



A Tradition of Stewardship  
A Commitment to Service

# **NAPA COUNTY GRAND JURY 2013-2014**

**MARCH 18, 2014**

**FINAL REPORT**

**NAPA COUNTY TRANSPORTATION &  
PLANNING AGENCY (NCTPA)**

**VINE: MANAGEMENT & RIDERSHIP  
FOR THE FUTURE**

# **Napa County Transportation & Planning Agency (NCTPA)**

## **VINE: MANAGEMENT & RIDERSHIP FOR THE FUTURE**

### **SUMMARY**

The 2013-2014 Napa County Grand Jury initiated an investigation of the Napa County Transportation & Planning Agency's (NCTPA) VINE transit system to look into the issue of low VINE ridership. The Grand Jury found areas for improvement in VINE management practices that could address improving ridership.

NCTPA experienced high personnel turnover and lacked consistent fleet management during the time period 2001 to 2009. Five of the six current VINE management employees have been in their positions for less than three years. Since June 2006, there have been 22 personnel changes in an agency population of 12. This is almost a 200% turnover of personnel in a seven-year period. During these years, the VINE bus fleet was in decline as was ridership. Much of the ridership decline was correlated with the VINE becoming a non-clean, infrequent, slow transit system.

A Director of Transit Services and a Director of Finances and Grants were hired in 2009. In 2012, a new NCTPA Executive Director was hired. Between 2009 and 2013, 31 new buses were purchased for the VINE Route services. A new NCTPA Office/VINE Transit complex was opened in December of 2012. The Agency restructured its entire VINE route system at the end of 2012 to better meet ridership needs. With this new system in place in 2013, compared to the same nine month period in 2012, the VINE management estimated there had been a 25.1% increase in ridership.

Under current management, there have been significant changes at the NCTPA; for example, the completion of the Napa County Short Range Transit Plan (SRTP) FY 2013-2022, which serves as a significant milestone guiding efforts toward improvement of the NCTPA and the VINE Transit System.

The Grand Jury believes that the VINE can successfully serve the community if the public is better informed of its services and schedules. This can be accomplished by directing more time and resources to marketing and branding to attract ridership. The

incorporated jurisdictions need to be active and consistent partners in this effort. The VINE organization cannot do it alone.

## **BACKGROUND**

Napa County is approximately 788 square miles and home to over 138,000 people. Most of the population can be found in the communities of Napa and American Canyon. Napa County has maintained a rural agricultural environment in a large portion of the valley floor while supporting moderate growth in the incorporated cities. Napa County has a strong economic base that is centered on agriculture, tourism and retail trades. The City of Napa is the County's largest city and is the County seat with an economy based mainly on tourism. Growth in downtown Napa includes the development of a gourmet marketplace, hotels and restaurants. Most jurisdictions in Napa County have growing tourism as well as professional, scientific, administrative and waste management services. Napa County's agriculture and growing tourism economy call for lower paying jobs, thus workers who cannot afford the higher cost of housing are required to commute from rural areas and outside Napa County.

Napa County's agricultural economy is not easily served by traditional transit systems because of the rural nature of the landscape and spread out locations of work sites. In addition, public transportation has not been a popular commute option to work for any of the incorporated cities, with percentages of ridership typically representing only 1-2% of the population. Napa County's population growth rates are not expected to significantly change demands for public transit in the years to come.

### **A. The VINE**

Public transit service began in Napa County in 1972 when the City of Napa took over the privately owned bus company serving the community. In 1986, the City of Napa implemented major system-wide changes and rebranded the service "Valley Intercity Neighborhood Express" (V.I.N.E.). With a growing demand for transit in the area and a need for intercity connectivity along the Highway 29 corridor, Napa Valley Transit (NVT) was created in 1991. NVT connected communities from Napa to Calistoga. In an effort to consolidate services and more efficiently provide transit to Napa County residents, the Napa County Transportation & Planning Agency (NCTPA) was formed in 1998 as a joint powers agency among the cities of American Canyon, Napa, Yountville, St. Helena, Calistoga, and the County of Napa. With the new Agency in place, V.I.N.E, NVT, and Para-transit (services for the elderly and disabled) operations were combined and began operating under the names VINE and *VINEGo*.

These communities along the Napa Valley Route 29 corridor are jointly engaged in the coordination of transportation planning, programs and systems in conjunction with NCTPA that oversees all public transit system components within Napa County. In 2001, all of the public transit vehicles owned by the City of Napa and all other transit services in Napa County were turned over to NCTPA as part of the joint transit system venture.

NCTPA offers a variety of public transportation services to the residents of Napa County. VINE transit proper (as of July 1, 2013) is an inner-city, fixed-route service and is provided in Napa on Routes 1, 2, 3, 4, 5, 6, 7, and 8. Service is provided on Routes 10 and 11, connecting communities along Highway 29 from Calistoga to Vallejo. Inter-county Routes 21, 25 and 29 provide express service from Napa to Fairfield and Suisun, Napa to Sonoma, and Calistoga to El Cerrito Del Norte BART station, respectively. Major changes to all these services were implemented in December 2012 and ridership on these routes is a central focus of this report.

NCTPA is governed by a Board of Directors (BOD) which represents the incorporated cities of American Canyon, Napa, the Town of Yountville, St. Helena, Calistoga, and the County of Napa. Thirteen members currently sit on the Board, two from each community and two from the County Board of Supervisors. The thirteenth member of the Board represents the Para-transit Coordinating Council in a non-voting position.

NCTPA is comprised of twelve employees. All positions ultimately report to the Executive Director. Transit services are overseen by one of five Program Managers. Day-to-day bus operations and maintenance (including drivers and mechanics) for all of NCTPA's transit services are provided through a contract with Veolia Transportation, the largest private sector provider of public transportation services in North America. NCTPA administers the transit system and owns all facilities and equipment.

## **B. Reasons for VINE Investigation**

The findings of the 2009-2010 Napa County Grand Jury Report titled “The Napa County Transportation and Planning Agency: Our Transit Provider and More” focused on empty buses, and low ridership. In 2013, there were 25% more buses operating in Napa running 100% more frequently and many were still running nearly empty.

National, state, and local studies predict that private automobile travel will increase by 25% between now and 2035, an increase that largely follows population growth. In that same time frame, alternative travel options (transit, biking, and walking) will increase by about one percent (1%). Most of that increase is expected to come from biking and walking, not transit based upon the Ilium Associates “Results from Market

Segmentation Survey, Focus on Ridership Generation” (2010) report. Consultant studies funded by NCTPA do not point to increased bus ridership. In the last four years the NCTPA has invested \$12.5 million in the new transit center, \$5 million in new buses, and \$1 million in the increased operational costs to support the new buses, routes, and schedules. These funds are a combination of federal and state grants, local jurisdiction fare payments, and Transportation Development Act (TDA) funds that are generated by a 0.25% sales tax that is controlled by the Metropolitan Transportation Commission (MTC). The Grand Jury’s investigation strived to address the question, what can be done to ensure that Napa County’s transit ridership warrants this significant investment?

## **METHODOLOGY**

This report addresses only that part of NCTPA specific to the VINE operation in Napa County. This report does not address related VINE services such as *VINEGo*, and Para-transit.

The Grand Jury interviewed NCTPA Management and Board members during this investigation.

The Grand Jury interviewed Management from the Napa County Office of Auditor-Controller.

The Grand Jury requested and reviewed the following agency reports and other documents.

1. VINE grant proposals submitted since January 1, 2009.
2. VINE grant reports since January 1, 2009.
3. 2012 State Controller VINE Report.
4. 2012 National Transit Database VINE Report.
5. Vine reports submitted for Transportation Development Act funds since January 1, 2009.
6. 2009 VINE Joint Powers Agreement, including bylaws and amendments currently in effect.
7. VINE Policies and Procedures Manual currently in effect.
8. VINE Standard Services Manual.
9. VINE 10-year Short Range Transit Plan adopted by the Board of Directors (BOD) in June 2013.
10. VINE Marketing Plan/NCTPA Public Education Plan by Ilium Associates, 2012.
11. Vine consulting contracts and reports related to ridership since January 1, 2009.

13. Vine consulting contracts and reports related to marketing since January 1, 2009.
14. NCTPA agendas, board packages, and meeting minutes since January 1, 2012. (Board package materials not related to the Vine were not reviewed.)
15. The contract currently in effect with Veolia.
16. Agenda and minutes of meetings between representatives of the VINE and Veolia since January 1, 2011.
17. Projections of VINE ridership prepared in the ordinary course of business since January 1, 2009
18. Documents for VINE ridership on a monthly basis, as broken down in the ordinary course of business, since January 1, 2009.
19. Graphs and charts, prepared in the ordinary course of business, showing Vine ridership, prepared on or after January 1, 2009.
20. Documents related to ridership that will be included or referenced in the VINE Strategic Marketing Plan.
21. Monthly Fare-Box Reports, prepared in the ordinary course of business, since inception.
22. Each VINE vision statement since January 1, 2009.
23. Each VINE strategic plan since January 1, 2009.
24. Each report specially prepared for an NCTPA Director that relates to ridership (including ridership by route and ridership projections) or marketing.

The Grand Jury rode VINE buses, made physical observations of VINE bus service in action, and took related photos.

The Grand Jury reviewed newspaper articles, editorials, and Letters to Editor regarding the VINE.

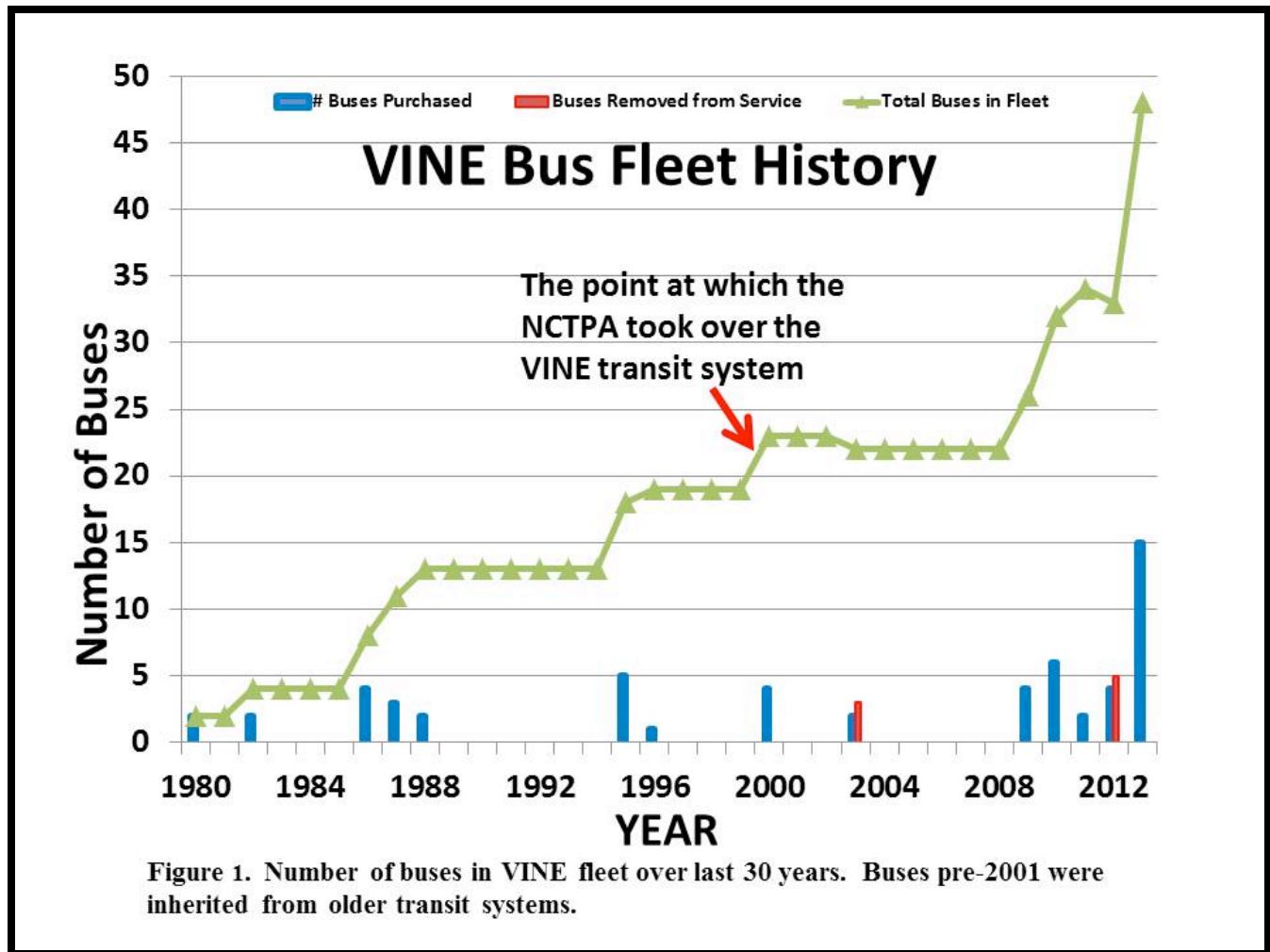
## **DISCUSSION**

According to the findings of the 2009-2010 Napa County Grand Jury Report, the original intent for NCTPA in the early 2000s was to provide transit services. However, the agency expanded to non-transit missions that included road repairs, climate change, flood control and has become the transportation planning agency for Napa County. In 2009, the total budget for NCTPA was \$17 million of which \$4.7 million went to transit services.

The NCTPA budget for fiscal year 2012-2013 was approximately \$26 million of which nearly \$8.9 million was capital expenses (building construction and new bus purchases)

and \$5.4 million was for the Congestion Management Authority, a state mandated entity. The remaining budget for public transit was approximately \$10.4 million of which \$7.4 million was for the VINE. Each budget is treated as a separate cost center of NCTPA. These funds originate from a combination of federal and state grants, local jurisdiction fare payments, and Transportation Development Act (TDA) funds that are generated by a 0.25% sales tax that is controlled by the Metropolitan Transportation Commission (MTC). The Federal Transportation Agency (FTA) provides Section 403 Formula Grants to the NCTPA on a yearly basis, of which approximately \$1.5 million is dedicated for public transit, accounting for 20% of public transit funds. The TDA money represents about 40 to 50% of the total funds to transit. The balance of the transit funds come from passenger fares and from the cities that support their services.

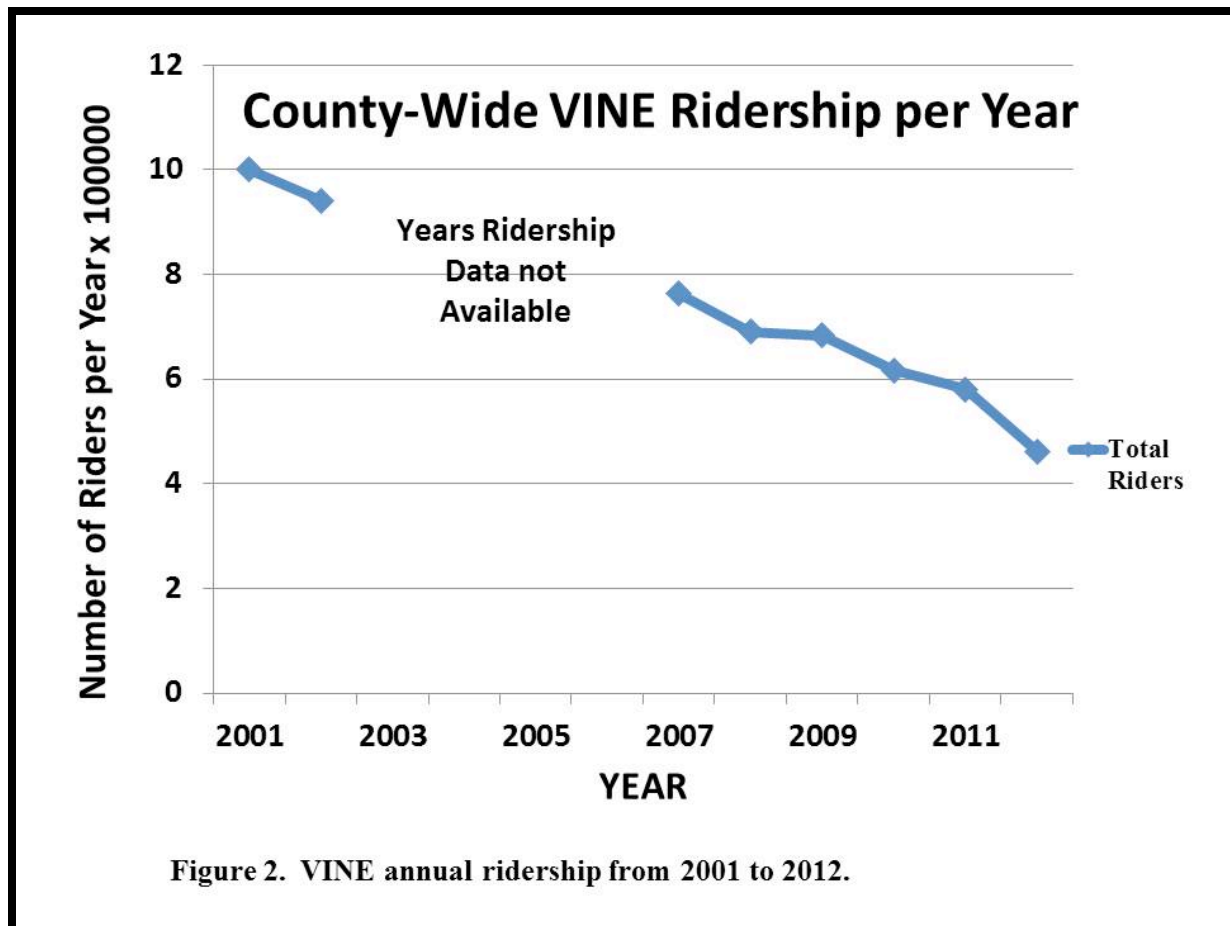
### A. NCTPA Legacy Issues



During the period of 2000 through 2009, NCTPA experienced high personnel turnover, very little fleet upgrade was done, and ridership was declining. Until 2003, the VINE had a total of 22 buses in its fleet (Figure 1). Most of these buses were obtained from

the City of Napa and Napa County when the VINE began service in 2001. By 2001, 13 buses were far beyond their useful lifespan of 12 years, as set by the Federal government. These factors contributed to the decline in ridership during those years (Figure 2).

A pattern was observed in reviewing NCTPA's transit financial reports during 2001 to 2010. Napa County accounting records indicate that funds for new buses were accumulated but were not used. The agency was not putting together a comprehensive proposal to the SF Bay Area's MTC for bus replacements. For many years, funds designated for certain bus service budgetary items were not fully expended. TDA surplus funds were returned to the TDA reserve fund to be re-appropriated at a future date. The County holds these funds in one of its accounts as part of its fiduciary obligation. The MTC must authorize any expenditure of these funds. Unspent TDA funds in the County's reserve could be rolled over to subsequent fiscal year use. NCTPA presently has almost \$10 million in its reserve fund.



The bus routes for the VINE were established initially in 2001 with an annual ridership of almost 1,000,000 rides (per VINE records and staff interviews). Ridership trended steadily downward from 900,041 in 2002 to 630,000 in 2009 (Figure 2) increasing the



cost per passenger from \$2.99 to about \$6.50 and causing passenger subsidies to more than double. Some of this decline could be attributed to the fact that Napa's transit buses came infrequently and it could take an hour and a half to get across town on a bus for a ride that should have taken 15 minutes, according to VINE management. Numbers from 2012 showed the total ridership below 500,000 (Figure 2). As of 2012 VINE operated eight bus routes in the city and four in the County. With 50% more buses in service, VINE was carrying 24% fewer riders.

The 2013-2014 Grand Jury noted inconsistencies in reporting bus ridership. Without accurate knowledge of historical performance the VINE organization could keep repeating the poor performance of the past. Some people have to use transit by necessity; others think it is the right thing to do. Ideally, people use public transportation because it is convenient and affordable. Strong leadership and management is required to design the best routes and service to meet the needs of the Napa County's ridership, and to market those services effectively.

## **B. Transformation of NCTPA Management & Operations**

In 2009, with a new Board of Directors (BOD), management began to address the declining VINE transit system. New personnel were hired, buses were purchased, and new routes were set in place, such as the Solano and Sonoma lines. The new leadership set a goal to improve the organization's effectiveness by consolidating its offices and moving the Napa transit transfer site to better serve the planned growth of the new transit system. Planning was begun for a new Transit Center and NCTPA Office complex on Burnell Street. In 2011 the bus service contractor Veolia was informed that it needed to improve its performance or its contract would not be renewed. Veolia implemented major changes in management, services, and staff to better serve NCTPA.

Between 2009 and 2013, a total of 31 new buses were purchased for the VINE Route services (Figure 1). Many Napa residents were concerned about the large number of bus purchases (as expressed by numerous letters to newspaper) in light of the perceived declining ridership. Actually, the VINE was required to purchase buses to replace those in the fleet that were well beyond their useful life of approximately 12 years. Many of the buses in the VINE fleet were 30 years old.

In December 2012, a new consolidated NCTPA Office Complex and VINE Transit Center was completed and opened for business at 625 Burnell Street. It serves as the transfer point for many of the bus routes in Napa as well as the long-distance routes that serve other areas.

The VINE designed a new series of routes that began operation on December 3, 2012. This new route structure included a re-design of the VINE Napa inner-city routes 1-8 and corresponding changes to Routes 10 and 11 that run up and down the valley respectively, with buses running every 30 minutes during peak hours of service. The VINE also took all the inner City Napa routes and connected them to the main trunk lines, 10 and 11, allowing the rider to go from the neighborhoods to the main route system that travels the length of the Valley.

With this new design in place there was a 25.1% increase in ridership during the first 9 months of 2013 versus 2012. This increased ridership encouraged management to project that the VINE can increase ridership throughout the system at a 20-30% growth rate per year over the next several years. Ridership data indicated that most of the increase had been in the long-distance routes, not on the VINE inner City Napa routes. This correlates with the marketing campaign that was conducted in the late spring of 2013 for the Route 29 service.

In late 2012, the NCTPA BOD requested that the VINE provide a monthly summary of overall VINE operations from each preceding month. VINE management created the VINE dashboard report which contains the major ridership data by routes as well as other variables on performance. The dashboard includes cleanliness, maintenance, on-time running, and safety information for the previous month. The dashboard represents the first major effort by the VINE to present a series of metrics and indicators that informs management of how the transit system is operating on a short-term basis. Metrics and indicators, as well as other reporting mechanisms become invaluable for monitoring to prevent “back-sliding” into past VINE management practices. NCTPA management can employ in-depth and expansive policies and procedures developed around indicators for conducting transit services on a daily and long-term basis. An example of employing indicators in decision-making, every report made to the Board of Directors in 2013 on Napa’s inner-city routes showed that the buses were running twice an hour with an on-time rate of 90%, achieving their benchmark rate.

NCTPA hired a software consultant to adjust routes based upon traffic conditions to meet the ridership demands of on-time performance. Another initiative was adding GPS systems to all VINE buses that allow riders to use the “where is my bus” feature on their computer or smartphone.

The Napa County Short Range Transit Plan FY 2013-2022 (completed June 2013) serves as a significant guide towards improvement of the NCTPA and the VINE Transit System. It provides direction for the organization for the next 10 years along with a reporting system to track project progress along with timelines for projects and completion dates.

The VINE intends to initiate, as part of its strategic plan, a new regional SmartCard system. When the SmartCard goes into existence next year it will interface with all of the regional transit agencies and will provide one consolidated payment system for using transit systems throughout the San Francisco Bay Area. The SmartCard will bring the VINE system into partnership with all the other Bay Area systems and should serve to improve ridership. It will also create opportunities for regional co-marketing efforts and partnerships.

### **C. Marketing**

The 2008 Short Range Transit Plan (SRTP) of 2008-2017 identified branding and marketing as a key strategy for the VINE as well as completing a comprehensive rider survey. Interviews, reports, agendas and financial data revealed a less than robust effort to market and increase VINE ridership. The annual marketing budget during the period of 2009-2012 averaged \$145,864 whereas the 2013 SRTP calls for an annual marketing budget of \$222,327. Management as of November 2013 had not developed an effective strategy on the best course of action to implement the 2013 SRTP Marketing Goals and Objectives. The VINE had only spent approximately \$22,000 of the annual marketing budget for VINE promotion, approximately 10% over five months for a fiscal year that began July 1, 2013. This indicates a possible reluctance on the part of management to spend marketing and advertising funds to promote ridership on the VINE.

VINE studies have identified commuters as the primary target market along with the Napa Valley College, Napa Latino community and youth ridership. The Ilium Associate's 2011 Marketing Plan recommended that the VINE improve bus stops throughout the Hwy 29 corridor and explore the expansion of "park and ride" facilities to facilitate more commuter use of transit services. It was further suggested through the Ilium Associates memo "Results from Market Segmentation Survey, Focus on Ridership Generation" (2010) that VINE reach out to major employers in Napa to encourage employee incentives for riding the VINE between the home city and the working city. For example, the City of St. Helena could reimburse bus fare for employees who commute regularly from Napa, thereby removing their cars from the Route 29 thoroughfare. Furthermore arrangements could be made with businesses in shopping areas such as Bel Aire Plaza to encourage incentives for customers riding the buses and eliminating parking problems.

VINE management performs a range of marketing efforts such as distributing materials at downtown functions, visiting senior, Latino events and other activities such as the Bike Fest. During the VINE's Christmas challenge, one bus each day is designated as the Christmas bus and this designation moves to different routes offering free bus rides



Figure 3. VINE bus from the 1990s.

December 2012, the new NCTPA Office Complex and Transit Center on Burnell Street does not have any visible street or building signage that would help direct riders to the Transit Center (as of January 2014). There are also branding issues with the VINE buses (Figures 3 & 4) which impact the overall transit image. There is inconsistency in appearance between many of the older buses and the new buses. New buses (Figure 4) were purposely left with a lot of blank space to be used for advertising to make additional revenue for the VINE.



Figure 4. Newly purchased VINE bus.

In spring 2013, NCTPA was awarded original Measure 2 grant funds of \$90,000 to promote the Route 29 bus service. The agency rolled out a marketing campaign of television, print and online advertisements aimed at attracting new riders for Route 29, which offers service to the El Cerrito BART station. This proved so successful that riders were being left behind at bus stops because the buses were so full. This short-term effort at marketing only one VINE service is an example of what additional marketing could do to increase ridership system-wide.

A well-functioning public transit system can decrease the production of greenhouse gases (GHG), especially a system that is trying to decrease emissions through natural gas and hybrid engines. The Napa Valley Region faces some real challenges in the future with managing the production of excessive GHGs. The majority of these GHGs come from congested traffic on the highways during a significant part of each day. Much of this traffic is related to tourism and short-term visits to the Valley as well as from daily commuters, commercial trucking and other local travel (draft Napa County Climate Action Plan, 2013). Benefits from improved ridership on the transit system serve the average resident as well as the regional environment and beyond. Encouraging bus ridership and its impact on decreasing GHGs can assist in helping Napa County meet its required reductions in GHGs.

Finally, VINE management cannot be expected to maximize bus ridership without adequate support from the incorporated jurisdictions and the County. The point stressed here is that it will take a large effort, beyond the VINE organization itself, to move significant ridership out of cars and onto transit services. The governmental entities represented on the NCTPA Board should each be making a strong contribution to promote VINE ridership, given that highway and road congestion are growing problems County-wide.

#### **D. Future Considerations**

Transit-Oriented Development (TOD) is a strategy to plan the design of transit routes in high population density areas that encourage ridership and target high density employment and shopping areas to increase transit service for workers and shoppers, thus increasing ridership. A number of apartment and condominium complexes already exist in Napa and at least three more are to be completed in the next two years. It would benefit the VINE to begin targeting these areas in its future planning efforts. Likewise, large employers like the Queen of the Valley Medical Center and retail centers like the Bel Aire Plaza can collaborate on strategies for enhanced ridership through incentives as well as added service features.

NCTPA and VINE operational facilities are dispersed throughout the City of Napa. There is the new NCTPA Office/VINE Transit Complex building on Burnell Street. Most of the buses are parked in the area of Jackson Street and Soscol Avenue. All maintenance is performed at this site. The fueling for all buses is done at a natural gas facility on Redwood Road and Solano Avenue at high cost, and when natural gas is not available at this facility the buses must go to Fairfield for fuel. A search is underway to locate an alternative fuel source and a better storage/maintenance facility with adequate capacity for the buses. Collaborating with the City of Napa and the County on fuel needs could serve all entities well.

NCTPA manages both transportation planning and public transit. Sixty percent of the Board's time is devoted to planning and approximately 20-30% is devoted to public transit. This raises concerns that transit issues may not receive sufficient attention at the NCTPA BOD level, particularly in light of the discussion about the consolidation of the transit facilities versus the increasing traffic congestion problems in the region.

## **FINDINGS**

F1. During 2003-2008 few new buses were purchased while NCTPA expanded its role from solely transit to planning, traffic congestion and other activities.

- F2. According to data collected during the period of 2001 to 2012, VINE ridership declined by more than 50%.
- F3. NCTPA has had more than \$10 million rolled over annually in its reserve TDA fund since 2009 that can be used for transit related capital expenses with MTC approval.
- F4. There was a major restructuring of NCTPA management and of the Veolia contractor during 2009 – 2011 and between 2009 and 2013 31 new buses were purchased for the VINE Routes.
- F5. A new VINE Transit Center and consolidated NCTPA office complex was completed in December 2012.
- F6. A redesigned VINE route system began service December 3, 2012 and had positive growth in ridership numbers over the first nine months of 2013.
- F7. A monthly VINE dashboard for the NCTPA Board of Directors (BOD) was implemented in 2012, reporting on ridership, maintenance, cleanliness, frequency of on-time running, and safety that showed in 2013, VINE buses were clean, running twice as often, and meeting on-time targets.
- F8. There is a lack of community awareness of numerous route changes, additional routes and other significant improvements in VINE transit services as documented in the NCTPA consultant Ilium Associate's 2011 Marketing Plan.
- F9. Marketing of the VINE bus service is not perceived as a high priority for NCTPA management and thus the annual marketing budgets for the VINE are not being fully deployed consistently. Only 10% of the NCTPA marketing budget had been spent six months into the present (FY14) fiscal year.
- F10. Open since December 2012, the new NCTPA Office/VINE Transit Center does not have any visible street or building signage to help direct riders to the Transit Center and VINE buses and bus shelters lack consistent branding/signage, not optimizing potential advertising revenue and marketing opportunities.
- F11. In the spring of 2013 the Route 29 service received special grant funds to conduct an extensive advertising (billboard, television and radio) campaign that increased ridership, demonstrating the effectiveness of a marketing campaign.
- F12. VINE services are not optimally promoted on website home pages of the incorporated jurisdictions. American Canyon, Yountville, and Calistoga websites have

links that contain information about transportation services, including the VINE. The home pages of Napa and St. Helena lack such links.

F13. The VINE currently does not employ sufficient financial, quantitative and qualitative metrics, indicators toward adaptive (learning-based) management in decision-making to constantly improve transit operations and ridership service.

F14. Planning for VINE proper (Napa inner-city) routes does not utilize Transit-Oriented-Development (TOD) methodologies for achieving the most sustainable transportation route designs.

F15. NCTPA lacks a coordinated logistics management system for its many different facilities including the transit center, maintenance area, bus parking, and fueling facilities which results in an inefficient operation.

F16. As demands increase upon its role in congestion management and transportation planning, particularly from the increased traffic in American Canyon and on Route 29 throughout the Valley, the NCTPA BOD's time allocated to the VINE may not be sufficient in light of the VINE's increasing directional needs regarding marketing, other ridership incentives, and long-term planning.

## **RECOMMENDATIONS**

R1. The Grand Jury recommends that the BOD adopt and follow a capital budget that anticipates maintenance and equipment acquisitions, projects out costs and funding mechanisms, and monitors implementation with a consistent progress reporting method. If the recommendation is not implementable in the current fiscal year, then it should be implemented in FY 2014/15.

R2. The Grand Jury recommends that the BOD evaluate at least annually, with careful prior analysis by staff, any needed major acquisitions such as buses, maintenance yards, and fueling stations, with the goal of achieving the efficient integration of transit operations.

R3. The Grand Jury recommends the BOD to explore ways to improve NCTPA management retention such as merit pay or other incentives, and put in place for the coming fiscal year.

R4. The Grand Jury recommends planning out the use of the \$10 million reserve fund to meet transit's existing needs over the next 10 years, including capital expenses and marketing costs by the beginning of the next fiscal year.

R5. NCTPA should consistently utilize the Napa County Short Range Transit Plan FY 2013-2022 (June 2013) for guidance in the sustainable operation of the Napa transit system with timely progress reports to the Board of Directors (BOD) put in place by June 2014.

R6. NCTPA should develop financial, qualitative and quantitative reporting metrics that will identify problems in standards of system performance so operation corrections can be made through adaptive management actions, with those metrics in place by the end of the current fiscal year.

R7. NCTPA should install at a minimum temporary signage as soon as possible for the new Transit Center that can be seen from Soscol Avenue and install a complete and consistent branding and marketing signage system for the center, buses and bus shelters, within ninety (90) days of this report.

R8. NCTPA should implement within the current fiscal year a coordinated VINE marketing strategy with each Napa County jurisdiction so that NCTPA's transit services are readily available and consistently communicated across all public, community and visitor websites.

R9. The Grand Jury recommends NCTPA contract with an agency with transit expertise to develop and implement appropriate marketing efforts to targeted ridership populations and major employers that will drive awareness of all VINE services and improve ridership within the current and for the future fiscal year.

R10. NCTPA should explore, adopt and apply sustainability design tools such as TOD to determine ideal alterations to transit services within the 2014 calendar year.

## **REQUEST FOR RESPONSES**

Pursuant to Penal code section 933.05, the Grand Jury requests responses to all recommendations from as follows in the format of 933.05:

From the following governing bodies:

- NCTPA Board of Directors: **R1, R2, R3, R4, R5, R6, R7, R8, R9, R10**
- American Canyon, Napa, Yountville, St. Helena and Calistoga City Councils: **R8**



It is requested that each person responding to the foregoing recommendations certify above his or her signature that the responses conform to the requirements of section 933.05 of the Penal Code.

The foregoing report was duly approved by the 2013-2014 Grand Jury in regular session on March 18, 2014.

/s/

Alan Galbraith  
Foreperson, 2013-2014 Grand Jury