



NAPA VALLEY TRANSPORTATION AUTHORITY

Community Advisory Committee Agenda Memo

TO: Community Advisory Committee (CAC)
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SUBJECT: Countywide Active Transportation Plan Update

RECOMMENDATION

Information only

EXECUTIVE SUMMARY

In August 2024 NVTA initiated work on a Countywide Active Transportation Plan. This plan will serve as a comprehensive update to prior Countywide Bicycle Plan (2019) and Pedestrian Plan (2016). New and innovative approaches to active transportation policy and infrastructure, as well as changes in law necessitate periodic updates to ensure that planned improvements align with local and regional goals, and to better compete for limited funding to support the build-out of the active transportation network.

The project team has developed a Vision Statement, Countywide Goals, Objectives, and policies, as well as recommendations for future bicycle and pedestrian network build-out for public review. These materials are the result of extensive public engagement and input from local jurisdictions over the past 12 months. Draft materials were formally available through October 31st, after which comments are being reviewed for incorporation into a full draft plan, expected in February 2026.

BACKGROUND

Current Status

NVTA staff and the consultant team led by GHD have made significant progress toward completion of the Countywide AT Plan in the past year. Comprehensive maps of existing bicycle and pedestrian facilities have been developed, along with a detailed Treatment Toolkit providing guidance in a wide range of active transportation facilities. Over 500 comments have been received from members of the public, including 199 online surveys

and 143 comments via an interactive web map. Two in-person open-house events were held in early 2025, in addition to multiple tabling opportunities at community events throughout the county, as well as a virtual open-house event in October 2025. Jurisdiction staff have provided valuable feedback on the overall direction and format of the plan. Table 1 below provides a review of each task in the plan development process, status, and target completion date.

Table 1 – Plan Tasks & Status Summary

Task	Status	Target Completion
Project Kickoff	Complete	Fall 2024
Existing Conditions Assessment	Complete	Winter 2024
Phase 1 Public Outreach/Engagement	Complete	Spring 2025
Treatment Toolkit	Public Draft	Summer 2025
Future Demand Assessment	In Progress	Fall 2025
Proposed Facilities	Public Draft	Fall 2025
Proposed Policies & Programs	Public Draft	Fall 2025
Implementation & Funding Plan	In Progress	Fall 2025
Final Document for Adoption	Not Started	Winter 2026

Plan Organization, Vision & Goals

The Countywide Active Transportation Plan will be formatted to include individual chapters specific to each of the six jurisdictions – the County of Napa, and Cities/Town of Calistoga, St. Helena, Yountville, Napa, and American Canyon. While each jurisdiction will have a separate chapter that can be adopted by jurisdictions, NVTA is structuring the Plan to have a single Vision Statement, Goals, Objectives and policies that are consistent across all communities.

Draft Countywide Goals have been proposed that address topics including Safety, Equity & Accessibility, Connectivity, Sustainability, Maintenance, and Data/Evaluation.

Draft Facilities & Countywide Policies

Building on prior planning efforts, data on roadway speeds and volumes, advanced modeling of active mode trips, and public comments received during earlier phases of the Plan process, a proposed Active Transportation network has been developed.

Proposed countywide policies were developed based on an analysis of existing planning documents, including local jurisdiction General Plans, Local Roadway Safety Plans (LRSP), Vision Zero Plan, as well as regional and statewide plans and policies, public comments, and issues or topics identified through discussions with local jurisdictions.

Proposed facilities and policies were provided to Public Works & Planning staff at each jurisdiction for review and comment. NVTA staff conducted both in-person and virtual meetings with all jurisdictions to discuss opportunities to better align draft documents with local needs, priorities, existing development patterns, and constraints.

Next Steps

Following robust community engagement on the Draft Facilities & Policies through October 31st, NVTA staff are currently working with jurisdiction Planning & Public Works teams, as well as our project consultants, to review comments and make changes to draft materials as appropriate.

The project team will then take the final proposed active transportation network and conduct analysis to prioritize projects based on a range of factors, including but not limited to estimated cost, community and jurisdiction interest, as well as safety and connectivity benefits. A funding plan will be developed to identify opportunities to support further planning, design, and construction of projects, and implementation of various programs and policies. A Greenhouse Gas Emissions (GHD) analysis will evaluate likely quantitative reductions in emissions resulting from latent and induced demand as a result of future planned projects.

A Draft Plan is expected in February 2026, with adoption by the NVTA Board of Directors to follow in March. Following NVTA Board adoption, local jurisdictions will have the opportunity to adopt the Plan to support a consistent countywide vision and strategy for the future of active transportation.

ATTACHMENTS

1. Draft Countywide Policies Memo

MEMORANDUM

This memorandum presents Napa County's long-term vision regarding active transportation, followed by the concrete goals and actionable objectives that will help realize this vision. The vision statement, goals, and objectives will frame the AT Plan and structure its infrastructure, policy, and program recommendations.

The second part of this document summarizes the policies and programs recommended as part of this planning process, which support the infrastructure recommendations and the Plan's goals. The programs and policies were informed by a thorough review of the policies and programs from existing, relevant County and jurisdictional plans. From there, a draft list of policies and programs was developed based on the vision, goals, and objectives of this current plan. These were reviewed by NVTa, revised accordingly, then reviewed by each of the local jurisdictions. This draft reflects the edits recommended by local jurisdictions.

Vision Statement

Napa County will be an active transportation-friendly community with a connected and comfortable network designed for all ages and abilities. This comprehensive active transportation network will provide residents and visitors with safe, convenient, and enjoyable access to destinations throughout Napa County and beyond, supporting everyday commuting, non-work trips, and recreation, and promoting a high quality of life.

Goals and Objectives

The goals and objectives are organized by the key AT Plan themes of safety; equity and accessibility; connectivity; and sustainability and mode shift.

Goals and Objectives

Theme	Goal	Objectives
Safety	Improve safety for all users of the transportation system, especially vulnerable road users (those who use active transportation).	▪ Reduce level of traffic stress (LTS) on the bicycle network by using LTS as a tool for facility design. For example, if a facility scores LTS 3 or 4 (high stress), use design to reduce to a low stress score of LTS 1 or 2. ▪ Improve safety for vulnerable users by enhancing roadway crossings, particularly intersections on the High Injury Network.¹ ▪ Achieve the Vision Zero goal of zero severe injuries and fatalities by 2035.
Equity and Accessibility	Develop an active transportation network that supports all ages and abilities and prioritize access for underserved communities .	▪ Strive for a bicycle network that is comfortable for the “interested but concerned” bicyclist by implementing new and enhanced low-stress facilities on the primary network. ▪ Prioritize funding for new and enhanced bicycle and pedestrian infrastructure for underserved communities, including communities where people rely on active and public transportation as their primary modes. ▪ Upgrade all pedestrian facilities to be ADA- and PROWAG-compliant so that users with disabilities can comfortably use the network.
Connectivity	Efficiently implement a connected network that allows active transportation users to directly access key destinations without interruption.	▪ Prioritize gap closures in the active transportation network over new infrastructure that do not connect to the existing network. ▪ Identify opportunities to use quick-build techniques to get projects on the ground in shorter timelines, and to test treatments before installing fixed infrastructure.

¹ As defined in the 2023 NVT Vision Zero Plan.

Sustainability and Mode Shift	Invest in complementary programs to reduce greenhouse gas emissions and increase active transportation mode share .	▪ Partner with local businesses to create robust Transportation Demand Management programs that support the local economy while reducing VMT and greenhouse gas emissions. ▪ Achieve a countywide active transportation mode share² of 10% by 2040.
Maintenance, Evaluation & Data Collection	Support the longevity of the active transportation network through maintenance and evaluation .	▪ Develop and implement a maintenance program that includes all facilities within the public right-of-way, including shared facilities, dedicated active transportation facilities, and amenities. ▪ Utilize pre/post data collection to evaluate project success, including metrics such as volume, speed, mode, as well as qualitative community feedback. ▪ Maintain a publicly accessible record of past and planned active transportation projects and priorities.

Countywide Policies and Programs

Policies and programs, in tandem with state-of-the-practice infrastructure, will help Napa County achieve its vision of being an active transportation-friendly community with a connected and comfortable network for all ages and abilities. Inspired by the “Six E’s” framework developed by the Safe Routes Partnership³, the recommended policies and programs in this Plan are categorized into the following distinct implementation channels—engineering, education and engagement, encouragement, and evaluation. Since equity (one of the “Six E’s”) is one of the goals of this plan and not an “implementation channel”, the policies and programs that support the Equity and Accessibility goal are distributed among the other “E’s” categories.

Policies are typically set by local, county, regional, or state government, while programs are led by or executed in partnership with external organizations or agencies such as advocacy groups or school districts. The policies in this AT Plan build upon and complement policies developed in previous planning efforts (both countywide and local), and supersede any conflicting policies in previous plans, unless noted. The policies and programs in this section are intended to be applied countywide and adopted by each jurisdiction. The following section includes policies and programs specific to each jurisdiction.

The lead implementing agency for each policy and program is the local jurisdiction, unless otherwise noted.

² Active Transportation mode share is defined as the percentage of total trips taken that begin and/or end in Napa County, for all purposes, that utilize active modes including but not limited to walking, bicycling, e-bike, scooter, or other human-powered and battery-electric assisted mobility devices.

³ <https://www.saferoutespartnership.org/safe-routes-school/101/6-Es>

Engineering

Recommended policies and programs that support the build-out of a connected and comfortable active transportation network for all ages and abilities.

Topic	Policy or Program	Goal Themes
Active Transportation Network Implementation (Development Regulations)	Update development code to condition discretionary projects to provide bicycle and pedestrian facilities recommended in this Plan, where a nexus can be established. Improvements include, but are not limited to, easements, land dedication, route design and construction, maintenance, safety enhancements, and support facilities. With prior approval from the jurisdiction, construction may be deferred until a connection to an existing route can be made.	Connectivity
Bicycle Parking and End-of-Trip Facilities	Update municipal code to require the provision of long- and short-term bicycle parking in all new or redeveloped multifamily residential, office, public, and commercial buildings. Additionally require employers with 50 or more full-time exempt employees to provide end-of-trip facilities, such as showers and lockers. Refer to the Treatment Toolkit for best practices.	Sustainability and Mode Shift
Bikeways, Existing	Do not remove existing bikeways unless an improved bikeway is installed in its place.	Safety, Connectivity
Capital Improvements Program (CIP)	Include projects from this Plan's constrained project list in relevant implementing agency CIP list(s).	Connectivity, Sustainability and Mode Shift
Coordination with Caltrans	Proactively engage Caltrans to identify projects on Caltrans facilities that address issues such as collisions & speeding, or which advance other active transportation goals in this Plan.	Safety, Sustainability and Mode Shift
Complete Streets	Establish a timeline to update local engineering standards to incorporate complete streets per MTC guidance. ⁴ Complete streets serve not only vehicle operations, but also pedestrians, personal mobility device users, bicyclists, and transit riders of all ages and abilities in a form that is compatible with and complementary to adjacent land uses, and that promotes connectivity between uses and areas.	Equity and Accessibility, Connectivity, Sustainability and Mode Shift

⁴ MTC Complete Streets Checklist. https://mtc.ca.gov/sites/default/files/documents/2024-10/MTC_Administrative_Guidance_for_Complete_Streets_Checklist_2024.pdf

Topic	Policy or Program	Goal Themes
Crossings	Prioritize bicycle and pedestrian crossing enhancement projects located along the Vision Zero High Injury Network.	Safety
Curb Design	Discourage rolled curbs adjacent to sidewalks; they may increase frequency of vehicles parking on or blocking pedestrian path of travel.	Equity and Accessibility, Connectivity
Daylighting	Prioritize curb extensions and other daylighting improvements at key locations, such as near schools, parks, and on higher volume roads. Support driver education and proactive enforcement of parking restrictions.	Safety
Design Standards	Implement active transportation infrastructure to serve all ages and abilities. In the absence of local jurisdictional design guidelines, please refer to the Treatment Toolkit in this Plan. The Toolkit should be regularly updated by NVTa to reflect best practices.	Safety, Equity and Accessibility
Leading Pedestrian Interval	Install Leading Pedestrian Intervals (LPIs) at signals near key destinations such as schools, parks, hospitals, multi-family housing, retail hubs, transit, and at intersections along the High Injury Network.	Safety, Equity and Accessibility
Lighting	Prioritize pedestrian-scale lighting along primary active transportation corridors and at intersections along the High Injury Network. Primary active transportation corridors include Class I, II, and Class IV facilities in urbanized areas and arterials with bicycle facilities and/or sidewalks.	Safety, Sustainability and Mode Shift
Maintenance	Maintain bicycle facilities at the same or better condition as on-road facilities. Examples include pavement condition, signing and striping, street sweeping and debris removal, and trimming of vegetation. Consult the Treatment Toolkit for guidance.	Equity and Accessibility, Sustainability and Mode Shift
Maintenance Coordination	Recognizing that small jurisdictions may not have the resources to acquire costly maintenance equipment, jurisdictions should pursue opportunities to reduce costs through maintenance agreements (e.g., for sweeping, moving, bollard replacement) where feasible.	Equity and Accessibility, Sustainability and Mode Shift

Topic	Policy or Program	Goal Themes
Maintenance Reporting	Utilize digital tools to enable residents and visitors to easily report hazards or other maintenance issues, view issues reported in their community, and receive status updates as issues are addressed.	Equity and Accessibility, Sustainability and Mode Shift
Mode Hierarchy	Establish a mode hierarchy for land use, design and engineering decisions on key corridors or specific street typologies that identify where to prioritize improvements or enhancements for active modes, transit, and other road users.	Safety, Connectivity, sustainability and mode shift
Project Implementation	Review the projects identified in this AT Plan for inclusion in street resurfacing, construction projects, and development application review, to advance buildout of the active transportation network.	Connectivity, Sustainability and Mode Shift
Quick Build	Evaluate opportunities for a countywide Quick-Build Program to select, fund, and implement small-scale active transportation improvements.	Safety, Connectivity
Regional Active Transportation Network	Enhance safety by prioritizing bike and pedestrian connectivity to regional bicycle trail facilities such as the Vine Trail, Bay Trail, and Ridge Trail.	Connectivity, Sustainability and Mode Shift
Right on Red	Evaluate existing signalized intersections for locations where Right on Red may be prohibited to improve safety.	Safety
Safe Routes to School – Bicycle Parking	Partner with the local school district to provide safe, secure, covered bicycle, scooter, and/or skateboard parking. Parking should be provided at a rate of 1 space per every 20 students. ⁵	Sustainability and Mode Shift
Safe Routes to School - Crosswalks	Enhance all school zone crosswalks at collector or arterial intersections within 0.25 miles of a school with yellow, higher-visibility continental or ladder-style markings.	Safety
Safe Routes to School - Sidewalks	Strive to provide sidewalks of at least 6' wide within 250' of the school entrance. If a school has only one entrance, strive to provide sidewalks of at least 8' wide within 250' of that entrance.	Equity and Accessibility

⁵ Association of Pedestrian and Bicycle Professionals, Bicycle Parking Guidelines, 2nd Ed, 2010.

Topic	Policy or Program	Goal Themes
Sidewalk Gaps	Support safe and convenient access for pedestrians of all ages and abilities by eliminating sidewalk network gaps. Prioritize filling gaps (1) along arterials and collectors, (2) proximate to key destinations such as schools, parks, hospitals, multi-family housing, or transit, and (3) in areas that are identified as a neighborhood/community priority. ⁶	Equity and Accessibility, Connectivity
Sidewalks as Shared-Use Paths	Install signage and pavement markings (such as thermoplastic decals) along all existing wide or “jumbo” sidewalks to satisfy the facility requirements of shared-use paths. Consider directional pavement markings near intersections or where volumes may be higher.	Connectivity, Sustainability and Mode Shift
Speed Enforcement Technology	Evaluate technology innovations to enforce posted speed limits and other moving vehicle violations to support the safety goals of this Plan.	Safety
Speed Limits (General)	Consistent with the CA Manual for Setting Speed Limits, further Vision Zero objectives to lessen the severity and frequency of crashes by reducing roadway design speed and associated posted speed limits on arterial and collector roadways.	Safety
Speed Limits (School Zone)	Per California Vehicle Code Section 22358.8, evaluate the reduction of speed limits in School Zones, which may be lowered to 15 mph on all two-way residential streets under local jurisdiction within 500 feet of schools and 25 mph up to 1,000 feet from schools.	Safety
Transit First	Prioritize active transportation to/from transit stops, transit hubs, and park and rides, particularly within Equity Priority Communities.	Equity and Accessibility, Connectivity

⁶ There are some exceptions to this policy, including rural residential zones and the Town of Yountville Old Town Historic District. See Town of Yountville General Plan, Mobility Element MO-3.2 – Old Town Historic District, which states “Maintain the Old Town Historic residential neighborhood with minimal traffic improvements and without curb, gutter, and sidewalks.”

Education and Engagement

The policies and programs recommended below are intended to educate and increase awareness of active transportation-related best practices among the public.

Topic	Policy or Program	Goal Themes
Bike Rental Education	Promote bicycle safety and reduce conflicts by coordinating with businesses that provide bike rentals, tours, and/or loaner bikes (including local retailers, hotels, and tour companies) to promote user education/etiquette. Consider developing preferred route guides to provide to those who borrow or rent equipment.	Safety
Construction Detours	Provide designated detours with an LTS equivalent to the existing bicycle/pedestrian facility so that construction projects (whether public or private) do not unnecessarily impact active transportation facilities. Develop and enforce guidance for contractors regarding appropriate location of signage to minimize hazards in and around work zones.	Safety
Micromobility	Consistent with state law, update local ordinances and develop educational materials to address where e-bikes and other micromobility devices are and are not authorized for use. Coordinate with advocacy organizations to perform educational outreach in specific locations or to specific populations.	Safety, Equity and Accessibility, Sustainability and Mode Shift
Road Safety Education	Promote roadway safety events, programs, and leverage regional/state/federal campaigns such as those developed by the Office of Traffic Safety.	Safety
Safe Routes to School Education	Support and expand Safe Routes to School programs, including classroom-based curriculum and on-bike education for all Napa County K-12 students by identifying consistent long-term funding for education programs.	Safety, Connectivity, Sustainability and Mode Shift
Safe Routes to School Engagement	Partner with local schools & nonprofit organizations to provide Safe Routes to Schools materials and communications in commonly spoken languages to reach diverse populations.	Equity and Accessibility
Waste Hauling	Develop an awareness program and/or educational materials that discourage placing waste bins in bike lanes and within the pedestrian clear space of the sidewalk. This information could be communicated through the local jurisdictions' websites, via utility bills, and directly to waste hauling companies. Once this message has been effectively communicated, develop a policy to support compliance.	Safety, Equity and Accessibility
Wayfinding	In coordination with NVTa and regional trail organizations (eg: Vine Trail, Bay Trail, Ridge Trail) support development of countywide wayfinding & bikeway identification standards.	Connectivity

Encouragement

The policies and programs described below are intended to encourage residents and visitors alike to choose active transportation as a means of traveling throughout Napa County.

Topic	Policy or Program	Goal Themes
Bicycle Events	Encourage events that familiarize the public with bicycling and walking such as Bike to Work Day, Bike to School Day, Bike Fest, and commute challenges.	Sustainability and Mode Shift
Bike Parking at Large Events	Enforce the California Green Building Standards Code (CALGreen) which requires large events (those with 5,000+ projected attendees) and recurring community events (such as farmers markets) to provide safe/secure bike parking on-site.	Sustainability and Mode Shift
Bicycle Friendly Community Status	In coordination with local advocacy organizations such as the Napa County Bicycle Coalition, pursue “Silver” level or higher Bicycle Friendly Community status from the League of American Bicyclists.	Sustainability and Mode Shift
Bikes for Low-Income Residents	Provide free or low-cost bicycles and helmets to those who qualify for CalFresh by collaborating with local bike shops, nonprofits, and advocacy groups to source bikes and helmets at discounted rates or through donations.	Equity and Accessibility, Sustainability and Mode Shift
24-Hour Low Stress Network	Evaluate existing policies and revise as necessary to support legal 24-hour access to low-stress (Class I) active transportation facilities.	Safety, Equity and Accessibility, Connectivity, Sustainability and Mode Shift
Micromobility	Encourage e-bike mode shift among low-income California residents with targeted outreach to promote programs such as state-administered e-bike vouchers, and NVTA’s “Bucks for Bikes” program.	Equity and Accessibility, Sustainability and Mode Shift
Safe Routes to School	Support local schools in offering age-appropriate Safe Routes to School programming. This may include walking school buses and bike rodeos for elementary students, bike safety and “walk and roll to school” events for all ages, bike repair workshops for middle and high schoolers, and student-led encouragement (through events or affinity groups) for high schoolers.	Safety, Sustainability and Mode Shift
Social Walks/Rides & Family Biking Workshops	Support development of recurring social walking/biking events, family biking workshops, Walk-with-a-Doc programs, and other activities to introduce/encourage active transportation.	Sustainability and Mode Shift

Transportation Demand Management (TDM)	Support development of a countywide TDM program to oversee projects with conditioned TDM requirements and identify funding strategies for monitoring.	Sustainability and Mode Shift
TDM Programs	Support/expand TDM programs that encourage or incentivize active transportation as an alternative to solo vehicle commutes.	Sustainability and Mode Shift

Evaluation

The policies and programs described below help track progress towards developing a connected and comfortable active transportation network for all ages and abilities. NVTa has set aside resources to regularly evaluate the outcomes of this plan, whether that be annually or biannually; therefore, NVTa would be the implementing agency for many of the following evaluation recommendations.

Topic	Policy or Program	Goal Themes
ADA Compliance	Develop a countywide program to track ADA compliance of new and redeveloped curb ramps and sidewalks, consistent with PROWAG (Public Right-of-Way Accessibility Guidelines) and the Treatment Toolkit.	Equity and Accessibility
Fixed Location Bicycle and Pedestrian Counts	Establish a bicycle and pedestrian counts program and continue to install multimodal counters along key corridors and other locations countywide and leverage data collection available through existing intersection control programs (eg: MioVision).	Sustainability and Mode Shift, Maintenance, Evaluation & Data Collection
Countywide Database	Establish a one-stop comprehensive countywide GIS database that includes collision data, bicycle and pedestrian network segment information (facility type, mileage, LTS score where applicable, planned infrastructure), counts, and other relevant data. Update countywide GIS database annually to assess progress toward network build-out and mode share.	Safety, Equity and Accessibility, Connectivity, Sustainability and Mode Shift
Pre/Post Project Data Collection	Collect and analyze vehicle and active mode data, including volumes, speeds, time-of-day, and other characteristics to determine pre- and post-project measurements for major bikeway and pedestrian improvement projects, and large-scale development projects.	Sustainability and Mode Shift
Equity Priority Communities	Strive to implement at least five (5) projects per year in identified Equity Priority Communities countywide, as identified in the most recent NVTa Community Based Transportation Plan (CBTP).	Equity and Accessibility

LTS	Utilize Level of Traffic Stress (LTS) tools to evaluate whether proposed new or enhanced bicycle facilities are likely to achieve a “Low Stress” score of LTS 1 or 2.	Safety
Measure U Coordination	In developing a five-year project list for Measure U, include on-street bike facilities, sidewalks, and other eligible projects from the active transportation recommendations in this Plan where feasible.	Sustainability and Mode Shift
Safe Routes to School	Foster a partnership between Napa County Bicycle Coalition and local schools to conduct student travel tallies twice per year at all elementary, middle and high schools to track how students are traveling to school. This may inform whether encouragement programs and active transportation network improvements are contributing to mode shift.	Sustainability and Mode Shift
Vision Zero	Track active transportation fatalities and severe injuries with the goal of reaching zero by 2035.	Safety