



July 19, 2017
NVTA Agenda Item 11.3
Continued From: New
Action Requested: **APPROVE**

NAPA VALLEY TRANSPORTATION AUTHORITY Board Agenda Letter

TO: Board of Directors
FROM: Kate Miller, Executive Director
REPORT BY: Kate Miller, Executive Director
(707) 259-8634 / Email: kmiller@nvta.ca.gov
SUBJECT: Napa County Grand Jury 2016-2017 June 22, 2017 Final Report
Napa Valley Transportation Authority Vision 2040 Plan and
Proposed Napa Valley Transportation Authority (NVTA) Responses

RECOMMENDATION

That the Napa Valley Transportation Authority (NVTA) Board receive the Napa County Grand Jury 2016-2017 June 22, 2017 Final Report Napa Valley Transportation Authority Vision 2040 Plan (Attachment 1) with discussion and possible action to authorize (1) the proposed NVTA Board response letter (Attachment 2), and (2) the proposed NVTA Executive Director response letter (Attachment 3).

COMMITTEE RECOMMENDATION

None

EXECUTIVE SUMMARY

The Napa County Grand Jury published the report included as Attachment 1 titled, Napa Valley Transportation Authority Vision 2040 Plan dated June 22, 2017. The Board is required to respond to the Findings and Recommendations within 90 days (by September 24). The Grand Jury requested three separate responses 1) from the NVTA Board, 2) from the Napa County Board of Supervisors, and 3) from the NVTA Executive Director. Attachment 2 is the proposed NVTA Board response. Attachment 3 is the proposed NVTA Executive Director response.

PROCEDURAL REQUIREMENTS

1. Staff Report
2. Public Comment
3. Motion, Second, Discussion and Vote

FISCAL IMPACT

Is there a Fiscal Impact? No.

CEQA REQUIREMENTS

ENVIRONMENTAL DETERMINATION: The proposed action is not a project as defined by 14 California Code of Regulations 15378 (California Environmental Quality Act (CEQA) Guidelines) and therefore CEQA is not applicable.

BACKGROUND AND DISCUSSION

The Napa County Grand Jury's findings have been published in the report Napa Valley Transportation Authority Vision 2040 Plan dated June 22, 2017 (Attachment 1).

The report makes findings and recommendations about the Vision 2040 Moving Napa Forward Plan, NVTA's long range countywide transportation plan. NVTA staff concurs with a number of the Grand Jury's recommendations, some of which have already been implemented. The attached letter from NVTA Executive Director further clarifies information included in the Introduction and Findings sections of the report and offers explanations for rejecting several of the recommendations.

A copy of the Board of Supervisors response letter will be distributed once it is approved by the Board of Supervisors.

SUPPORTING DOCUMENTS

- Attachments:
- (1) Napa County Grand Jury 2016-2017 June 22, 2017 Final Report
Napa Valley Transportation Authority Vision 2040 Plan:
Management & Ridership for the Future
 - (2) July 19, 2017 Proposed NVTA Board Response Letter
 - (3) July 19, 2017 Proposed NVTA Executive Director Response Letter



NAPA COUNTY GRAND JURY 2016-2017

June 22, 2017

FINAL REPORT

NAPA VALLEY TRANSPORTATION AGENCY VISION 2040 PLAN

*County Traffic Problems Need a Comprehensive Plan
with Measurable Results*

NAPA VALLEY TRANSPORTATION AGENCY VISION 2040 PLAN

County Traffic Problems Need a Comprehensive Plan with Measurable Results

SUMMARY

The Napa Valley Transportation Authority (NVTA) is responsible for providing a realistic and executable traffic management plan for the county. Published in 2015, the NVTA Vision 2040 (V2040) transportation plan is not a comprehensive plan, nor does it contain measurable goals by which progress can be monitored. This 400+ page document should be the guide for planning and funding of Napa County transportation needs for the next 25 years, but it does neither.

The Grand Jury found that the V2040 proposed highway improvements list, bike lanes, and new buses are inadequate to truly solve Napa County's traffic congestion problems. Moreover, their long list of proposed improvements can't be fully executed due to a shortfall in funding. The Jury also found that the NVTA has no way to measure annual traffic congestion relief. Specifically, neither the NVTA Board nor the public has a way of determining progress toward the NVTA stated goals.

The Grand Jury recommends that the Board of Supervisors form a multidisciplinary task force to support the NVTA in developing a true "Transportation Vision." This task force should seek innovative sources of funding along with developing goals that are actionable and outcomes that are measurable.

Napa County residents require solutions to traffic congestion and the participation of their government officials working together, including the Board of Supervisors, City mayors, NVTA Board members, and the County representative on the Metropolitan Transportation Commission (MTC).

The NVTA Board needs to require accountability for new thinking on integrated transportation solutions and find new and innovative sources of funding. Future expenditures should be based on quantifiable goals and measurable results.

GLOSSARY:

CMA - Congestion Management Agency

GHG - Greenhouse Gas Emissions

JPA - Joint Powers Authority

MTC - Metropolitan Transportation Commission

MTC Plan 2040 - Metropolitan Transportation Commissions' Transportation Management Plan;
<http://2040.planbayarea.org/>

NCTPA – Napa County Transportation Planning Agency (name for NVTA prior to 2016).

NVTA - Napa Valley Transportation Authority

TDM - Travel Demand Management

V2040 - Vision 2040; Napa County transportation management plan;
<http://www.nvta.ca.gov/countywide-plan-vision-2040>)

VMT - Vehicle Miles Traveled

BACKGROUND

NVTA Operational Responsibilities

The NVTA is the transportation planning agency for all six governmental jurisdictions (the County and five cities) within Napa County. They are also the County's designated Congestion Management Agency (CMA), and therefore are responsible for preparing and implementing congestion management programs. Their primary responsibilities are the planning and implementation of Federal and State Fund Programming and Transportation and Housing Planning. In addition, they are the Transportation Tax Authority for the County, as well as the Public Transit Provider, which includes the VINE bus service and the On Demand/ADA Shuttle Service.

Vision 2040 Plan

The State of California and MTC mandate that all traffic congestion agencies develop a 25-year transportation plan to solve traffic issues. V2040 was adopted in September 2015. The plan's stated goals are to:

1. Serve the transportation needs of the entire community regardless of age, income or ability.
2. Improve system safety in order to support all modes and serve all users.
3. Use taxpayer dollars efficiently.
4. Support Napa County's economic vitality.
5. Minimize the energy and other resources required to move people and goods.
6. Prioritize the maintenance and rehabilitation of the existing system.

Challenges to Napa County Transportation as described in the Vision 2040 Document

In examining how Napa County can increase funding and reduce traffic, V2040 outlines these findings and conclusions:

- Due to increased population and a growing economy, traffic congestion is projected to worsen over the next 25 years.
- Funding sources for transportation have dropped significantly resulting in severe limitations on both new projects and on simply maintaining existing infrastructure.
- Continuing limitations on funding points to the need for alternative methods of managing traffic through better road design and intelligent transportation systems.

- Napa County needs both maintenance and infrastructure expansion and will have to carefully balance how funds for maintenance and expansion are apportioned.

Traffic Congestion Trends

As reported in V2040, traffic congestion in Napa County continues to worsen. Most of this is due to the creation of new jobs as a result of a vibrant tourism industry. Extreme traffic congestion has the potential to threaten the livelihood of Napa’s tourism business, along with diminishing the quality of life for all County residents.

In the past 10 years, Napa tourism has grown and so has traffic congestion. Currently, traffic problems are not primarily the result of tourism but of commuters who work in the wine or hospitality business. While County leaders support the economic engine of tourism, they have not always committed to solving the problem of lack of affordable housing, which is directly related to traffic congestion.

- In 2016, Napa Valley's visitor industry generated \$80.3 million in tax revenues for government entities in Napa County, which is an increase of 25 percent over the \$64.2 million in tax revenues generated in 2014.¹ Taxes directly generated by the visitor industry include revenues from the transient occupancy tax (hotel tax), sales taxes, and property and transfer taxes paid on lodging facilities.
- The tourism industry supports an estimated 13,437 jobs, with a combined payroll of \$387 million².

Currently, there are about 71,000 jobs in Napa County and 55,000 housing units. The cost of housing (relatively high cost) and the nature of employment (relatively low wages) in the county, results in many Napa workers having to find more affordable housing elsewhere. A household needs to earn \$95,000 per year to purchase a median-priced home for \$606,000. In 2014, the annual median income of Napa’s workforce was \$38,168.³ Increased housing demand and income mismatch will continue to result in more commuter vehicle miles traveled and more congestion on Napa’s roads.

If projections are accurate, this could result in 30,000 workers commuting into Napa each day by 2040 (a 45 % increase over today) and an additional 2,000 outbound-commuters, or a total of 16,000 daily trips entering and leaving the county.

Transportation Funding Trends and Challenges

The transportation funding from Federal and State government sources are shrinking for the NVT. The V2040 project list is only 60 percent funded (\$1.1 billion out of \$1.9 billion). There is simply not enough money from traditional sources to solve our traffic problems through executing a “wish list” of construction projects.

The Measure T half cent sales tax (starting July 1, 2018) will provide some funding, mostly for street maintenance. The estimated revenue is \$12 million per year to be divided among Napa County and its five cities. With the reduction of gas prices in recent years, increases in fuel

¹ Visit Napa Valley 2016 research report.

² Ibid.

³ V2040 Fehr & Peers Travel Behavior Study, December 2014.

efficiency and the growing number of electric vehicles, the revenue from the gas tax will continue to decrease.

The net result is that NVRTA needs to find other ways for Napa to self-fund transportation solutions.

METHODOLOGY

Interviews

The Grand Jury interviewed:

- NVRTA staff
- NVRTA Board members
- NVRTA Technical Advisory Committee members
- Napa Valley Vintners
- Visit Napa Valley staff
- Sonoma County Transportation Authority (SCTA) staff
- Wine and Tourism Market Research experts

Documents Reviewed

- NVRTA's *Vision 2040 Moving Napa Forward*, including:
 - The report's 12 white papers and reports
 - Fehr & Peers Transportation Consultants' *Travel Behavior Study*, conducted in 2013-2014
 - The nine-page *Public Comments* section
- SCTA's transportation plan, *Moving Forward 2040*
- MTC's Vision Plan, *Plan Bay Area 2040 Draft released April 3, 2017*
- Organization charts – NVRTA staff and NVRTA Board
- *Silicon Valley Bank –State of the Wine Industry Report – 2016*
- *Visit Napa Valley in-market research survey -2014*
- Newspaper articles concerning traffic issues in the *Napa Valley Register*, *American Canyon Eagle*, *San Francisco Chronicle*, and *L.A Times*.
- *What Do We Know Now About Napa Transportation?* - by Barbara Insel
Stonebridge Research Group LLC, October 29, 2015

Internet Searches

- NVRTA website; <http://www.nvta.ca.gov/countywide-plan-vision-2040> . (Accessed as of June 15, 2017).
- Metropolitan Transportation Commission; <http://mtc.ca.gov/> and The MTC Vital Signs measurements; <http://mtc.ca.gov/tools-resources/vital-signs> . (Accessed as of April 2017).

NVTA Board Meetings

- Numerous, including NVTA Board retreat March 15, 2017 at Mont La Salle, Napa CA.

DISCUSSION

Vision 2040 was developed over a two-year time period at a cost in excess of \$250,000. However, the Grand Jury found that this time and expense did not result in an actionable plan to measure and solve traffic congestion. The Grand Jury found the most interesting assessments and impactful ideas in the report came from the *Public Comments* section in the last nine pages of this lengthy report.

The first was from the Napa County Farm Bureau, which stated:

1. There is no clear vision, priorities, or performance measures that lead to direction of future investments.
2. Preliminary modeling results do not show improvements to the proposed transportation plans.

The second was from the V2040 Citizens Advisory Committee (CAC). This committee offered the following recommendations:

1. Remove barriers to rail transit.
2. Build infrastructure for active transportation (walkers and bikers) especially in Napa and American Canyon.
3. Add new Park & Ride lots and shuttles.
4. Invite and advocate for new technology.
5. Connect to affordable housing.

The CAC produced a matrix chart ranked for how to prioritize their various recommendations to reduce traffic congestion (see Appendix A). The NVTA saw value in the work of the CAC and decided in June 2016 to continue the CAC because it wanted community input. However, as of June 2017, only 10 of the 19 CAC volunteer positions are filled.⁴

Studies, Studies, and More Studies

The V2040 report includes a 134-page countywide transportation plan, followed by nearly 300 pages of lists, projections, and copies of three other studies:

- NCTPA Community Based Transportation Plan of July 7, 2015. Napa County Priority Development Area (PDA) Investment and Growth Strategy, NCTPA, April 4, 2013
- Napa County Travel Behavior Study, Draft Survey Results and Data Analysis Report, NCTPA, December 8, 2014

Buried within the V2040 report are suggestions for even more studies:

⁴ All CAC members are appointed by the NVTA.

“NCTPA recommends conducting a study to look at future corridor management elements that could improve system-wide traffic operations.”⁵

“The north south connection between Vallejo and St. Helena (Calistoga) given the potential employment, residential, and visitor growth for both passenger and freight traffic could significantly reduce congestion and offers another potential for further study.”⁶

What the Grand Jury observed were studies upon studies, yet no specific, actionable, measurable plans to reduce traffic congestion. One example of this is the costly Fehr & Peers Travel Behavior Study which details where traffic emanates from and why, and yet, the V2040 report doesn't appear to utilize this data in planning (see Appendix B).

Learning from Other Agencies

The Grand Jury studied the Sonoma County Transportation Authority report; *Moving Forward 2040* and was impressed by their five Comprehensive Transportation Plan (CTP) goals including measurable metrics for each, which correlate with the State 2040 transportation plan and the *MTC; Plan Bay Area Performance Targets* (Appendix C).

Moving Forward 2040 serves as the “vision” for transportation in Sonoma County, with goals for the transportation system, and for the well-being of the community. Transportation projects, policies, community and political resources are assessed for their role in helping to meet the goals of the CTP.

Performance Assessment in the 2016 CTP is crucial in helping to understand what tools are needed for Sonoma to reach stated goals. The project lists include many types of transportation related projects and services, and provides documentation of transportation needs, which are necessary in planning future funding and sources of funding.

Examples of Sonoma County Measurable Transportation Goals and Targets:

1. Maintain the System; Roadway Condition – Improve countywide Pavement Condition Index (PCI) for arterial and collector streets to 80 (very good condition) by 2040. Improve countywide PCI for residential streets to 65 (good condition) by 2040.
2. Relieve Traffic Congestion; Congestion Reduction – Reduce Person Hours of Delay (PHD) by 20% below 2005 levels by 2040.
3. Reduce Greenhouse Gas Emissions; Reduce GHG emissions to 40% below 1990 levels by 2040. Climate Action 2020 targets shall be incorporated into the CTP when they are finalized.
4. Plan for Safety and Health; Active Transportation - Increase active transportation mode share (bike, walk, and transit) to 15% by 204 (2010 – 8.38%). Safety – Reduce total daily accident rates by 20% by 2040.
5. Promote Economic Vitality; Reduce transportation costs for business and residents – Reduce average peak period travel time per trip by 10% by 2040 (2010 – 11.31 minutes).

⁵ *Vision 2040*, p.106.

⁶ *Ibid.*, p. 115.

The Grand Jury also found articles about other California cities and counties that are encouraging private investment in transportation solutions. When local agencies and their governments changed their laws to accommodate innovative experiments, investments followed. One nearby example is *Bishop Ranch* in San Ramon which uses *Transdev*⁷ autonomous shuttles to move commuters from parking lot to office. NVTA should consider developing a plan to promote Napa County as a test market for companies investing in transportation technology and traffic improvement.

CONCLUSION

In many interviews, the Grand Jury found that knowledgeable individuals had the mistaken assumption that the NVTA's responsibilities were limited to just providing public transit bus services and not as a congestion management agency. The NVTA has not educated the community (nor even convinced some of its own Board members) that it serves functions other than managing buses and building bike trails.

In fact, lack of communication is even seen on its website. When checking the website in June 2017, the last press releases were from 2015 and 2016. In addition, the Grand Jury found the website cumbersome when trying to locate agendas and minutes from NVTA meetings. There also were no public updates on plans, actions, and progress in reducing traffic congestion.

The Vision 2040 document with its 400+ pages doesn't offer an actual plan of how these goals and objectives will be achieved. The transportation solutions NVTA has proposed are to improve transportation infrastructure to make it easier for workers to access jobs, which include:

- Develop alternative transportation options for commuters (Travel Demand Management)
- Improve highway and road infrastructure making it more effective to reduce congestion and auto emissions
- Promote Priority Development Areas (PDAs) Planning efforts
- Developments that bring jobs closer to housing
- Infrastructure improvements that improve traffic flow and encourage walking and biking

Missing in these solutions are any measurable regional traffic congestion reduction goals, plans, and quantifiable tracking of actions and results.

The public needs a local county task force that will address all the essential issues and develop a plan that will address traffic congestion, economic development, high-value job creation, and affordable housing with a comprehensive approach and a simple scorecard for review.

⁷ *Transdev* is the same company that operates The Vine Bus system for NVTA. One of their divisions has developed autonomous shuttles.

FINDINGS

The Grand Jury finds that:

- F1.** A majority of interviewees view the Vision 2040 Report's proposed highway improvement lists, bike lanes, and new buses as insufficient to solve Napa County's traffic congestion problems.
- F2.** No quantifiable measurements are in place for the Board or the public to assess Napa County congestion management goals, determine results on a timeline, or evaluate the efficacy of NVTA budgets and spending.
- F3.** The NVTA does an inadequate public relations job of educating the community of all their responsibilities, activities and progress toward achieving goals.
- F4.** The NVTA needs to better utilize data and travel demand software to (a) project future transportation conditions, (b) forecast the need for and the potential effectiveness of transportation projects and infrastructure improvements, and (c) identify the impacts of land use development.
- F5.** The most salient suggested actions in V2040 were made by the Citizen Advisory Committee (CAC) and the Napa County Farm Bureau.
- F6.** The NVTA is missing opportunities to promote Napa County as a test market for transportation technology companies investing in new research and development.

RECOMMENDATIONS

The Grand Jury recommends that:

- R1.** By November 30, 2017, the Napa County Board of Supervisors form a multidisciplinary task force that includes traffic, economic, employment, and housing experts to make recommendations for comprehensive planning, innovative solutions to traffic congestion and funding sources.
- R2.** The NVTA Board set clear expectations, determinate goals, and timelines to establish quantifiable traffic congestion performance targets with measurable results and annual progress reports to the public, starting in January 2018.
- R3.** The NVTA seek new, dependable sources of funding ideas specifically for traffic congestion improvement actions by July 2018.
- R4.** The NVTA prioritize and approve future expenditures based on quantifiable and achievable short and long range goals, starting in July, 2018.
- R5.** The NVTA test new technologies and traffic management software starting in 2017.
- R6.** By January 2018, the NVTA have a plan to promote Napa County as an ideal test market for companies investing in transportation technology and market research and development.

REQUEST FOR RESPONSES

Pursuant to Penal Code section 933.05, the Grand Jury requests responses as follows:

From the following individuals:

- Executive Director, NVTA: **F1** through **F6** and **R2** through **R6**.

From the following governing bodies:

- Board of Supervisors; **F1, F2, F3,** and **R1, R2, R3, R6**.
- NVTA Board of Directors; **F1** through **F6** and **R2** through **R6**.

COMMENDATIONS

The Grand jury commends:

1. The NVTA management, staff and Board members for being very helpful and responsive with all Grand Jury requests to discuss the issues, and for quickly providing all additional information upon request.
2. The NVTA for its progress in proving how a unique public- private partnership can work to develop and implement the *Napa Valley Vine Trail*.

DISCLAIMER

Reports issued by the Grand Jury do not identify individuals interviewed. Penal Code section 929 requires that reports of the Grand Jury not contain the name of any person or facts leading to the identity of any person who provides information to the Grand Jury.
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APPENDIX A – V2040 CAC CONGESTION MITIGATION RECOMMENDATIONS

Ranking of Traffic Mitigation Scenarios

Study Chapters	Scenario	Potential Impact to Traffic	Potential Impact to Environ.	Potential Impact to Health	Potential Impact to Community	Potential Impact to Budgets
Mode Shift & TDM	Some people shift out of cars (e.g. shuttles) & to other times	2	1	2	2	-1
Travel Behavior	More people commute over time	-2	-2	-1	-2	-2
Land Use	More people live closer to their jobs	2	2	1	2	-1
Communities of Concern	Service increases for our neediest	1	1	1	1	-1
Transportation Funding	More funding becomes available	0	0	0	0	2
Environmental Issues	ABAG requirements mandate changes	-2	2	2	2	-2
Transportation & Health	More opportunities for active transportation are created esp. intracity	2	1	2	2	-1
Traffic Operations	Use data to improve traffic flow	1	1	1	1	-1
Emerging Technologies	Driverless Cars become real	3	3	2	3	-1
Rail	Rail corridor use happens	3	2	1	3	-2
Napa Economy: Jobs & Housing	Jobs continue to grow	-2	-2	-1	-2	-2
Napa Economy: Goods Movement	Goods movement impacted by traffic	-1	-1	-1	-1	-1

APPENDIX B

Results of the Fehr & Peers *Travel Behavior Study*:

To summarize the travel behavior of visitors, employees, residents, and students who make work and non-work trips in Napa County:

- 55% internal (within Napa County) trips:
 - Work, recreational or non-work based
- 45% external (outside Napa County) trips, of which:
 - 36% imported/exported, 9% pass-through
 - 25% of external trips are generated by workers commuting into Napa County
 - Approximately 20,000 imported work trips per day.
- The workforce is largely dependent on the wine and tourism industry for jobs (40% of labor force).
- The top five fastest growing job sectors in Napa County, which will account for 63% of the projected job growth, are low wage earning job sectors. The fastest-growing job sectors in the County are in the hospitality and retail industries which generally pay lower wages.
- There are approximately 71,000 jobs in Napa County and 55,000 housing units. The cost of housing (relatively high cost) and the nature of employment (relatively low wage) in the County contribute to Napa workers living in more affordable housing elsewhere.
 - A person needs to earn \$95,000/year to purchase a median-priced \$606,000 home. Napa County annual median income of Napa's workforce is \$38,168.
 - The housing/income mismatch will result in more vehicle miles traveled and the inevitable associated congestion on Napa's roads. If projections are accurate, this could result in 30,000 workers commuting into Napa each day by 2040 – a 45% increase, and an additional 2,000 outbound-commuters or a total of 16,000 daily trips leaving the County for work over this same time period.

APPENDIX C

TABLE 3: MTC; PLAN BAY AREA PERFORMANCE TARGETS (JULY 2013)

TABLE 3: PLAN BAY AREA PERFORMANCE TARGETS		
Goal/Outcome	#	Target
CLIMATE PROTECTION	1	Reduce per-capita CO ₂ emissions from cars and light-duty trucks by 15% <i>Statutory - Source: California Air Resources Board, as required by SB 375</i>
ADEQUATE HOUSING	2	House 100% of the region's projected growth by income level (very-low, low, moderate, above-moderate) without displacing current low-income residents <i>Statutory - Source: ABAG, as required by SB 375</i>
HEALTHY & SAFE COMMUNITIES	3	Reduce premature deaths from exposure to particulate emissions: <ul style="list-style-type: none"> • Reduce premature deaths from exposure to fine particulates (PM_{2.5}) by 10% • Reduce coarse particulate emissions (PM₁₀) by 30% • Achieve greater reductions in highly impacted areas <i>Source: Adapted from federal and state air quality standards by BAAQMD</i>
	4	Reduce by 50% the number of injuries and fatalities from all collisions (including bike and pedestrian) <i>Source: Adapted from California State Highway Strategic Safety Plan</i>
	5	Increase the average daily time walking or biking per person for transportation by 70% (for an average of 15 minutes per person per day) <i>Source: Adapted from U.S. Surgeon General's guidelines</i>
OPEN SPACE AND AGRICULTURAL PRESERVATION	6	Direct all non-agricultural development within the urban footprint (existing urban development and urban growth boundaries) <i>Source: Adapted from SB 375</i>
EQUITABLE ACCESS	7	Decrease by 10% the share of low-income and lower-middle income residents' household income consumed by transportation and housing <i>Source: Adapted from Center for Housing Policy</i>
ECONOMIC VITALITY	8	Increase gross regional product (GRP) by an average annual growth rate of approximately 2% <i>Source: Bay Area Business Community</i>
TRANSPORTATION SYSTEM EFFECTIVENESS	9	<ul style="list-style-type: none"> • Increase non-auto mode share by 10% • Decrease automobile vehicle miles traveled per capita by 10% <i>Source: Adapted from Caltrans Smart Mobility 2010</i>
	10	Maintain the transportation system in a state of good repair: <ul style="list-style-type: none"> • Increase local road pavement condition index (PCI) to 75 or better • Decrease distressed lane-miles of state highways to less than 10% of total lane-miles • Reduce share of transit assets past their useful life to 0% <i>Source: Regional and state plans</i>

July 19, 2017

The Honorable Boessenecker
Superior Court of California
County of Napa
825 Brown Street
Napa, CA 94559

RE: Response to the Grand Jury 2016-17 Final Report titled Napa Valley Transportation Agency Vision 2040 Plan – County Traffic Problems Need Comprehensive Plan with Measurable Results

Dear Judge Boessenecker:

The Grand Jury report referenced above requests three separate responses. This response is specific to the Napa Valley Transportation Authority's (NVTA) Board of Directors. The NVTA Executive Director's and County Board of Supervisor's response will be sent separately.

The NVTA board appreciates the efforts undertaken by the Grand Jury and the work it does on behalf of the citizens of Napa County. We further acknowledge that its responsibilities are challenging and appreciate that the members of the Grand Jury are dedicated to completing a comprehensive review of NVTA's work product and that the Grand Jury is committed to developing an honest and thorough evaluation to ensure Napa's communities are being well served.

Findings:

Finding 1 A majority of interviewees view the Vision 2040 Report's proposed highway improvement lists, bike lanes, and new buses as insufficient to solve Napa County's traffic congestion problem.

RESPONSE: The NVTA Board of Directors neither agrees nor disagrees with this finding and concurs with the NVTA Executive Director's July 19, 2017, letter responding to the Grand Jury report.

Finding 2 No quantifiable measurements are in place for the Board or the public to assess Napa County congestion management goals, determine results on a timeline, or evaluate the efficacy of NVTA budgets and spending.

RESPONSE: The NVTA Board agrees with this finding in part. NVTA staff works with Napa Valley's jurisdictions to develop long range project and program lists that meet NVTA Board established goals in the Vision 2040 plan. Projects approved for funding by the NVTA board are selected from these lists. The NVTA board agrees that some of the Vision 2040 goals are difficult to quantify.

Finding 3 The NVTA does an inadequate public relations job of educating the community of all their responsibilities, activities and progress toward achieving goals.

RESPONSE: The NVTA Board of Directors agrees with this finding in part. The NVTA Board of Directors agrees with the NVTA Executive Director's July 19, 2017, letter responding to the Grand Jury report. The Board of Directors recently authorized a new full time Public Information Officer position to ramp up the agency's public communications efforts. The Board also acknowledges the recent work completed by NVTA staff in this area, but recognizes that outreach efforts need to be sustained and innovative communication techniques be employed to ensure that NVTA is clearly communicating to all members of Napa Valley's communities.

Finding 4 The NVTA needs to better utilize data and travel demand software to (a) project future transportation conditions, (b) forecast the need for and the potential effectiveness of transportation projects and infrastructure improvements, and (c) identify the impact of land use development.

RESPONSE: The NVTA Board of Directors neither agrees nor disagrees with this finding. The NVTA Board of Directors believes that the discretion for determining an approach to travel demand is highly technical and defers to the expertise of NVTA staff members in coordination with consultants and Napa Valley jurisdictions' transportation professionals. The Board of Directors has approved funding for various modeling activities and is supportive of the Executive Director's approach to balancing outcomes with the agency's limited resources. The Board further encourages staff to collaborate with other transportation agencies to ensure the agency is up to date on best practices in a number of areas, including travel demand modeling practices.

Finding 5 The most salient suggested actions in V2040 were made by the Citizen Advisory Committee (CAC) and the Napa County Farm Bureau.

RESPONSE: The NVTA Board of Directors neither agrees nor disagrees with this finding. The NVTA Board takes comments from NVTA committees and members of the public very seriously and works closely with staff to incorporate comments into NVTA's plans and practices.

Finding 6 The NVTA is missing opportunities to promote Napa County as a test market for transportation technology companies investing in new research and development.

RESPONSE: The NVTA Board of Directors neither agrees nor disagrees. The NVTA has no jurisdiction over the County's streets, roads, and highways. We encourage

NVTA staff to reach out to technology groups and organizations and to identify proven technologies that can improve how transportation is deployed in Napa Valley. Individual board members are also actively researching technologies such as autonomous vehicles and supportive of partnering with organizations to bring technologies to Napa. While the Board is enthusiastic about emerging technologies, technology development falls outside the scope of the agency's responsibilities.

Recommendations

Recommendation 1. By November 30, 2017, the Napa County Board of Supervisors form a multidisciplinary task force that includes traffic, economic, employment, and housing experts to make recommendations for the comprehensive planning, innovative solutions to traffic congestion and funding sources.

RESPONSE: The Grand Jury requested that the Napa Board of Supervisors respond to this recommendation, therefore, the NVTA Board of Directors has no comment.

Recommendation 2. The NVTA Board set clear expectations, determine goals, and timelines to establish quantifiable traffic congestion performance targets with measurable results and annual progress reports to the public, starting in January 2018.

RESPONSE: This recommendation will be implemented. The Board of Directors will work with NVTA staff and its Technical Advisory Committee to re-establish goals and objectives and to identify measurable targets as part of the next countywide transportation plan, which is scheduled for adoption in 2020.

Recommendation 3. The NVTA seek new, dependable sources of funding ideas specifically for traffic congestion improvement actions by July 2018.

RESPONSE: This recommendation has been implemented. The NVTA Board of Directors concurs with the NVTA Executive Director's July 19, 2017, letter responding to the Grand Jury report.

Recommendation 4. The NVTA prioritize and approve future expenditures based on quantifiable and achievable short and long range goals, starting in July, 2018.

RESPONSE: This recommendation is already implemented. The NVTA Board of Directors concurs with the NVTA Executive Director's response to the Grand Jury dated July 19, 2017.

Recommendation 5. The NVTA test new technologies and traffic management software starting in 2017.

RESPONSE: NVTA disagrees with and respectfully declines to implement this recommendation, as it is neither warranted nor reasonable. Using public funds to test new technologies is highly risky, and the NVTA Board has a fiduciary responsibility to

ensure tax dollars are spent on their intended purpose. The NVTA Board concurs with the NVTA Executive Director's July 19, 2017, letter responding to the Grand Jury report and underscores that the NVTA does not manage traffic and therefore testing "traffic management software" is an inappropriate use of NVTA revenues.

Recommendation 6. By January 2018, the NVTA have a plan to promote Napa County as an ideal test market for companies investing in transportation technology and market research and development.

RESPONSE: NVTA disagrees with and respectfully declines to implement this recommendation, as it is neither warranted nor reasonable. NVTA does not have resources to encourage the development of new technologies. The NVTA Board of Directors encourages staff members to use its connections to partner with other agencies and private sector firms, provided that the agency identifies grant sources for this purpose in order to minimize risks to the agency's financial standing.

The NVTA Board of Directors appreciates the work that the Grand Jury does, and invites any further questions that you may have.

Sincerely,

Peter White
NVTA Board of Directors, Chair

cc: NVTA Board of Directors
County of Napa Board of Supervisors

July 19, 2017

The Honorable Boessenecker
Superior Court of California
County of Napa
825 Brown Street
Napa, CA 94559

RE: Response to the Grand Jury 2016-17 Final Report titled Napa Valley Transportation Agency Vision 2040 Plan – County Traffic Problems Need Comprehensive Plan with Measurable Results

Dear Judge Boessenecker:

The Grand Jury report referenced above requests three separate responses. This response is specific to the Napa Valley Transportation Authority's (NVTA) Executive Director. The NVTA Board's Response and County Board of Supervisor's response will be sent separately.

The Grand Jury is to be commended for its work on behalf of the citizens of Napa County. We acknowledge the arduous undertaking of the Grand Jury and its commitment to produce an earnest and comprehensive report requiring the review hundreds of documents and an immense amount of data.

This letter is intended to clarify some of the information included in the Background section of the report and to respond to the Findings and Recommendations.

Clarifications:

- 1) The report misstates the name of the agency as Napa Valley Transportation Agency. The correct name is Napa Valley Transportation Authority.
- 2) On page 3 of the report, it states that "NVTA is responsible for providing a realistic and executable traffic management plan for the county". NVTA is responsible for providing a countywide transportation plan (CTP) which is intended to serve as a *vision* document for all jurisdictions in Napa County. Specifically stated by MTC's guidelines:
CTPs are intended to establish a county's long-range transportation vision, goals and priorities. This long-range transportation planning

context is increasingly important given the complexity of the transportation system in the Bay Area. CTPs serve as significant input to Plan Bay Area, which explicitly addresses regional priorities and funding constraints.

CTPs can be particularly effective if they: Establish a transportation policy context;

- Provide a focal point for integrating city, county, and regional level transportation plans;*
- Prioritize transportation investments for consideration in the RTP/SCS development process; and*
- Respond to local needs and provide a basis for creativity and innovation for the county and region.*

3) On page 4 of the report, it states that NVTA is “the County’s designated Congestion Management Agency (CMA)” [emphasis added]. NVTA is a Joint Powers Authority and was formed to serve its 6 jurisdiction members – not just the County. While its role is to complete certain tasks that are assigned to CMAs, NVTA has *not been designated* as a “Congestion Management Agency” pursuant to statute. The statute requires that CMA’s produce a Congestion Management Plan – a task that NVTA is not responsible for completing. A Congestion Management Plan is a biennial exercise to refine near term project expenditures and to understand the implications of those expenditures. The plan includes but is not limited to traffic impacts, system performance, travel demand element, evaluation of land use impacts, and 7-year capital improvement program. The Grand Jury report does not seem to distinguish between the statutory requirements of a CMA and the responsibilities of NVTA in its role in Napa. NVTA is responsible for preparing a countywide transportation plan and a prioritized expenditure plan, to be incorporated in the regional transportation plan prepared by the Metropolitan Transportation Commission (MTC).

4) On page 4, the report refers to the “VINE bus service.” NVTA dispensed with the acronym created by the City of Napa when it was operating the system. The name of the bus service is now “the Vine.”

5) On page 5, the report references the anticipated funding shortfall in the Vision 2040 plan and notes that Measure T is “mostly for street maintenance” implying that it can be used for other transportation purposes. With exception of 1% set aside for administration, Measure T revenues must be used only for streets and road rehabilitation and maintenance.

6) On page 7, the report refers to “three other studies”. Of the documents listed, only one is a study – the Travel Behavior Study. The other two documents include the Community Based Transportation Plan which is a

plan required by the Metropolitan Transportation Commission (MTC) to ensure infrastructure and transportation services for low income populations are adequately addressed. The Priority Development Area (PDA) Investment and Growth Strategy, also a requirement of MTC to receive One Bay Area Grant funds, outlines strategies that the jurisdictions overseeing the PDAs will use to encourage successful growth and development in these designated areas. The latter two documents are combined in the letter misrepresenting that they are the same document rather than two separate documents addressing significantly distinct subject matters.

- 7) On page 8, the report states “What the Grand Jury observed were studies upon studies, yet no specific, actionable, measurable plans to reduce traffic congestion.” All the committed projects in the plan were screened on criteria that are linked back to the Board-established goals and objectives. This exhaustive list is included on page 151 of the Countywide Transportation Plan and includes over 5 pages of screening criteria. Congestion relief is not the sole purpose of the document. Some of the goals prioritize system safety, while others ensure mobility for all members of our communities or promote project efficiencies to stretch transportation dollars further. A list of (*actionable and measurable*) remedies are included at the end of every chapter in Vision 2040 – projects recommendation that could be pursued to improve transportation in Napa, including measures that would reduce congestion.
- 8) On page 8, the report goes on to state, “One example of this [*studies upon studies with no actionable items*] is the costly Fehr & Peers Travel Behavior Study which details where traffic emanates from and why, and yet, the V2040 report doesn’t appear to utilize this data in planning”. NVTa used this information to define the traffic congestion problem in a number of places in the document and continues to use this data to lay the foundation for other plans (e.g. 2017 Express Bus Study and Comprehensive Operational Analysis). Some examples of how it was used in Vision 2040 include;
 - Page 32 and Page 44 – capturing commute trips and linking the figures back to the disparity between the amount of available housing and costs of housing and the average income of the jobs created in Napa.
 - Page 52 – includes a prescriptive list of actions that will help reverse these challenges.
 - Page 71 – Informs Transportation Demand Management concepts in the plan.
- 9) On page 9, the report states “The public needs a local county task force that will address all essential issues and develop a plan that will address all essential issues and develop a plan that will address traffic congestion,

economic development, high-value job creation, and affordable housing with a comprehensive approach and a simple scorecard for review.” NVTA has a number of committees that serve in the capacity to advise the board on the functions that NVTA is tasked to carry out including in the area of planning. These committees and their responsibilities are included in Table 1 below. Furthermore, NVTA does not have jurisdiction over economic development, high-value job creation, or affordable housing creation within the County.

Table 1: NVTA Committees, Membership and Responsibilities

Committee Name	Membership	Responsibilities
Citizen Advisory Committee	19 members representing business, education, environmental, municipal, county, hospitality, agriculture, wine, senior, and health interests	The CAC serves to provide the Napa Valley Transportation Authority with advice, comments and suggestions pertaining to multi-modal plans, programs, and projects administered by NVTA of interest to the citizens of Napa County.
Technical Advisory Committee	Public Works Director and Planning Directors from each jurisdiction or their staff designee	The Committee shall advise the NVTA Board of Directors on transit and roadway issues, including planning, project, and policy aspects which are referred to the Committee either by the Board or the Executive Director. It shall be the members’ responsibility to keep their respective appointing agencies informed of key issues, facilitate communication between those agencies and NVTA, and to help build the consensus necessary to advise the NVTA regarding policy decisions.
Active Transportation Advisory Committee (ATAC)	Eleven representatives from six jurisdictions. Four members from the City of Napa, two members from the County of Napa, two members from the City of American Canyon and 1 member each for the Town of Yountville, City of St. Helena, and City of Calistoga.	The ATAC shall act to advise the NVTA on the development of Active Transportation facilities, including bicycle and pedestrian facilities as alternative modes of transportation. The ATAC shall review and/or prioritize Transportation Develop Act (TDA) Article 3, Active Transportation projects and participate in the development and review of comprehensive bicycle, pedestrian, and active transportation plans.

Table 1: NVTA Committees, Membership and Responsibilities - continued

Committee Name	Membership	Responsibilities
Paratransit Coordinating Council	1 member transit user over 60 years old, 1 transit user with disabilities, 1 social services provider for seniors, 1 social services provider for persons with disabilities, 1 social services provider for persons of limited means, 2 members of the public residing within an urbanized area, 1 member of the public residing within a nonurbanized area	Pursuant to the Metropolitan Transportation Commission's (MTC) policies related to Paratransit Coordinating Councils, the PCC shall advise the NVTA Board of Directors and the MTC regarding setting priorities for transportation services, review and make recommendations regarding the submission of claims for certain TDA and UMTA (FTA) funds and allocations consistent with its priorities, and address coordination of paratransit services within Napa County

Findings:

Finding 1 A majority of interviewees view the Vision 2040 Report's proposed highway improvement lists, bike lanes, and new buses as insufficient to solve Napa County's traffic congestion problem.

RESPONSE: The NVTA Executive Director neither agrees nor disagrees with this finding. The finding is stated as an opinion. That said, as previously stated in the clarifications above, the purpose of Vision 2040 is to create a "road map" for solving many transportation-related challenges in Napa which are not limited to congestion alone.

Finding 2 No quantifiable measurements are in place for the Board or the public to assess Napa County congestion management goals, determine results on a timeline, or evaluate the efficacy of NVTA budgets and spending.

RESPONSE: The NVTA Executive Director agrees with this finding in part. The NVTA Executive Director agrees with the assertion that there are "no quantifiable measurements" in place to assess NVTA's countywide transportation goals. While there are a number of goals and objectives included in Vision 2040, the Executive Director concurs with the Grand Jury's assessment that no measurable performance targets were established.

Finding 3 The NVTA does an inadequate public relations job of educating the community of all their responsibilities, activities and progress toward achieving goals.

RESPONSE: The NVTA Executive Director agrees with this finding in part. NVTA staff members work diligently to engage members of the public on its many plans, programs, and responsibilities. In the past two years, the agency has undergone a major rebranding exercise for both the agency and the Vine transit system. NVTA has also created a full time Public Information Officer position whose primary responsibility it is to update the website, communicate through social media, develop information materials, and organize public outreach events. The notion the public is still confused about what NVTA is responsible for is not unlike the challenges that many transportation agencies experience. We agree that more work needs to be done to educate the public and to engage them on NVTA activities and actions being considered by the NVTA board. NVTA staff will continue to evaluate innovative solutions to improve its communications with members of the public.

Finding 4 The NVTA needs to better utilize data and travel demand software to (a) project future transportation conditions, (b) forecast the need for and the potential effectiveness of transportation projects and infrastructure improvements, and (c) identify the impact of land use development.

RESPONSE: The NVTA Executive Director respectfully disagrees with this finding. NVTA partners with the Solano Transportation Authority (STA) to fund a consultant to design and run the traffic demand modeling software. Traffic demand models are inherently complicated and the computers that run the models are very expensive. It should be noted that land use is a critical component included in a traffic model to determine the efficacy of project alternatives, and NVTA relies on its jurisdictions to update the traffic analysis zones which includes jobs, housing, and developments used by the model to predict traffic demand. These updates are time intensive and arduous, and consequently are sometimes delayed, or not completed frequently enough to generate accurate results. Over the last year, NVTA and STA have contracted with a consultant to build a new traffic model – an activity-based model – that should greatly improve NVTA's ability to analyze specific projects. The model is currently in the validation phase. The limitation associated with the model is that it is a regional model adapted for use in Napa and Solano counties and therefore does not achieve the granularity that a project specific simulation might achieve. This type of model is not appropriate for understanding how a long range plan – if fully implemented - would succeed in improving countywide transportation operations. To accomplish that level of analysis, each project would need to include a microsimulation model which could cost upwards of \$50,000 per project and therefore it is not a feasible as part of the long range transportation planning process.

Finding 5 The most salient suggested actions in V2040 were made by the Citizen Advisory Committee (CAC) and the Napa County Farm Bureau.

RESPONSE: The NVTA Executive Director neither agrees nor disagrees with this finding. The finding is stated as an opinion. That said, NVTA takes public and committee comments very seriously and has incorporated a number of the suggestions into the plan that were included in the referenced letters.

Finding 6 The NVTA is missing opportunities to promote Napa County as a test market for transportation technology companies investing in new research and development.

RESPONSE: The NVTA Executive Director neither agrees nor disagrees. There are a number of demonstration projects underway in the Bay Area. The technology companies that NVTA has reached out to did not currently have sufficient resources to implement demonstration projects in Napa. These include a number of transportation network companies who are implementing strategies elsewhere in more densely populated communities like San Francisco and San Jose. Low density environments like Napa do not offer the same opportunity for collecting the level of data that higher density counties can provide.

Recommendations

Recommendation 1. By November 30, 2017, the Napa County Board of Supervisors form a multidisciplinary task force that includes traffic, economic, employment, and housing experts to make recommendations for the comprehensive planning, innovative solutions to traffic congestion and funding sources.

RESPONSE: The Grand Jury requested that the Napa Board of Supervisors respond to this recommendation, therefore, the NVTA Executive Director has no comment.

Recommendation 2. The NVTA Board set clear expectations, determinate goals, and timelines to establish quantifiable traffic congestion performance targets with measurable results and annual progress reports to the public, starting in January 2018.

RESPONSE: This recommendation will be implemented. However, this type of goal setting is appropriate during the development of a long range plan. Therefore, this recommendation will be considered during the next countywide transportation plan. Development of the plan will begin in 2018-2019, including public outreach meetings, and it is anticipated that a new countywide transportation plan will be adopted by the NVTA Board in 2020.

Recommendation 3. The NVTA seek new, dependable sources of funding ideas specifically for traffic congestion improvement actions by July 2018.

RESPONSE: This recommendation has been implemented. NVTA is aggressive at seeking new funding opportunities. It works closely with its funding agencies and is quick to submit grants on competitive funding programs. Senate Bill 1, which was passed by the legislature and signed in to law by the Governor this past June, will provide almost \$1 billion annually in new competitive grant programs, and NVTA anticipates receiving significant new funding to improve its transportation infrastructure.

Recommendation 4. The NVTA prioritize and approve future expenditures based on quantifiable and achievable short and long range goals, starting in July, 2018.

RESPONSE: This recommendation is already implemented. NVTA generally only approves *expenditures* on projects that NVTA undertakes directly. In recent years, these projects include transit-related operations and capital improvements and the Vine Trail. These projects are included in long and short range plans. While measurable results may be applicable to certain projects or programs, other projects do not lend themselves to “quantifiable and achievable short and long range goals”. NVTA also funds or *programs* projects that are implemented by Napa Valley jurisdictions or Caltrans, which are funded through many different programs. All funding programs have separate and specific criteria that also must be considered. All transportation projects approved by the NVTA Board are included as part of the constrained project or program list identified in the Vision 2040 plan which has established short and long range goals.

Recommendation 5. The NVTA test new technologies and traffic management software starting in 2017.

RESPONSE: The Executive Director disagrees with and respectfully declines to implement this recommendation, as it is neither warranted nor reasonable. NVTA has introduced a number of new technologies in the transit system including fareboxes, automatic passenger counters, computer aided dispatch and automated vehicle location system, and is in the process of implementing an automated dispatch system. However, NVTA does not manage traffic and therefore testing “traffic management software” is not an appropriate use of NVTA resources.

Recommendation 6. By January 2018, the NVTA have a plan to promote Napa County as an ideal test market for companies investing in transportation technology and market research and development.

RESPONSE: The Executive Director disagrees with and respectfully declines to implement this recommendation, as it is neither warranted nor reasonable. For the reasons mentioned in Finding 6 above, Napa County may not be an ideal test market for companies investing in transportation technology, market research and development. Moreover, NVTA does not have resources to fund commercial technology projects, which is generally a requirement to encourage participation by the private sector to partner with government. That said, NVTA will continue to monitor closely the activities of our local partner agencies and agencies around the country to understand best practices as new technologies are introduced. We will further continue to reach out to technology companies and partner with them as grant-funded resources for such technologies becomes available. We also hope to partner with transit network companies on first and last mile transit connectivity.

Once again, NVTA appreciates the efforts undertaken by the Grand Jury, and invites any further questions that you may have.

Sincerely,

Kate Miller
NVTA Executive Director

cc: NVTA Board of Directors
County of Napa Board of Supervisors

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