



June 15, 2004

TO: County of Napa Board of Supervisors

FROM: Mike Zdon, Executive Director NCTPA

SUBJECT: Request to concur (by Resolution) with the formation of the Napa Valley Transportation Authority (NVTA) by the Napa County Board of Supervisors, and Approval of the Proposed Napa Valley Transportation Improvement Expenditure Plan.

### BACKGROUND

In April and May the Napa County Transportation Planning Agency (NCTPA) reviewed with the Board options for projects and programs that could be included in a Sales Tax Transportation Improvement Expenditure Plan and Ordinance.

As you know the NCTPA since April of 2003 has been working toward development of a program of projects that could be placed before the voters in November of this year.

To be on the ballot three actions are required of the jurisdictions within Napa County, (1) endorsement of a set of projects for inclusion in a Transportation Sales Tax Expenditure Plan and Ordinance, (2) approval by resolution of participation in an Authority, and (3) appointment of your representative to the Authority (which would be seated on June 16<sup>th</sup>).

### RECOMMENDATION

That the Board endorse the Napa Valley Transportation Improvement Expenditure Plan and Ordinance (Exhibit A) and support (by resolution/Attachment 1) the creation of the Napa Valley Transportation Authority (NVTA). Further that the Board designate its appointments to the Authority.

### DISCUSSION

#### ***Key Impacts to the County of Napa***

While the entire program impacts residents of the County the following analysis highlights those impacts to Napa County's programs and projects.

The unincorporated part of the County represents 21.72% of the counties population, produces 22.58% of the counties sales tax revenue and would receive 27.4% of the revenue in the form of direct transportation improvements (approximately \$138.6M).

**Direct Project Benefits:**

1.	Safe Street and Maintenance Program	\$75.0M <sup>1</sup>
2.	Safety and Congestion Arterials Program	\$ 7.64M <sup>2</sup>
3.	Senior Free Fare and Vine Go Program	\$ 1.48M <sup>3</sup>
4.	Safe Routes to School Ped/Bike Program	\$ .252M <sup>4</sup>
5.	S/R 29 Safety and Improvement Program	\$ 2.50M <sup>5</sup>
6.	Silverado Safety and Operational Program	\$ 6.0M <sup>6</sup>
7.	Express Bus-Pre Rail Program	\$ 21.27M <sup>7</sup>
8.	Environmental Mitigation Program	\$ 2.44M <sup>8</sup>
9.	Highway Program (Jamieson/Airport/Soscol/Carneros)	\$ 22.0M <sup>9</sup>
	TOTAL	\$138.582

***Process on Plan Preparation to Date***

Since August 2003 staff has been working with the NCTPA Technical Advisory Committee (TAC), and a group of Stakeholders in the development of a potential list of projects that could be included in Sales Tax Expenditure Plan and Ordinance. In April draft candidate projects have also been reviewed with each individual council and the Board of Supervisors.

Two Public Workshops were scheduled to solicit additional input. The first in Yountville on April 21<sup>st</sup>, and the second in the City of Napa April 28<sup>th</sup>. On April 14<sup>th</sup> the Technical Advisory Committee met and prepared its list of candidate projects. On April 22<sup>nd</sup> the Stakeholders Group held its last meeting and while failing to come to a consensus on a total list of candidate projects did make recommendations on the process and the need for additional information.

At the meeting of May 5<sup>th</sup> the Board approved a "conceptual" list of expenditure plan projects for inclusion in a public mailer to 45,000 Napa County households. That mailer

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<sup>1</sup> Approximately \$2.5M per year

<sup>2</sup> To be used on Flosden, Devlin, Tubbs Lane, Dunaweal, and Wooden Valley Road

<sup>3</sup> Based on the unincorporated proportion of total county population

<sup>4</sup> Based on relative proportion of school access need

<sup>5</sup> Based on improvement needed outside of those near Calistoga, St. Helena, Yountville City of Napa and American Canyon.

<sup>6</sup> Based on improvement needs identified

<sup>7</sup> Based on population split of costs

<sup>8</sup> Provides Environmental Mitigation on SR/29 and Silverado/arterial Safety and Operations Projects

<sup>9</sup> Based on split among other member agencies largely based on population share.

was distributed on May 12<sup>th</sup>. A private sector survey was administered to 600 likely voters the week of May 17<sup>th</sup>. Based on the results of that second survey and work done to date the NCTPA Board on May 26<sup>th</sup> directed staff to seek support from it's member agencies for the formation of the Authority and the endorsement of the Napa Valley Transportation Improvement Expenditure Plan.

### ***November and May Survey Results***

A 25-minute telephone survey that was administered to 600 likely voters<sup>10</sup> in the middle of November of 2003 indicated voters would support a ½ cent sales tax for projects that: (1) reduced congestion, (2) improved safety, (3) improved maintenance of street and roads, and (4) retained a sensitivity to environmental issue.<sup>11</sup> A second survey was administered the third week of May 2004 and substantiated the support of voters for such a measure.

### ***Potential Sales Tax Revenue***

Based on revenues currently forecast for the Flood Control District it is estimated that a ½ cent thirty-year sales tax would produce \$500M dollars in Napa County. Currently five Bay Area Counties have sales tax rates that are higher than Napa County. Each of those counties has a local measure dedicating funds to transportation improvements. Currently all four North Bay counties (Marin, Sonoma, Napa, and Solano) are considering a local sales tax measure for transportation improvements.

### ***Authority***

NVTA becomes the structure that (1) authorizes the imposition of the sales tax, (2) improves, constructs, maintains, and/or operates transportation projects and facilities, and (3) can authorize bonds for financing.

Key Authority elements include the following:

- Voting Members (City of Napa – 5), (County of Napa – 2), (Calistoga – 1), (St. Helena – 1), Yountville – 1), American Canyon – 1).
- Requires 4/5ths vote to modify project or program (9 of 11 votes)
- Appointments required to be consistent with NCTPA Board Membership
- Authority staff the same as NCTPA
- Authority receives revenues and allocates funds

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<sup>10</sup> Likely voters were defined as those individuals who had voted in the last two elections.

<sup>11</sup> It takes a 2/3<sup>rds</sup> vote to pass a sales tax measure. 68% of respondents stated they would support such a tax, 26% were opposed, and 6% had no opinion.

- Authority biennially holds a public hearing and approves 5 year program of projects consistent with approved ordinance

**Transportation Sales Tax Ordinance Taxpayer Safeguard Measures**

The transportation expenditure plan ordinance will contain several requirements that should insure the voters that projects will be delivered as promised. Included will be (1) a requirement that existing funds being expended by the cities/town/county are maintained for those purposes and not substituted with measure funds, (2) a requirement that development pay an appropriate portion for improvements based on their traffic impact, and (3) an oversight committee to audit and review the expenditure of funds.

**Napa Valley Transportation Improvement Expenditure Plan Summary:**

Local dollars raised through the sales tax will be used to leverage additional local (developer), State, and Federal dollars for maintaining our decaying road system, improving the safety and operation of highways and key roads like Silverado Trail, synchronizing the timing of our traffic signals, providing sidewalks and bike paths to schools, elimination of transit fares for seniors as well as expanded door to door van services, and providing (for the first time) a real transit alternative (Express bus to rail) program for the County residents.

The final recommended expenditure plan is summarized below:

<b>A. Safe Street and Roads Maintenance Program</b>	<b>\$180.9M</b>	<b>36.2%<sup>12</sup></b>
City of American Canyon	\$ 5.0M	1.0%
City of Calistoga	\$ 4.6M	0.9%
City of Napa	\$ 75.0M	15.0%
County of Napa	\$ 75.0M	15.0%
City of St. Helena	\$ 16.3M	3.3%
Town of Yountville	\$ 5.0M	1.0%
<b>B. Safety and Congestion Relief Program on Arterials     and County Roads</b>	<b>\$ 43.55</b>	<b>8.7%</b>
Flodden Road (Town Center to North Kelley)	\$ 8.731M	1.8%
Devlin Road (Green Island No. to Devlin)	\$ 4.365M	0.9%
Grant Street (Calistoga)	\$ 1.310M	0.3%

<sup>12</sup> Percentages are roughly estimated...corrections to be made upon final selection of projects.

Fair Way Extension-Calistoga	\$ 1.746M	0.4%
Tubbs Lane (SR29/128)	\$ 1.746M	0.4%
Dunaweal Lane (SR29/Silverado operations)	\$ 0.437M	0.1%
Soscol/Silverado Trail Intersection	\$ 3.492M	0.7%
Coombsville/Third/East/Silverado Intersection	\$ 1.746M	0.4%
First Street Bridge/SR29	\$ 0.436M	0.1%
Silverado Trail Operational Improvements	\$ 8.731M	1.8%
Wooden Valley Road Ops	\$ 1.310M	0.3%
Collector Extension (St. Helena)	\$ 9.500M	1.9%
<i>C. Senior/Disabled Free Fare and Senior Flexible Transportation Program</i>	\$ 6.8M	1.3%
<i>D. Safe Routes to School Bicycle/Pedestrian Program</i>	\$ 10.0M	2.0%
<i>E. Traffic Congestion Reduction Signal Improvement</i>	\$ 5.0M	1.0%
<i>F. SR29 Safety and Operational Improvement Program</i>	\$ 38.0M <sup>13</sup>	7.6%
Calistoga	\$ 10.5M	
St. Helena	\$ 12.5M	
Yountville	\$ 5.0M	
City of Napa	\$ 2.5M	
County of Napa	\$ 2.5M	
American Canyon	\$ 5.0M	
<i>G. Major Highway Congestion Relief and Safety Program</i>	\$104.5M	20.9%
Jamieson Canyon	\$30.875M	6.2%
Airport Interchange	\$41.800M	8.4%
Soscol Flyover	\$15.675M	3.1%
Carneros Intersection	\$ 9.975M	2.0%
First Street/SR29	\$ 6.125M	1.2%
<i>H. Express Bus/Pre-Rail Service Program</i>	\$100.0M	20.0%
<i>I. Transportation Project Environmental Mitigation Program</i>	\$11.25M	2.3%
<b>Total</b>	<b>\$500.0M<sup>14</sup></b>	<b>100%</b>

**Ordinance Highlights :**

<sup>13</sup> Project funds to be expended approximately in the following areas based on identified need

<sup>14</sup> Current estimated revenue \$500M

- Establishes the Napa Valley Transportation Improvement Expenditure Plan
- Establishes a ½ cent retail and transaction use tax for 30 years (if approved)
- Maximizes requirement to match additional local, state, and federal funding
- Describes each program and or project requirements
- Limits administrative funding to no more than 1%
- Establishes an Independent Taxpayer Oversight Committee (ITOC)
- Requires a 4/5ths vote (9 of 11) for any modifications to the Expenditure Plan.
- Establishes two formal 10 year reviews of the plan
- Requires a Street and Road Maintenance of effort.
- Allows Bonding when financially advantageous
- Requires biennial audits by the ITOC
- Authority may issue bonds
- Independent Taxpayer Oversight Committee (ITOC) composed of three professionals (Audit /Finance, Public/Private Manager, Civil Engineer) and the Executive Director and Authority Chair complete biennial audits.

Attachment: (1) Exhibit A Napa Valley Transportation Improvement Expenditure Plan and Ordinance  
 (2) Resolution Concurring with the Formation of the Napa Valley Transportation Authority by the County Board of Supervisors And Approving the Proposed Napa Valley Transportation Improvement Expenditure Plan