



NAPA VALLEY TRANSPORTATION AUTHORITY TAC Agenda Letter

TO: Active Transportation Advisory Committee (ATAC)
FROM: Kate Miller, Executive Director
REPORT BY: Diana Meehan, Associate Planner
(707) 259-8327 / Email: dmeehan@nvta.ca.gov
SUBJECT: Napa Countywide Bicycle Plan Update – Refined Vision, Goals and Objectives

RECOMMENDATION

That the TAC approve the updated Countywide Bicycle Plan vision, goals and objectives.

EXECUTIVE SUMMARY

The last Countywide Bicycle Plan was completed in 2012 and adopted prior to the introduction of the Active Transportation Program (ATP) and its various planning requirements. Last year, the first Countywide Pedestrian Plan was completed and will be combined with the updated Bicycle Plan to create an Active Transportation Plan. The Active Transportation Plan will provide guidance to jurisdictions for improving the active transportation network in Napa County and provide the framework for achieving the Countywide Transportation Plan, Vision 2040 goal of a 10% bicycle mode share by 2040.

The updated Vision, Goals and Policies document builds on the previous plan language and develops policies for each of the primary two goals: connectivity and safety.

FISCAL IMPACT

Is there a Fiscal Impact? None

CEQA REQUIREMENTS

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

BACKGROUND AND DISCUSSION

The 2012 Countywide Bicycle Plan Vision statement (Pg. 3, Attachment 2) establishes Napa County as a bicycle friendly community once the principal goals of the plan are achieved. The principal goals expound upon developing and building a safe, connected, user-friendly bicycle system that contributes to the health, economy and well-being of the entire community and its visitors. While the vision statement provides the long term view for bicycling in Napa County, the goals and policies represent the principles for achieving the vision.

The proposed vision statement (Attachment 1) for the 2017 plan update combines portions of the past vision and goals statement and references two primary plan goals:

1. Connectivity
2. Safety

These two goals are represented in a streamlined format, and include corresponding policies that were drawn from the previous plan providing a simplified framework for achieving Countywide plan goals. This updated version consolidates the 10 previously listed objectives and 64 policies into a more succinct and achievable matrix. The matrix will add agency/organization responsibilities for implementation once approved.

Many of the multiple policies listed under the previous plan's objectives are more project and program specific and can be embodied within jurisdictions' plans as needed. The addition of jurisdiction-specific policies in individual plan components will allow context sensitive solutions rather than a one-size-fits-all policy framework.

The draft Vision, Goals and Policies were sent to jurisdiction staff on September 22, 2017 with a request for comments by October 6, 2017. Comments were received by the City of Napa. (Attachment 3)

The ATAC recommended changes and approved the updated Vision, Goals and Policies at their November 27, 2017 meeting (Attachment 1). Staff is requesting that the TAC review, comment and approve the proposed Countywide Draft Vision Goals, and Policies for the 2017 update of the Napa Countywide Bicycle Plan.

Next Steps:

- Additional matrix components:
 - Jurisdiction specific policies for individual plans
 - Information identifying agency responsible for implementation (for inclusion in each individual jurisdiction plan)

SUPPORTING DOCUMENTS

Attachment(s): (1) Updated Vision, Goals and Objectives
(2) 2012 Countywide Vision, Goals and Objectives
(3) City of Napa Comments



1935 Addison Street, Suite A
Berkeley, CA 94705
510.298.0740 x174
301.927.2800 fax
www.tooledesign.com

Draft Vision, Goals, and Policies Napa Countywide Bicycle Plan

October 2, 2017

This memo outlines the draft vision, goals, and policies for the updated Napa Countywide Bicycle Plan. This policy framework will be revised as additional input is received throughout the planning process. As a next step, a matrix identifying which agencies/organizations are responsible for implementing each objective/policy will be drafted.

Proposed Vision Statement

Napa County's vision is to be a bicycle-friendly community with a world class bicycling system for all ages and abilities. The comprehensive, connected bicycle system will provide people with safe, convenient and enjoyable access to destinations throughout all Napa County jurisdictions and ~~to destinations~~ beyond. Residents and visitors will enjoy bicycling for everyday commuting, non-work trips and recreation. Bicycling contributes to a high quality of life, promotes health and will help achieve a 10% mode shift in Napa County by 2035.

Goals and Policies

The following are the proposed goals and policies for the updated Napa Countywide Bicycle Plan.

Goals		Policies
Connectivity	Connected low-stress bicycle network	<ul style="list-style-type: none"> • Build and maintain a local and countywide bicycle transportation and recreation network that connects Napa County's incorporated cities/town and unincorporated communities and provides access to public transportation and community destinations. • Develop and maintain continuous <u>Low-Stress bicycle facility networks</u>north-south and east-west Class I multi-use pathways to provide <u>seamless</u> intra-city connections that and serve as the backbone of the Countywide Bikeway System. • Prioritize completion <u>of network connections to</u> of regionally significant primary bikeways including the Napa Valley Vine Trail, the Bay Trail and the Ridge Trail, many segments of which also serve as local routes. • Provide secure bicycle parking at public and private destinations throughout Napa County. • Integrate the bicycle network into land use decisions and developments.
Equity	Improve bicycle access for disadvantaged communities	<ul style="list-style-type: none"> • Prioritize projects that improve access for underserved communities, particularly those reliant on walking, biking and transit for transportation.
Safety	Improved safety for all ages and abilities	<ul style="list-style-type: none"> • <u>Reduce the number and severity of bicycle collisions.</u> • <u>Reduce bicycle fatalities to Zero by 2035</u> • Target and improve areas that have high incidences of bicycle collisions. • <u>Implement Complete Streets policies that accommodate bicyclists, pedestrians, and transit riders and enable safe access for all <u>ages and abilities</u>.</u> • <u>Encourage education programs in all jurisdictions and school districts.</u> • Implement appropriate, well-designed bicycle facilities and intersection and other crossing improvements.

A Common Vision and Plan for Bicycling Throughout Napa

This Napa Countywide Bicycle Plan presents a cooperatively-developed 25-year vision for building a complete bicycling system for our community. It also presents a carefully chosen set of specific goals, objectives, and policies to guide the ongoing evolution of that system. Altogether, this Plan will function as a mutually agreed upon framework applicable to the entire system and to the set of interconnected local bicycle networks, made up of all types of bikeways. These include “Class I” multi-use paths, physically separated from roadways, “Class II” bike lanes, designated by striping on roads and “Class III” bike routes, which are roadways designated to be shared by bicycles and other vehicles.

Napa County, with its varied terrain, beautiful scenery, and mild weather is ideal for both practical and recreational cycling. Cities in the County are relatively flat and compact, characteristics that are optimal for intra-city commute and utilitarian trips. Currently, inter-city travel on the valley floor via bicycle can be challenging because of the distance between the cities, limited connections, and roads with high-speed traffic. Outside of the cities and valley floor, the County’s mountains, valleys, and scenery provide a “world class” experience that is a physically challenging and attractive for recreational cyclists.

This Plan has been developed at a time when there has been a strong surge of interest in bicycling (and non-motorized transportation in general) in Napa County, as well as in the Bay Area Region, the nation and the world. New programs, systems and technologies have been emerging month by month, spurred on by an intention to reduce greenhouse gas emissions, to promote more active, healthy transportation options, to reduce traffic congestion, and to provide connections between our communities. The Napa Vine Trail Coalition, dedicated to creating a Class I Multi-use Path the full length of Napa Valley, has emerged as a popular community organization, made up of over 25 of the county’s most influential non-profit and government groups. The Napa Bicycle Coalition, recently re-named “NapaBike,” has energized the cycling community to become an even more active participant in the development of cycling resources in the county. The local “Safe Routes to School” program has been expanding rapidly, now serving schools throughout Napa County. The Napa County Transportation and Planning Agency (NCTPA) has adopted a long range strategic goal of having 10 percent of all trips made by bicycle in Napa County. This plan is one way that NCTPA looks to accomplish this goal, in close partnership with the governments, non-profit organizations and citizens of our community.

This Plan is made up of two major elements:

1. A specific set of existing and proposed Class I, II and III bikeways, presented on a set of maps and a linked set of data tables that describe the routes, including their beginning and end points.
2. A set of supportive policies and programs designed to make maximum safe use of existing routes, and to promote turning “proposed” routes into reality.

This Plan is presented in two parts:

1. The Countywide Overview, which describes elements that are common to all six Napa jurisdictions
2. Six jurisdiction-specific planning documents, one each for the Cities of American Canyon, Napa, St. Helena and Calistoga, one for the Town of Yountville and one for Napa County.

This Plan is a complex living document and will be continuously revised in the years to come. Each of the six jurisdictions in our community has staff members (in the public works and/or planning departments) who work together with the NCTPA to bring the elements of the plan to life. Most communities also have local citizen committees dedicated to the implementation, upkeep and revision of this plan. Other community organizations, such as the Napa Valley Vine Trail Coalition and NapaBike also participate in cooperatively overseeing the implementation of this plan. Throughout the year, these

groups will review recommendations from the community for revisions to the plan. Based on this input, the NCTPA will revise the set of existing and proposed routes each year in January and we will revise the entire plan every five years. Special amendments may also be made at any time.

The Plan has been developed over the past year with active participation of several key groups: the staff of each City, Town and County; the local bicycle committees, made up of citizens appointed by the local governments; the general cycling community, which has been invited to all planning meetings; and the public at large, which was invited to two “bicycle summits” held at key points in the development of the Plan.

The Plan contains a set of policies, some of which are shared by all six jurisdictions in the county, and some of which are special for each City or Town or the unincorporated County. These policies, which will be adopted by each jurisdiction’s governing council, will be the official “rules of the road” related to the development of cycling resources in our community. They are designed to enhance bicycle mobility and to improve safety, access, traffic congestion, air quality, and the overall quality of life for our residents, workers and visitors.

The role of the NCTPA is to coordinate planning and funding efforts, advocate and promote safe cycling, and interface with regional, state and federal cycling agencies, groups and committees. Local agencies, such as cities, towns, and the County and the non-profit and private sectors, will be chiefly responsible for implementation of the objectives, policies and programs.

Key Concepts

These are some of the key concepts and terms used in this plan:

- *Bicycle “System”* – the whole of all of the components, including both physical and programmatic.
- *“Bikeway”* – a Class I multi-use path, Class II lane, or Class III route
- *Bicycle “Network”* – the interconnected set of physical bikeways (Class I, II and III).
- *“Primary Bikeway Network” (new in this plan)* – a continuous countywide network extending between and through communities that provide inter-city and inter-county routes and other key connections.
- *Goal* – where we want to be as a result of this planning exercise. The Goals in this plan are broad, optimistic and express our long-term vision.
- *Objective* – mileposts along the way to achieving the goals. They are specific, measurable steps to be achieved if the overall goals are to be met.
- *Policy* – a principle or rule to guide decisions by each local agency with regard to a particular issue or set of issues.
- *Program* – a specific action or set of actions designed to accomplish the policy or objective.

a more comprehensive glossary can be found beginning on page 72

A Bicycling Vision and Goals for Napa County

Vision

There will be a comprehensive, interconnected bicycle system throughout Napa County, including connections to the rest of the Bay Area region. There will also be development patterns and programs that will support access to this system and provide people with safe, convenient and enjoyable. Bicycling is common for everyday trips and recreation, contributing to the quality of life in Napa and the health, safety and welfare of its residents, workers and visitors. Napa is known as a bicycle friendly community, achieving the highest level of certification from the League of American Bicyclists, with a “world class” bicycling system.

Goals

Principal Goal – *To develop and maintain a safe and comprehensive countywide bicycle transportation and recreation system that provides access, opportunities for healthy physical activity, and reduced traffic congestion and energy use. Policies, programs and projects work together to provide safe, efficient and enjoyable opportunities for bicyclists of all types, ages, and abilities to access public transportation, school, work, recreation areas, shopping and other activity centers, and residential neighborhoods, and to connect Napa jurisdictions to each other and the region.*

From the NCTPA Strategic Plan, “Napa’s Transportation Future” – *Increase the percent of countywide trips made by bicycle to 10 percent*

What is in this Plan?

The NCTPA Bicycle Plan addresses bicycle facility needs over a 25-year planning horizon and consists of several parts. There are six stand-alone Bicycle Plans (for the Cities of American Canyon, Napa, Calistoga and St. Helena, the Town of Yountville, and the County of Napa) to be used by the individual agencies to document policy and guide implementation of local projects and programs; and there is this countywide overview section to discuss mutual issues and foster improved coordination in realizing the countywide bicycle system. The individual Plans have been developed to address the local context of each community, to coordinate bicycle access between jurisdictions, and to comply with the requirements of the State-mandated Bicycle Transportation Act. This Plan includes a vision statement, goals, policies, and objectives. It documents existing conditions and proposed projects in text, tables, and GIS Maps. It includes a collision analysis and future funding needs. It provides a description of proposed projects and priorities for implementation; details design standards for bikeways, and includes a series of programmatic recommendations intended to help mainstream bicycling help achieve larger community livability and transportation goals, and to improve safety conditions for bicyclists and motorists alike.

The first *Napa Countywide Bicycle Master Plan* was prepared and adopted by the NCTPA in 2003. This plan, the 2011 Plan, was developed in accordance with the State of California Bicycle Transportation Act.

Who will use this Plan?

The Napa Countywide Bicycle Plan will be used by agency staff, developers, transportation planners and engineers, elected officials, and the public as a tool used to evaluate current and long-term development plans for bicycle transportation. The Bicycle Plan is the “go to” tool for guiding staff and the development community in building a multi-modal transportation system that is bicycle “friendly,” and is a resource for available measures to encourage residents and visitors to make trips in the Napa area by bicycle.

Background and Partners

Purpose of the Plan

The Napa Countywide Bicycle Plan provides the framework – background, coordination, vision, direction, and tools – to improve the bicycle transportation system throughout Napa County and its communities. The Plan is intended to guide and influence the development of bikeways, policies, programs and facility design standards to make bicycling safer, more comfortable, convenient, and enjoyable for all bicyclists in the Plan Area. The goal of implementing the Bicycle Plan is to increase the number of persons who bicycle throughout Napa County for transportation to work, school, and for utilitarian purposes, as well as for recreation and tourism. This Plan takes a coordinated and comprehensive approach to addressing policies, standards, education, and access, and includes projects and programmatic recommendations to improve bicycle transportation and safety across city boundaries and to neighboring counties.

Because motorized vehicles dominate the transportation system, bicycling is often perceived to be a dangerous and/or an unimportant mode of travel. The truth is bicycling can bring great economic, environmental, social and health benefits to our region. And, on any given day, a motorist is many times more likely to be involved in a crash than a bicyclist. Raising public awareness about the importance and value of bicycling, and its legitimate place in the transportation system, must be an ongoing priority.

This Plan focuses on facilities that provide direct, convenient connections to desired destinations including employment centers, commercial areas, parks, schools, tourist destinations, and transit. This coordinated effort will help with the inter-jurisdictional planning of bikeways that cross boundaries and affect more than one city or one planning agency (primary routes). Finally, this Plan will serve as a tool to obtain regional, state, and federal funding for bicycle projects and programs. This Countywide Bicycle Plan and its project proposals will be incorporated into the Napa County Transportation Planning Agency (NCTPA) Strategic Transportation Plan, the Regional Bicycle Plan for the San Francisco Bay Area, and the Metropolitan Transportation Commission's (MTC) Regional Transportation Improvement Program (RTIP).

The Bicycle Transportation Act

The California Bicycle Transportation Act (BTA) requires that local agencies complete a Bicycle Transportation Plan in order to qualify for Bicycle Transportation Account grant funds issued by the California Department of Transportation. This Plan was crafted under the NCTPA's authority to conduct countywide transportation policy development and planning. The NCTPA and this coordinated planning effort fully recognize that the NCTPA does not have authority to construct the facilities recommended within the Plan, nor does it have the authority to require the adoption of the Plan by others. Therefore, the effort is meant to coordinate planning activities amongst the local agencies that do have the authority to construct the facilities and conduct the activities recommended.

Caltrans Compliance – Required Elements per BTA

The Napa Countywide Bicycle Plan was prepared in accordance with the California Bicycle Transportation Act. To be eligible for Bicycle Transportation Account Funds, the California Bicycle Transportation Act requires that cities and counties prepare and adopt a Bicycle Transportation Plan that addresses items a – k in Section 891.2 of the Streets and Highways Code. These items are outlined in Table 1. To maintain eligibility with the Caltrans BTA, Bicycle Transportation Plans must be updated every five years. Information on the Bicycle Transportation Act, Bicycle Transportation Plan (BTP) preparation and processing, and eligible Bicycle Transportation Account projects is available on Caltrans' BTA webpage; <http://www.dot.ca.gov/hq/LocalPrograms/bta/btawebPage.htm>

Note that Items a – k are addressed in the local agency plans.

Table I
Required Bicycle Master Plan Elements per California Bicycle Transportation Act (1994)

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| a. | Estimated number of existing and future bicycle commuters |
| b. | Map and description of land use settlement patterns |
| c. | Map and description of existing and proposed bikeways |
| d. | Map and description of bicycle parking facilities |
| e. | Map and description of multi-modal connections |
| f. | Map and description of facilities for changing and storing clothes and equipment |
| g. | Description of bicycle safety and education programs |
| h. | Description of citizen and community participation |
| i. | Description of consistency with transportation, air quality, and energy conservation plans |
| j. | Description of proposed projects and implementation priorities |
| k. | Description of past expenditures and future financial needs for bicycle facilities |
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Relationship to Local Plans and Other Relevant Land Use, Transportation, Air Quality, and Energy Planning Efforts

Implementation of the NCTPA Countywide Bicycle Plan will require coordination, consistency, and cooperation amongst numerous jurisdictions and agencies with varied interests that implement policy and maintain regulatory authority over land-use and transportation decisions within and immediately adjacent to Napa County. Local bicycle plans in American Canyon, Calistoga, Napa, St. Helena, Yountville, and the County of Napa supplement this overview document and comprise the Napa Countywide Bicycle Plan. Additionally, there are a number of federal, state, regional, county, and local agencies that have developed plans, programs, directives, policies, and regulations related to funding, planning, designing, operating, maintaining, and using transportation systems and bicycle facilities. These agencies and their plans, policies, and supporting information have been evaluated for coordination, consistency, and conformance with this Plan as identified by Caltrans and stipulated in the Streets and Highways Code Section 891.2. Relevant documents, policies, and supporting information are summarized and provided in Appendix A.

Bicycle Plan Development and Public Participation

The Bicycle Plan was developed over an 18-month period in 2010/11. The Plan was prepared by a consulting team working closely with NCTPA staff, a Project Steering Committee, local agency staff, Bicycle Advisory Committees or other responsible groups from the County and Napa's cities, stakeholders, and the public and interested citizens. The 2011 Napa Countywide Bicycle Plan builds upon the efforts of the 2003 Plan and integrates new projects, partnerships, concepts, and programs.

Public participation was an important component in the development of the Countywide Bicycle Plan. The NCTPA and plan participants solicited public input on existing conditions for bicyclists, potential improvement projects and programs, and site-specific issues such as safety concerns, access, connectivity, bicycle parking, and other items needed to improve conditions for bicyclists. The public participation process utilized an "advocacy" approach, where the general public and citizen representatives serving on advisory committees were instrumental in the development of a vision for bicycling in the community. The public participation process is summarized below.

- *Project Steering Committee* – A project steering committee comprised of local agency staff, citizen representatives, representatives from the Napa County Bicycle Coalition, Vine Trail Coalition, Napa County Safe Routes to Schools Program, Bay Trail Project, Ridge Trail Council, and Napa County Parks and Open Space, bicycle advocates, and others was established to oversee the development and progress of the Plan.
- *Advisory Committee Meetings* – The project consultant and NCTPA staff attended bicycle or other responsible advisory committee meetings in each participating jurisdiction to kickoff the project, collect input on issues and opportunities, and develop a vision and goals for the project. A second round of advisory committee meetings was conducted to review draft plans, projects, and program proposals.
- *Public Workshop #1* – The initial public workshop for the Bicycle Plan was held on Saturday, October 23, 2010, from 10:30 a.m. to 12:30 p.m. at the Yountville Community Center. Approximately 65 people attended the workshop, including local agency staff, elected officials, NCTPA board members, local bicycle advocates, and members of public. The purpose of the workshop was to collect input on issues, opportunities, and constraints throughout the Plan Area. Attendees were led through a series of small and large group exercises designed to solicit their input using a slide presentation, mapping exercise, issues discussion, and a visioning exercise.
- *Staff Interviews* – Members of local agency staff responsible for bikeway implementation and maintenance were interviewed to solicit their input on existing conditions, issues, opportunities, and constraints regarding Napa's bikeway system and programs.
- *Public Workshop #2* – The second public workshop for the Bicycle Plan was a countywide "Bicycle Summit" held on September 24, 2011 at New Technology High School in Napa. Approximately 60 people attended. Attendees conducted a detailed review of maps showing the existing and proposed network and offered substantial comments and suggestions that were later incorporated into the final network.
- *City Council, Board of Supervisors, and NCTPA Hearings* – The full Plan is scheduled to be presented to the NCTPA Board of Directors at its December 2011 meeting for their adoption. Following this, presentations will be scheduled to each city and town council and the Napa County Board of Supervisors for them to adopt the specific plan for their jurisdiction. This will occur in January and February of 2012.

Implementing Partners



Implementation of the Countywide Bicycle System and encouragement of its use is a responsibility shared by all government agencies and jurisdictions in the Plan Area. It relies not only upon the development of good plans, but commitment at each level of government to support bicycle projects and programs. Whereas each agency has a different level of responsibility for building capital facilities, the implementation of education and encouragement programs is a responsibility shared fairly equally among all agencies. Following are descriptions of the partners that will share in the implementation of policies, projects, and programs contained in this Plan.

Cities and County

Because development of bicycle projects and programs occurs mainly at the city and county levels, local jurisdictions hold the greatest share of responsibility for implementing bicycle networks. Napa's cities

(American Canyon, Calistoga, Napa, St. Helena, and Yountville), Napa County and the NCTPA need to recognize and plan for bicycle travel in transportation elements of comprehensive plans, and to program projects into capital improvement programs. Law enforcement agencies have primary responsibility for the implementation of traffic safety and enforcement programs.

Napa County Transportation Planning Agency

NCTPA is a joint powers authority formed in 1998 with members including the Cities of American Canyon, Calistoga, Napa, St. Helena, the Town of Yountville and the County of Napa. NCTPA serves as the Congestion Management Agency for Napa County and is responsible for long-range intercity transportation planning, programming State and Federal funding for transportation projects within the County, and promoting and coordinating intercity transit and rideshare services. NCTPA will provide oversight, coordination, implementation of various programmatic improvements, and will program regional transportation funds for the planning, design, and maintenance of the bicycle system.

Metropolitan Transportation Commission

MTC is the federally designated Metropolitan Planning Organization for the nine-county San Francisco Bay Area. MTC is responsible for long-range transportation planning for the Metropolitan area. MTC does not design or construct capital projects, but is responsible for allocating regionally managed federal funds. MTC also oversees the San Francisco Bay Area Bicycle Program and 511.org, which promotes alternatives to driving alone. MTC develops and adopts the Regional Transportation Improvement Plan (RTIP) and the shorter-term Transportation Improvement Program (TIP).

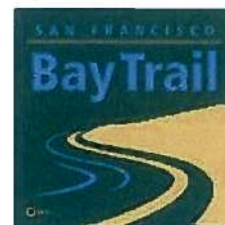


California Department of Transportation (Caltrans)

Caltrans is an important partner in addressing regional bicycle needs through road projects, policies and maintenance on State transportation facilities. Given the nature of Napa's roadway system, which provides limited alternatives for intercity roadway connections, it will be critical to work with Caltrans to provide bicycle access within existing highway corridors including north-south access along SR 29 and east west access along SR's 12, 121, and 128.

Regional Trail Agencies

Several regional trails are proposed within the Plan Area, including the San Francisco Bay Trail and the Bay Area Ridge Trail. It will be important to work closely with the non-profit and/or regional agencies that oversee the development of these trail networks to ensure that opportunities to integrate each of the trails into the local bikeway network are maximized. Each of the trails provides unique opportunities for recreational riding, and for commuters and tourists to access major destinations throughout the County. Further, as regional facilities these trails provide opportunities to connect to neighboring jurisdictions and points beyond Napa County within the greater San Francisco Bay Area. The respective trail agencies will play an important role in planning route alignments, garnering public support, and potentially funding route segments and trail amenities.



Transit Agencies

Transit agencies such as the Vine are responsible for ensuring access for bicyclists at and in the immediate vicinity of transit transfer stations, park-and-ride lots and transit stops. These improvements facilitate bicycle access to transit facilities and include bike parking and bike racks on buses.

Private Developers

Private developers will help implement the bicycle system by providing facilities for bicycle access in new developments. Their level of responsibility depends on each jurisdiction's codes and permitting requirements, which vary among municipalities. Developers are also responsible for providing supporting amenities at the workplace, such as bicycle parking, lockers, showers and changing rooms.

Local Advisory Committees

Bicycle, pedestrian, trail, and citizens advisory committees from Napa County and its cities have a strong role in project planning, oversight, and community education and encouragement. They should also work collaboratively with public agencies during the planning, design and development of land use and transportation projects to ensure the policies, projects, and programs contained in this plan are carried out, and the needs of bicyclists are at least considered, but ideally met.

Napa County Health and Human Services Agency

There is an increasing opportunity for Public Health Departments to support bicycling as a means to increase physical activity and improve public health. The Napa County Public Health Department will support bicycling and participate in implementation of the Plan through public policy actions and the delivery of education, encouragement, and awareness programs, and by addressing bicycle safety issues. To ensure the success of bicycling in the Plan Area, it will be important to partner with the Public Health Department to broaden the reach of safety, support, and encouragement activities. The Public Health Department should team with local law enforcement agencies to promote bicycle safety, with schools and districts to deliver programs for students that encourage bicycling as a healthy activity and teach bicycle safety, and with private employers to convey the health benefits of commuting by bicycle.

Napa County Office of Education, School Districts, and Schools

The Napa County Office of Education currently provides Safe Routes to School (SRTS) bicycle and pedestrian safety education to elementary students at a limited number of schools in the Plan Area on a "by request" basis through its School and Community Partnership Program. The SRTS program uses a variety of education strategies including in-class curriculum and hands-on bicycle training to improve student safety and help encourage more children to walk and bicycle to school. The County Office of Education is interested in expanding the program to provide safety education annually to all elementary and middle school students in the Plan Area. The Napa County Office of Education will play an important role in the delivery of bicycle education and safety information to students and should increase its partnerships with local agencies, NCTPA, law enforcement, and the Napa County Health and Human Services Agency to expand the delivery of Safe Routes to Schools programs and activities.

Benefits of Bicycling

Bicycling contributes to both local and regional goals established in General Plans and Transportation Plans throughout Napa County of being healthy vibrant communities that offer citizens a variety of transportation choices, to reduce vehicle miles traveled and greenhouse gasses, preserve community character, and offer an amazing quality of life.

Bicycling is a low-cost, quiet, non-polluting, sustainable and healthy form of transportation ideal for many local trips. The individual benefits of bicycling include:

- Improved health through increased physical activity
- Stress reduction
- Lower transportation costs

The social benefits of bicycling include:

- Improved air quality through reduced vehicular emissions
- Less vehicle traffic congestion
- Reduced use of non-renewable fuel resources
- Reduced health care costs via a healthier citizenry

The transportation benefits of bicycling include:

- Increased travel choices
- Reduced congestion
- Decreased pressure to build roads
- Enhanced traffic safety

Objectives and Policies

In addition to the countywide policies indicated below, each jurisdiction may choose to identify additional local policies. These additional policies are shown in the jurisdiction-specific plans that accompany this countywide overview.

Objective 1.0: The Countywide Bicycle Network

Establish a comprehensive, safe, connected countywide bicycle transportation and recreation system to support increases in bicycle trips made throughout the County to 10 percent of all trips by 2035.

Policies

- 1.1 Develop and maintain a local and countywide bicycle transportation and recreation network that connects Napa's neighborhoods and communities, and provides access to public transportation, school, work, recreation areas, shopping and other activity centers, and to regional routes according to the maps and recommendations in this plan. [NCTPA, cities, towns, County]
- 1.2 Develop and maintain contiguous north-south and east-west Class I pathways to provide inter-city connections and serve as primary bikeways in the Countywide Bikeway System. [NCTPA, cities, towns, County]
- 1.3 Consistent with federal, state and regional directives for "routine accommodation and complete streets"¹, ensure that all transportation projects on designated bicycle routes include, enhance or maintain bicycle transportation facilities. [NCTPA, cities, towns, County]
- 1.4 Seek opportunities to work cooperatively with all responsible departments and agencies (for example, transportation agencies, flood districts, utility agencies, parks and open space districts) to close existing gaps in facilities and ensure the network is funded, designed, constructed, and maintained. [NCTPA, cities, towns, County]
- 1.5 Consider the needs of all types of bicyclists (commuters, recreational riders, children, and families) in planning, developing, and maintaining a bikeway network that is safe and convenient. [NCTPA, cities, towns, County]
- 1.6 Establish and/or maintain local and countywide bicycle advisory committees to advise staff on bicycle network issues. [NCTPA, cities, towns, County]

Summaries of Federal, State, and Regional policies regarding the importance and consideration of non-motorized modes are provided in Appendix A.

Objective 2.0: Design

Utilize accepted design standards and "best practices" to facilitate completion of a connected bicycle system that is safe, convenient and enjoyable to use.

Policies

- 2.1 Utilize Chapter 1000, "Bikeways Planning and Design," of the *California Highway Design Manual*, the *California Manual of Uniform Traffic Control Devices*, and the American Association of State Highway

¹ US DOT Policy Statement: Integrating Bicycling and Walking into Transportation Infrastructure, 2000; Assembly Concurrent Resolution 211, 2002; Caltrans Deputy Directive 64, 2001; Caltrans Director's Policy 22 (Director's Policy on Context Sensitive Solutions), 2001; Metropolitan Transportation Commission Resolution No. 3765, (Routine Accommodations), 2006

Transportation Officials (AASHTO) *Guide for the Development of Bicycle Facilities*, as well as evolving “best practices” for the development of bicycle facilities. [NCTPA, cities, towns, County]

- 2.2 Consistent with Assembly Bill 1581 (Fuller) and Caltrans Policy Directive 09-06, assure that all approaches to signalized intersections include bicycle detection devices that are operational and properly marked. [NCTPA, cities, towns, County]
- 2.3 Provide consistent enhanced crossing features at uncontrolled intersections with Class I trails. [NCTPA, cities, towns, County]
- 2.4 Where standard Class II bike lanes are infeasible under current conditions, consider innovative approaches to safely accommodate bicycles. (Approaches may include but are not limited to: striped edge lines, signs, shared lane markings, “road diets,” eliminating parking, etc.) [NCTPA, Caltrans, cities, towns, County]
- 2.5 Install way-finding signage, markers, and stencils on off-street paths, on-street bikeways, local Class III routes, and State Routes to improve way finding for bicyclists, assist emergency personnel, and heighten motorists’ awareness. [NCTPA, Caltrans, cities, towns, County]
- 2.6 Improve safety and access for bicyclists at all at-grade railroad crossings by providing appropriate enhancements such as proper track structure, safe crossing angles, track fillers, lighting, and adequate warning and guidance information among other features. [NCTPA, Caltrans, cities, towns, County]
- 2.7 Bikeway design and siting outside of existing transportation corridors shall take into account the Napa County Right to Farm Ordinance (Appendix D) and take into consideration the “highest and best use” of the land, particularly in areas of active agricultural production such that new bikeways do not impede agricultural operations.
- 2.8 Signage should be developed in areas adjacent to active agricultural operations to inform cyclists of the need to respect the necessity of agricultural practices and to respect the privacy of private properties.

European Design

European cities employ a variety of bikeway designs generally known as “Cycle Tracks” that protect or separate bikeways from vehicle traffic where possible. These engineering efforts combined with a comprehensive approach to safety, encouragement, and awareness have helped to establish mode split rates with up to 40 percent of all trips made by bicycle. Where appropriate, similar practices should be tested or employed to determine if significant mode split shifts can be achieved within the Napa Valley.

Objective 3.0: Multimodal Integration

Develop and enhance opportunities for bicyclists to easily access public transit and other transportation resources.

Policies

- 3.1 Require transit providers to provide and maintain convenient and secure bike parking facilities and related amenities at major transit stops and transportation centers. [NCTPA, cities, towns, County]
- 3.2 Require local and regional transit agencies to accommodate bicycles on all transit vehicles that serve the general public. [NCTPA]
- 3.3 Plan for additional bicycle storage capacity on transit vehicles to ensure capacity keeps up with demand. [NCTPA]

- 3.4 Consider a “Safe Routes to Transit” program that prioritizes bicycle and pedestrian access to transit stops and centers. [NCTPA, cities, towns, County]
- 3.5 Encourage the development of “staging areas” as a component of trail development and other bikeway projects where appropriate to accommodate recreational bicycling needs. [NCTPA, cities, towns, County]
- 3.6 Develop strategies and work with private landowners/businesses to provide bicycle parking at strategic locations. [NCTPA, cities, towns, County, NCBC]

Objective 4.0: Comprehensive Support Facilities

Ensure development of comprehensive support facilities for bicycling such as short- and long-term bicycle parking, end of trip amenities, bicycle staging areas, repair stations, and other resources such as bicycle maps, guide information, and on-line tools.

Policies

- 4.8 Require adequate short-term (i.e. bike racks) and long-term (i.e. bike lockers) bicycle parking for non-residential uses as required in local standards. Nonresidential uses include private commercial and industrial uses, as well as hospitals, clinics, gyms, parks and other civic facilities. [Cities, towns, County]
- 4.9 Provide adequate short-term bicycle parking and long-term bicycle storage for transportation centers including transit transfer centers, park-and-ride lots, train stations, transit stops, etc. [NCTPA, Caltrans, cities, towns, County]
- 4.10 Work with businesses and private property owners to provide bicycle parking at existing employment, retail, and commercial sites. [NCTPA, cities, towns, County]
- 4.11 Encourage employers to provide secure indoor and/or covered bicycle parking for their employees. [Cities, towns, County]
- 4.12 Encourage major employers to provide shower and locker facilities for workers. [Cities, towns, County]
- 4.13 Encourage local school district to provide well located, secure bicycle parking at schools. [NCTPA, cities, towns, County]
- 4.14 Design Class I Trails to incorporate high-visibility crossing treatments, pedestrian scale lighting, street furniture, drinking fountains, interpretive elements, and other amenities where appropriate. [NCTPA, cities, towns, County]

Objective 5.0: Safety and Security

Create a countywide bicycle system that is perceived to be safe for bicyclists of all types and age groups, and work to reduce collisions involving bicyclists by 50 percent by the year 2035. (Use 2008 collision data as the baseline for analysis and perform periodic progress evaluations at 5-year intervals to benchmark progress.)

Policies

- 5.1 Coordinate the delivery of bicycle Safety Education Programs to schools utilizing assistance from law enforcement agencies, bicycle advocacy groups, local bicycle shops, Napa County Office of

Education, Napa County Health and Human Services, and other appropriate organizations. [NCTPA, cities, towns, County, NCBC]

- 5.2 Focus on improving safety at intersections by using or installing routine pedestrian signal cycles; pedestrian push buttons; high-visibility crosswalk markings; appropriate warning and directional signs; and reassurance or directional markings for bicyclists such as shared lane markings, skip lines, etc.; and through the use of focused education.
- 5.3 Focus on improving safety at railroad crossings by providing safe track crossing angles for bicyclists, using concrete panels and flangeway fillers to avoid surface irregularities, and through the use of quad crossing gates and warning signs. [Caltrans, cities, towns, County, Napa Wine Train]
- 5.4 Safety improvements in the vicinity of schools, major public transit hubs, civic buildings, shopping centers, and other community destinations shall be given a high priority for implementation. [NCTPA, Caltrans, cities, towns, County]
- 5.5 Improve ongoing collection and analysis of collision data to assist in the identification of problem areas which may require immediate attention. [Cities, towns, County]
- 5.6 Promote targeted enforcement of violations that focus on primary collision factors such as riding on the wrong side of the road, riding without proper safety equipment including lights at night, and right-of-way violations, etc.
- 5.7 When siting bikeways, the safety and security of adjacent land owners should be considered

Objective 6.0: Land Use

Support and strengthen local land use policies for compact, mixed use development in appropriate areas, and for designing and constructing bicycle facilities as part of new development projects.

Policies

- 6.1 Condition discretionary projects to provide needed bicycle improvements on Class I, II or III routes designated in this plan, assuming a nexus is established. Improvements include easements or land dedication and route construction, maintenance or enhancement, including support facilities. Construction may be deferred until a connection to an existing route can be made at the discretion of the jurisdiction. [Cities, towns, County]
- 6.2 In accordance with CEQA Guidelines, projects that could result in the loss of existing bicycle facilities or jeopardize future facilities included in this Plan must be mitigated.
- 6.3 Encourage school districts to participate in providing safe and continuous bicycle and pedestrian connections from surrounding neighborhoods when constructing new or improving existing school facilities. [NCTPA, cities, towns, County]
- 6.4 Site any new Class I multiuse paths that are not adjacent to existing transportation corridors in such a way that they are compatible with any adjacent active agricultural activities.
- 6.5 For any class I multiuse paths in lands zoned "Agricultural Preserve", path development must include transfer of title to Napa County or other public entity so as not to contravene Agricultural Preserve approved use provisions.
- 6.6 Class I multiuse paths that are part of the Napa Valley Vine Trail shall be sited according to the

Vine Trail policies (see Vine Trail description p XX). The same policies may also guide the siting of other Class I multiuse paths where appropriate.

Objective 7.0: Education and Promotion

Develop programs and public outreach materials to promote safety and the positive benefits of bicycling.

Policies

- 7.1 Develop and implement a multimedia countywide bicycle and pedestrian safety and education campaign to increase knowledge of riding rules, improve etiquette between motorized and non-motorized modes, promote bicycle tourism, and increase the awareness of the benefits of bicycling and walking as transportation modes. [NCTPA, cities, towns, County- potentially jointly]
- 7.2 Expand the delivery of Safe Routes to Schools curriculum to all elementary and middle schools annually. [NCTPA, cities, towns, County, School Districts, NCBC]
- 7.3 Educate law enforcement personnel, agency staff, elected officials, and school officials about the benefits of non-motorized transportation, and the safety needs of bicyclists and pedestrians. [NCTPA, cities, towns, County, School Districts, NCBC]
- 7.4 Develop and maintain a public bikeway map and user guide that provides bike route, education, safety, and promotional information. [NCTPA, cities, towns, County- potentially jointly]
- 7.5 Distribute bicycle and pedestrian safety, educational, and promotional materials at drivers training and citation diversion programs, school orientations and community and civic events. [NCTPA, cities, towns, County, law enforcement agencies, schools, advocacy organizations]
- 7.6 Encourage events that introduce the public to bicycling and walking such as bike-to-work, commuter challenges, bike/walk-to-school days, elected official bike rides, etc. [NCTPA, cities, towns, County, schools, advocacy organizations]
- 7.7 Encourage major employment centers and employers to facilitate commuting by bicycle, including the use of flex-time work schedules to support non-rush hour bicycle commuting. [NCTPA, cities, towns, County, advocacy organizations]
- 7.8 Maps of the Bike Network that made available to the public by public agencies shall only show existing bikeways. This does not include formal planning documents which will also include proposed routes and routes under study.

Objective 8.0: Planning

Continue to update and integrate bicycle-related transportation projects into land use and recreation plans and roadway improvement projects.

Policies

- 8.1. The countywide and/or local Bicycle Advisory Committee (BAC) shall be responsible for advising staff and decision makers on the ongoing planning and coordination of the countywide bicycle transportation system. [County, city and town BACs]
- 8.2. Update and adopt the Bicycle Plan in accordance with the California Bicycle Transportation Act, and to coordinate with Regional Transportation Plan updates. [NCTPA, County, participating cities and towns]

- 8.3. Participating jurisdictions shall update their general plans to incorporate the key contents of this Bicycle Plan. [County, participating cities and towns]
- 8.4. Consider local and the Countywide BAC as a resource to review roadway improvement projects, particularly on designated bicycle routes, for bicycle safety and compatibility and consistency with this plan. "Roadway improvements" include widening, resurfacing, rehabilitation, capacity improvements, traffic calming improvements, etc. Note that MTC's Regional Bicycle Plan for the San Francisco Bay Area recommends that local agencies form and maintain Advisory Committee's to advise staff on bicycle and pedestrian issues. [NCTPA, cities, towns, County]
- 8.5. Proactively seek new opportunities for acquisition of abandoned rights-of-way, natural waterways, flood control rights-of-way, utility rights-of-way, and other lands for the development of new Class I multi-use pathways that integrate with the planned system. [NCTPA, cities, towns, County]
- 8.6. Recognize the varied needs of bicyclists by striving to maintain on-street bikeways where off street pathways or alternative routes are proposed. Existing bikeways should not be altered or eliminated without consulting local bicycle advisory committees. [NCTPA, cities, towns, County]
- 8.7. NCTPA and local jurisdictions are encouraged to assign staff to assume bicycle coordination duties to oversee implementation of the Countywide Bicycle Plan and coordinate activities between affected departments and jurisdictions. [NCTPA, cities, towns, County]
- 8.8. For Class I multiuse paths not along existing transportation corridors, proactively notify landowners along proposed trail routes at the earliest phase of route planning.
- 8.9. For projects in the State right-of-way, project sponsors should work with Caltrans to ensure concerns are resolved prior to application for encroachment permits.

Objective 9.0: Maintenance

Maintain and/or improve the quality, operation, and integrity of bicycle infrastructure.

Policies

- 9.5. Maintain geometry, pavement surface condition, debris removal, markings, and signage on Class II and Class III bikeways to the same standards and condition as the adjacent motor vehicle lanes. [Cities, towns, County]
- 9.6. Develop or retain a maintenance reporting system with a central point of contact to report, track, and respond to routine bicycle maintenance issues in a timely manner. [NCTPA, NCBC, cities, towns, County]
- 9.7. Require that road construction projects minimize their impacts on bicyclists through the proper placement of construction signs and equipment, and by providing adequate detours. [Caltrans, cities, towns, County]
- 9.8. Consider bicycle safety in the routine maintenance of local roads and seek to, at a minimum, include the following activities [Caltrans, cities, towns, County]:
 - Trim vegetation to provide a minimum horizontal clearance of 4 feet from the edge of pavement and a minimum vertical clearance of 8 feet.
 - Clear debris from road shoulder areas to provide a clean surface for bicycling.

Objective 10.0: Funding

Work to maximize the amount of funding to implement bicycle projects and programs throughout the county.

Policies

- 10.1 Seek varied sources of funding, including but not limited to federal, state, and regional programs, partnerships with local non-profits and other local agencies, and local sources such as assessments to improve the bicycle system. [NCTPA, cities, towns, County]
- 10.2 Encourage multi-jurisdictional funding applications to implement the primary network and countywide bicycle system. [NCTPA, cities, towns, County]
- 10.3 Promote the availability of adequate regional, state and federal funding sources for bicycle transportation projects. [NCTPA, NCBC, cities, towns, County]



1935 Addison Street, Suite A
Berkeley, CA 94705
510.298.0740 x174
301.927.2800 fax
www.tooledesign.com

Draft Vision, Goals, and Policies Napa Countywide Bicycle Plan

November 2 ~~October 2~~, 2017

This memo outlines the draft vision, goals, and policies for the updated Napa Countywide Bicycle Plan. This policy framework will be revised as additional input is received throughout the planning process. As a next step, a matrix identifying which agencies/organizations are responsible for implementing each objective/policy will be drafted.

Proposed Vision Statement

Napa County is a bicycle-friendly community with a world class bicycling system. The comprehensive, connected bicycle system provides people with safe, convenient and enjoyable access throughout all Napa County jurisdictions and to destinations beyond. Residents and visitors enjoy bicycling for everyday trips and recreation, and bicycling contributes to a high quality of life in Napa County.

Goals and Policies

The following are the proposed goals and policies for the updated Napa Countywide Bicycle Plan.

Goals		Policies
Connectivity	To develop a well-connected low-stress To develop a well-connected low-stress bicycle network	<ul style="list-style-type: none"> Build and maintain a local and countywide bicycle transportation and recreation network that connects Napa County's incorporated cities/town and unincorporated communities and provides access to public transportation and community destinations. Develop and maintain continuous north-south and east-west Class I multi-use pathways<u>dedicated bicycle facilities of all types</u> to provide inter-city connections and serve as the backbone of the Countywide Bikeway System. Prioritize completion of<u>Focus on</u> regionally significant and primary bikeways including the Napa Valley Vine Trail, the Bay Trail and the Ridge Trail, many segments of which also serve as local routes. Provide secure bicycle parking at public and private destinations throughout Napa County. Integrate where feasible<u>the</u> bicycle networks <u>and bicycle facilities</u> into land use decisions and developments.
Safety	Improved <u>To improve</u> safety for all ages and abilities	<ul style="list-style-type: none"> Reduce the number and severity of bicycle collisions. Target<u>Identify</u> and improve areas that have high incidences of bicycle collisions. Implement Complete Streets policies that to accommodate <u>bicyclists, pedestrians, and transit riders and enable safe access for</u> all users. Implement appropriate, well-designed bicycle facilities and intersection and other crossing improvements.