterprise Funds to pay for operations and capital development costs associated with electric utilities, water utilities, wastewater utilities, solid waste operations and the storm drainage system. Enterprise Funds have also been created for Redding's airport system, the Redding Area Bus Authority and the Redding Convention Center.

Special Revenue Funds are established to account for the proceeds of legally mandated programs or resources restricted to a special purpose. Sources for these funds include parking-related revenues, Community Development Block Grant money, development impact fees, housing subsidies and transfers from special purpose state funds. The City currently maintains six Special Funds. These include: Parking, Street Maintenance, Community Development, Special Development, Housing and General.

Although cash funds are used to pay for some projects, most of the City's capital improvements are financed with borrowed money using four basic methods. One method is the sale of general obligation bonds. These bonds are paid off via a secondary property tax levied on all properties in the City.

General obligation bonds typically fund improvements to parks, libraries, schools, police and fire stations, flood control and some street projects.

A second method is the sale of Revenue Bonds. These funds come from a known income stream, such as user fees or gasoline tax. This method is typically used to finance major street, water, sewer, and electric improvements.

A third method is the formation of a community facilities district. The Mello-Roos Community Facilities Act, enacted in 1982, permits cities, counties and special districts to form community facilities districts over specifically defined areas within their jurisdictions. These districts, more widely known as "Mello-Roos districts", are special financing entities through which a local government is empowered to levy special taxes and issue bonds authorized by two-thirds of the qualified voters of the district. In the past, Mello-Roos districts have provided a viable way for the City to fund public facilities and certain services. In addition, City policy has historically required the formation of a Mello-Roos district within a proposed annexation area to make up for property tax revenues foregone by the City to receive consent for the annexation from Shasta County.

A fourth method is redevelopment. Redevelopment areas within a city are identified on the basis of need and prevalence of blighted conditions. Bonds are issued to finance public improvement projects intended to counteract the blight. These bonds are paid off by the anticipated increase in property tax revenues resulting from increased property values in redeveloped areas. The City has adopted three redevelopment areas: the SHASTEC redevelopment area, a joint project with Shasta County and Anderson, in the vicinity of the Redding Municipal Airport, the Market Street area in Downtown Redding, and the Canby-Hilltop-Cypress area in eastern Redding. Bonds sold for redevelopment in the Market Street and Canby-Hilltop-Cypress areas have financed projects such as parking structures, freeway access ramps, and waterline and drainage improvements. A fourth area is currently under consideration in north Redding. If approved, it would be known as the Buckeye redevelopment area.

Private developers also make significant contributions toward the construction of public facilities. When developers construct their projects, they are required to install street improvements along the frontage of the

property and pay fees to help finance citywide facility improvements. Developers dedicate rights-of-way for public streets and utilities, and sometimes land for parks and schools. They provide street, sidewalk and landscaping improvements. They also pay water, sewer and school fees to help finance facility expansions. Additionally, residential developers pay a fee to help finance land acquisitions and construction of public park facilities. The extent of public facility contributions by developers is generally determined by set guidelines and ordinances. On occasion, these contributions are arrived at through detailed negotiations on a case-by-case basis.

All major publicly funded facility improvements are programmed and allocated funds through the City's Capital Improvement Program (CIP). The size of the CIP fluctuates from year to year, depending on the improvements needed and the amount of money available to pay for projects. Very little General Fund money is used for CIP projects.

The City faces a variety of limitations that govern the funding of capital projects. The State of California places constitutional limits on the City concerning enhancement of revenues. Proposition 13, a constitutional amendment passed in 1978, limits the increase of property tax to 2 percent per year, although property may be reassessed when sold. More recently, Proposition 218 requires that special assessments and any future increases in those assessments receive voter approval by at least two-thirds of the affected property owners. The voters' authorization for bonds is also followed by several other checks and balances that control the expenditure of funds in the CIP. Because of these constraints, the City needs to continually look for innovative ways to fund facilities and services. In order to meet these challenges, the development of additional public/private partnerships is likely to be explored, as well as the privatization of some services.

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### **GOAL PF20**

**ACHIEVE AND MAINTAIN ADOPTED FACILITY  
AND SERVICE STANDARDS THROUGH THE USE  
OF EQUITABLE FUNDING METHODS AND  
INNOVATIVE STRATEGIES.**

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**Policies to achieve this goal are to:**

- PF20A. Determine the demand for new public facilities created by new development as compared to the demand for new facilities created by the community as a whole. Based on the results, determine the "fair share" of the financial contributions that are appropriate for both the community at large and new development.
- PF20B. Prepare an updated impact fee ordinance that requires new development to pay its "fair share" of the cost to build needed public facility improvements. Facilities to be considered include, but are not limited to: public safety, parks, streets and intersections, water treatment and distribution, sewage collection and wastewater treatment, storm drainage, transit, and electric facilities.
- PF20C. Where appropriate, distribute the responsibility to pay for new public facilities between existing and future development based on their respective demands on the system.
- PF20D. Identify and pursue alternative funding sources that can be used for: capital improvement project construction, staffing and ongoing maintenance of public improvements. Expand the search for grant funding.
- PF20E. Require the preparation of a fiscal impact analysis for all specific plans or significant general plan land use amendments and annexations. The analysis will examine the fiscal impacts on the City and other service providers that result from large scale development. The fiscal analysis shall project a positive fiscal impact from new development or include mechanisms to fund projected fiscal deficits. Exceptions may be made when new development generates significant public benefits (e.g., low-income housing, primary-wage-earner employment) and when alternative sources of funding can be obtained to offset foregone revenues.