



Technical Memorandum

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Project Name	Redding Riverfront Specific Plan (RRSP)		
Subject	City Utilities Planning Assessment		

1. Introduction

This memorandum contains utility facility descriptions designed to support infill, redevelopment, and smart growth strategies, and to assist the City with decisions related to planning and construction of new or upgraded utility facilities in the RRSP area. The location, size, and timing of needed improvements are directly related to the land use patterns and service level standards desired by the City.

Significant changes in land use types, locations, or intensities can have a direct impact on utility planning. When changes in land use are considered, the impacts on existing and planned utilities should also be assessed and considered as part of the land use change decision-making process. In addition to adequate planning and implementation of new utility facilities, the funding strategies for the utilities will need to be updated to pay for the utilities without creating an undue burden on the City, developers, City residents, and businesses.

Topics addressed in this memorandum, include:

- Domestic Water
- Domestic Wastewater
- Municipal Electric
- Stormwater Conveyance

2. General Plan 2024 Goals and Policies

The City Council approved “General Plan 2024” on March 26, 2024. General Plan 2024 provides a comprehensive document that outlines the long-term vision and polices for the City’s growth and development.

General Plan 2024 was built upon the premise that growth and development are desirable, with numerous polices provided to help preserve the sense of community by minimizing negative impacts.

2.1 Establishing and Maintaining Service Levels

General Plan 2024 includes the following goals in the Public Facilities and Services Element (Those directly applicable to utility facilities, specifically establishing and maintaining service levels, are listed below):

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Goal PF1: Ensure that adequate public services and facilities are available to support development in an efficient and orderly manner.

PF1A - Require all new development, including major modifications to existing development, construct necessary on-site infrastructure to serve the project in accordance with the City standards.

PF1B - Require all new development, including major modifications to existing development, to construct or provide a fair share contribution toward the construction of any off-site improvements as appropriate to offset project impacts and/or support the project, ensuring that established service levels are maintained.

PF1C - When reviewing applications for land use designation changes (i.e. zone change, General Plan Amendment, Specific Plan), the City may require that a thorough analysis of the impacts of the proposed changes on the City's infrastructure system be provided and that mitigation be required 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 expensive retrofitting to the extent feasible.

PF1F - Utilize reimbursement agreements, as reasonably available and 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 - Consider prioritizing development through incentives in infill priority areas with readily available infrastructure capacity and services.

PF1H - Encourage clustering of development to maximize the use and efficiency of available infrastructure and facilities.

PF1I - Update and adopt as necessary the City's Capital Improvement Plan (CIP) to prioritize funding for public works projects in accordance with the General Plan.

PF1J - Ensure that the considerable public investment made in existing and new utility and street infrastructure is reliable and meets the existing and projected service demands.

2.2 Fire Protection Discussion

Fire protection within the RRSP area is provided by three primary agencies: Redding Fire Department (RFD), California Department of Forestry and Fire Protection (CAL FIRE), and the Shasta County Fire Department (SCFD). The Redding Fire Department has the primary responsibility for providing fire protection within the City limits. A Mutual Threat Zone (MTZ) is in effect with CAL FIRE for vehicle accidents 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. Under this agreement, the Redding Fire Department responds within a one-mile fringe area surrounding the City and to county islands, while the Shasta County Fire Department responds to a small geographic area on the east side of the City.

As just one element of effective fire protection, an adequate water supply is required. General Plan 2024 includes the following goals in the Public Facilities and Services Element (Those directly applicable to utility facilities, specifically water for fire suppression, are listed below):

Goal PF3: Ensure adequate fire protection and emergency medical response for residents and businesses in the community.

PF3D - Implement the California Building Code and any local ordinances to protect life, control fire losses and fire protection costs through the use of automatic suppression systems. Adequate water supplies to construct fire suppression infrastructure as necessary should be available.

PF3F - Ensure, through development review, that projects adequately address on-site fire safety and protection and comply with applicable fire and building codes.

2.3 Domestic Water Discussion

Water service within the RRSP area is provided by the City. The City has three primary sources of water to supply its municipal water system:

- Surface water drawn from the Sacramento River. This source constitutes approximately 50 percent of the City's total supply.
- Surface water drawn from Whiskeytown Lake via the Spring Creek Conduit. This source constitutes approximately 20 percent of the City's total supply.
- Wells located in the Enterprise area provide approximately 28 percent of the City's total supply. Wells located in the Cascade system located in south central Redding provide approximately 2 percent of the City's total supply.

Options for meeting anticipated water demand associated with buildout of the General Plan include but are not limited to:

- Drilling additional wells.
- Conservation measures.
- Transfer agreements with other agencies.
- Treatment and utilization of reclaimed water.
- Implementation of Model Water Efficient Landscape Ordinance (MWELo) policies, which require new developments to install landscape with low water requirements.

An adequate water supply, including drawing the water, treatment, and distribution is required. General Plan 2024 includes the following goals in the Public Facilities and Services Element (Those directly applicable to utility facilities, specifically domestic water, are listed below):

Goal PF4: Maintain an adequate level of service in the City's water system to meet existing and future needs.

PF4A - Adhere to the following thresholds for water services and facilities to the extent feasible:

- Program planned expansion activities, when demand at an existing treatment plant reaches within 10 percent of 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.

PF4B - Work to develop and maintain a regular program for systematically replacing deteriorated or deficient water pipes. Seek funding as appropriate.

PF4C - Require water distribution systems to be interconnected ("looped") wherever feasible to facilitate the reliable delivery of water anywhere in the City.

PF4D - Consider being actively involved in surface water adjudication which could have a negative impact on the City's water rights and/or allocation.

PF4E - As reasonably necessary, update the City's Water Master Plan to reflect changes to the General Plan, General Plan Diagram, water use pattern changes, supply, regulatory changes, or other circumstances.

PF4F - Maintain, to the extent feasible, adequate water supply during emergencies.

PF4G - Consider implementation of water conservation strategies and programs and provide incentives to developments that adopt efficiency measures for water use. Continue to require the use of water-efficient landscaping including drought-tolerant and native plants in all new development.

PF4H - Collaborate with appropriate agencies to provide education and outreach campaigns on the importance of water conservation where feasible.

2.4 Domestic Wastewater Discussion

Wastewater service within the RRSP area is provided by the City. The City uses a network of collection pipes, pump (lift) stations, and two wastewater treatment plants to serve the City.

An adequate wastewater system, including collection, conveyance, and treatment is required. General Plan 2024 includes the following goals in the Public Facilities and Services Element (Those directly applicable to utility facilities, specifically wastewater, are listed below):

Goal PF5: Maintain an adequate level of service in the City's sewage collection and treatment system to meet existing and future needs.

PF5A - Adhere to the following thresholds for sewer facilities to the extent feasible.

- 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 of capacity based on dry weather flows on an ongoing basis.
- Periodically review and update the Wastewater Utility Masterplan to guide long-range planning, design, and development of the wastewater system infrastructure.

PF5B - Monitor the operation of the sewage collection and treatment system to determine when upgrading or expansion of the system is necessary to serve development demands.

PF5C - Work to develop and implement a regular program for replacing and upgrading deteriorated and undersized sewer lines to reduce inflow and infiltration into the system.

PF5D - Dispose of wastewater biosolids through appropriate techniques consistent with standard industry practices, as permitted by the California Regional Water Quality Control Board and other approving/regulatory bodies.

PF5E - Consider investigating the feasibility of utilizing reclaimed water through environmentally sustainable practices. Work to develop a market and the ability to deliver reclaimed water for identified uses as appropriate.

2.5 Electric Utility Discussion

Electric service within the RRSP area is provided by the City. As a California municipal corporation, the City's Redding Electric Utility (REU) owns, operates, and maintains power generation facilities, transmission facilities, distribution systems, and customer connections within the City limits. REU also provides the City's street lighting within the public road right of way.

An adequate electric utility system, including power generation, transmission, distribution, and customer connections is required. General Plan 2024 includes the following goals in the Public Facilities and Services Element (Those directly applicable to utility facilities, specifically electric services, are listed below):

Goal PF6: Meet the clean energy mandates while balancing reliability, safety, and affordability for existing and future electric utility customers.

PF6A - Periodically review and update, as necessary, the City's Electric Utility Strategic Plan to reflect industry restructuring developments and other changing conditions.

PF6B - Continue to budget capital expenditures for the repair and expansion of the electric system. Periodically update the Capital Improvement Plan to reflect changes in electric usage patterns,

regulatory changes, changes in General Plan land use, and other circumstances, including emerging technologies.

PF6C - Consider requiring that main 12kV distribution lines be interconnected (looped) wherever feasible to reduce outage times while repairs are made, and provide reliable delivery of electricity within the City.

PF6D - Work to design the electric system to allow service to be provided to groups of 30 or more electric customers in the event of a single contingency failure of a City 115kV power line, substation transformer, or main 12kV distribution line (other than the failed section), to the extent feasible.

PF6E - Inspect overhead and underground electric facilities as necessary and continue establishing programs for systematically maintaining and replacing older electric facilities nearing end-of-life. Work to maximize opportunities for undergrounding existing overhead 12kV distribution lines.

PF6F - Work to design the electrical system to automatically isolate small areas local to the fault when in high fire danger zones where feasible.

PF6G - Update the City's Integrated Resource Plan as appropriate to ensure the utility's resource portfolio meets clean energy mandates and provides a high level of reliability through a diverse power supply mix.

PF6H - Assess and pursue upgrades, as appropriate, to the City's transmission and distribution system to accommodate increased customer demand.

2.6 Stormwater Conveyance Discussion

Stormwater conveyance facilities within the RRSP area are provided by the City. Existing storm drainage facilities consist of conventional drop inlet/storm drainage pipeline collection and conveyance systems located throughout the RRSP area. These systems typically outfall into natural ravines or tributaries to the Sacramento River where the water is ultimately discharged. To accomplish adequate flood protection, individual and development-based detention and retention is the current approach used by the City.

Adequate stormwater collection and conveyance is required. General Plan 2024 includes the following goals in the Public Facilities and Services Element (Those directly applicable to utility facilities, specifically stormwater facilities, are listed below):

Goal PF8: Avoid increases in existing 100-year flood levels.

PF8A - Adhere to the following thresholds for stormwater drainage facilities to the extent feasible:

- Design drainage facilities to convey a 100-year storm.
- Until adequate stormwater facilities are in place, utilize a policy of "no net increase in runoff" for development projects in all drainage basins.

PF8B - Work toward constructing stormwater detention/retention basins at strategic locations to minimize current flooding risk. Select and pursue the acquisition of sites considered appropriate for such facilities as funding permits.

PF8D - Encourage project designs that minimize drainage concentrations and coverage by impermeable surfaces.

PF8E - As resources allow, maintain all drainage facilities, including detention basins and both natural and manmade channels, to ensure that their full carrying capacity is not impaired.

PF8F - Encourage the use of green infrastructure design and Low Impact Development techniques for stormwater facilities.

2.7 City Utilities Funding Discussion

Domestic water, domestic wastewater, municipal electric, and stormwater conveyance, within the RRSP area, are provided by the City. 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 water utilities, wastewater utilities, electric utilities, and the storm drainage system.

Although cash funds are used to pay for some projects, many of the City’s capital improvements are financed with borrowed money using three basic methods.

- Sale of General Obligation Bonds.
- Sale of Revenue Bonds.
- Formation of various funding districts.

Private developers also make significant contributions toward the construction of public utilities. When developers construct their projects, they are required to install street and utility improvements along the frontage of the property and pay fees to help finance citywide utility facility improvements. Developers dedicate rights-of-way for public streets and utilities. The extent of public facility contributions by developers is generally determined by set guidelines and ordinances. On occasion, certain ad-hoc 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. For example, California Propositions 218 and 26 place limitations on special assessments and fees. 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 ongoing use of public/private partnerships is desirable.

Adequate funding for City utilities is required. General Plan 2024 includes the following goals in the Public Facilities and Services Element (Those directly applicable to utility facilities, specifically funding, are listed below):

Goal PF14: Achieve and maintain adopted facility and service standards through the use of equitable funding methods and innovative strategies.

PF14A - Through nexus studies, 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 is appropriate for both the community at large and new development.

PF14B - Update as necessary the ordinance for Development Impact Fees that obligates new development to pay its “fair share” of the cost to build needed public facility improvements.

PF14C - Where appropriate, distribute the responsibility to pay for new public facilities between existing and future development based on their respective demands on the system.

PF14D - Continue to identify and pursue alternative funding sources that can be used for capital improvement project construction, staffing and ongoing maintenance of public improvements. Endeavor to expand the search for grant funding.

PF14E - As appropriate, request 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 for 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.

3. Existing City Utility Master Plans

The City prepares comprehensive evaluations and master plans to meet anticipated utility needs, provide redundancies to reduce risks, replace aging facilities, and address operations and maintenance needs. The goal of the master plans is to assist and guide the City with decision-making, and budgeting for the management and development of its infrastructure for the foreseeable future.

3.1 Water Utility Master Plan 2023

The City published Water Utility Master Plan, July 2023 (Master Plan). The City's water system is divided into management zones, with the RRSP area being in the Foothill Zone.

The Master Plan addresses water system demands and water supplies. The Master Plan provides a detailed evaluation of water supplies, treatment, storage, distribution piping, pump stations, valve stations and fire suppression. The Master Plan identifies capital improvements through year 2040 to meet the requirements of the City.

Within or directly impacting the RRSP area, the following generalized list of future capital improvements is summarized:

- Complete replacement of Pump House 1
- Upgrades to the Foothill water treatment plant
- Communication and control (SCADA) upgrades
- Reservoir rehabilitations
- Ongoing programmatic replacement of aged facilities
- Conveyance interties and upsizing
- Valve station replacements and upsizing

The capital improvements within the Master Plan are projected to meet the land uses shown in General Plan 2024, through year 2040. An analysis beyond year 2040 is not included in the Master Plan.

3.1.1 Northern Area of RRSP

The Northern Area is served by two 12" distribution lines that source water from lines in the Butte Street and Park Marina Drive corridors. The two 12" lines cross under Highway 44 and serve a single 12" line that goes on to serve the Convention Center, Rodeo Grounds, Sheraton Hotel, and Turtle Bay Exploration Park.

Significant changes in proposed land uses in the RRSP area may necessitate an amendment or an early update to the Master Plan:

- One such improvement would be to provide a water line intertie to either Continental Street to the west or to North Market Street to the north. Each of the intertie options should be considered based on proposed land uses and the development of other infrastructure, such as road, bridge and trail connections to the Northern Area.
- An additional improvement would be to provide internal interties that would allow for much of the Northern Area to be served by either of the 12" lines that cross under Highway 44
- It should be noted that large auditoriums have the highest fire-flow requirements and that renovations, modifications, expansions, or replacements of the existing civic center could necessitate upsizing water lines as well as the potential intertie to North Market Street.

3.1.2 Southern Area of RRSP

The Southern Area is served by a network of water lines that range from 6" to 12" with a fairly well-developed network that provides redundancy with looping lines.

Significant changes in proposed land uses in the RRSP may necessitate an amendment or an early update to the Master Plan:

- Improvements may include increasing line sizes at bottlenecks or parallel lines.

3.2 Wastewater Utility Master Plan 2022

The City published Wastewater Utility Master Plan, July 2022 (Master Plan). The City's Clear Creek Sewer Zone and the Clear Creek Wastewater Treatment Plant serves the RRSP area.

The Master Plan addresses collection and treatment. The Master Plan provides a detailed evaluation of wastewater collection, pumping, and treatment. The Master Plan identifies capital improvements through year 2032 to meet the requirements of the City.

In addition to collection piping, the RRSP area includes:

- Public lift stations at Auditorium Drive and Locust Street
- Private lift station serving the Sheraton Hotel and the Turtle Bay Exploration Park
- A trunk line that serves areas north of the Northern Planning area (and north of the Sacramento River) that crosses the Sacramento River and traverses both the Northern and Southern Planning areas

Within or directly impacting the RRSP area, the following generalized list of future capital improvements is summarized:

- Increase capacity at Westside Interceptor (near the Clear Creek treatment plant)
- Inflow and infiltration reduction projects
- Ongoing programmatic replacement of aged facilities
- Treatment plant upgrades to treat biosolids to reduce the amount disposed of at landfills

The capital improvements within the Master Plan are projected to meet the land uses shown in General Plan 2024, through year 2032. An analysis beyond year 2032 is not included in the Master Plan.

3.2.1 Northern Area of RRSP

As described above, the Northern Area of the RRSP has all of the following components:

- Public lift station at Auditorium Drive, near the Rodeo grounds
- Private lift station serving the Sheraton Hotel and the Turtle Bay Exploration Park
- A trunk line that serves areas north of the Northern Planning area (and north of the Sacramento River) that crosses the Sacramento River and traverses both the Northern and Southern Planning areas
- Collection lines that serve all existing development
- Lengthy private lines that serve the Sheraton Hotel and Turtle Bay Exploration Park

Significant changes in proposed land uses in the RRSP area may necessitate an amendment or an early update to the Master Plan, that could include:

- Public and private collection lines to serve new development and redevelopment. These lines would be sized and located at the time of development.
- Modifications to the existing private lift station and/or additional private lift station(s)
- An evaluation of the capacity of the existing Auditorium Drive lift station

3.2.2 Southern Area of RRSP

As described above, the Southern Area of the RRSP has all of the following components:

- Public lift station at Locust Street, between Athens Avenue and Park Marina Drive
- A trunk line that serves areas north of the Northern Planning area (and north of the Sacramento River) that traverses the Northern and Southern Planning areas, and ultimately traverses southerly to the Clear Creek Wastewater Treatment Plant
- Collection lines that serve all existing development
- Lengthy private lines that serve the Village Drive area development
- Small private lift stations that serve individual commercial developments, between Park Marina Drive and the Sacramento River

Significant changes in proposed land uses in the RRSP area may necessitate an amendment or an early update to the Master Plan, that could include:

- Public and private collection lines to serve new development and redevelopment. These lines would be sized and located at the time of development.
- New and/or modified private lift stations to serve new development
- An evaluation of the capacity of the existing Locust Street lift station

3.3 Electric Utility Integrated Resource Plan 2023

The City approved the Electric Utility Integrated Resource Plan in November 2023 (IRP). The IRP outlines how the City will meet clean energy requirements over the next 20 years. The Clean Energy and Pollution Act of 2015 (SB 350) established new clean energy, clean air, and greenhouse gas (GHG) reduction goals, as well as IRP development, adoption, and update requirements for any publicly-owned utility with an average load greater than 700 Gigawatt-hour (GWh). SB 350 was superseded by SB 100, with clean energy requirements expanded to include other mandates, targets, and standards, as noted in the IRP.

The IRP provides:

- Demand forecasts for both transportation and land development. The forecasts aim to capture the anticipated increase in electric demand due to the transition from away from internal combustion engines, and natural gas appliances, to electric
- A transmission system assessment to ensure stability and reliability of the City's transmission and distribution facilities

The result of the assessments and forecasts in the IRP is a list of potential upgrades, changes and mitigations that may be necessary to meet both land development growth and the transition to electric resources.

The 20-year electric demand forecasts the annual customer demand to increase by 55 percent.

A large portion of the electric infrastructure was constructed from the 1950's to the 1980's to serve loads with 12.47 kV, 3-wire overhead service. The distribution infrastructure has since been periodically expanded, updated, and modernized. In 2022, service within the City was 99.997 available.

The IRP identifies potential improvements for the 20-year planning period to meet the requirements of the City. Within or directly impacting the RRSP area, the following generalized list of future improvements are summarized:

- Replacing aging underground cables
- Upgrading aging circuit breakers and circuit switchers at substations
- Substation projects that enhance safety and security
- Adding automatic shut off switches (reclosers) to mitigate fire hazards

The potential improvements within the IRP are projected to meet the land uses shown in General Plan 2024, through year 2043 (the 20-year planning horizon in the IRP). Significant changes in proposed land uses in the RRSP area may necessitate an amendment or an early update to the IRP, that could include:

- New or upgraded distribution facilities

3.4 Storm Drain Conveyance Planning

The City has not prepared a City-wide storm drain conveyance analysis or report in many years. The current approach by the City is to minimize the need for new or upsized trunklines by implementation of the following strategies:

- Require new developments to provide stormwater runoff peak flow attenuation. An exception to this policy is granted when a new development adjoins the Sacramento River.
- Require new developments and redevelopment to provide stormwater quality treatment. Treatment facilities often serve to attenuate the quantity of runoff.

By implementing the above strategies, the need for new truck-lines will be a minimum.

Within the RRSP area, there are approximately 15 storm drain outfalls directly, or nearly directly, into the Sacramento River. In addition, there are large areas, especially in the Northern Planning area that sheet flow into lagoon and riparian areas before flowing into the Sacramento River.

There are two major conveyances within the RRSP area:

- The Anderson-Cottonwood Irrigation District (ACID) Canal not only conveys irrigation water but also receives and conveys stormwater runoff. City and Caltrans storm drains directly discharge into the canal at the following locations:
 - South Street
 - Highway 44 near Butte Street
- Calaboose Creek. This urban stream is a combination of an open channel and storm drain structures. The creek discharges into the Sacramento River near the Cypress Avenue Bridge.

As noted in Section 2.6, to accomplish adequate flood protection, the individual and development-based detention/retention approach currently is used, including a policy of “no net increase in runoff” for development projects in all drainage basins. The City will work toward a regional detention/retention approach (at strategic locations), as funding permits.

New developments in the RRSP area will require engineered stormwater collection and conveyance systems, along with stormwater runoff peak flow attenuation and stormwater quality treatment, at the project implementation stages.

4. Summary

Significant changes in land use types, locations, or intensities can have a direct impact on utility planning. To support growth and development in the RRSP area, new or upgraded utility facilities may be needed.

General Plan 2024 supports growth and development and includes goals to ensure that existing service and facility standards are maintained and/or improved. Goals include, but are not limited to, a number of developer on-site and off-site facility requirements.

Significant land use changes in the RRSP area may necessitate an amendment or an early update to existing city utility master plans (e.g., water utility, wastewater utility, and electric utility), to assess new or upgraded utility facilities. For storm drain conveyance, regional detention/retention at strategic locations may be necessitated to offset development-based detention/retention.

New or upgraded utility facilities also may require funding. Although Enterprise Funds pay for capital projects for water utilities, wastewater utilities, electric utilities, and the storm drain system, innovative funding, including the ongoing use of public/private partnerships and grant funds, is desired.