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Planning Commission Resolution No. 2018-01 Recommending General Plan and Specific Plan Amendments

Amendments to the Circulation Elements of the Napa County
General Plan and Napa Valley Business Park Specific Plan,
P18-00390-GPA and P18-00301-SPA
Board of Supervisors Public Hearing, January 29, 2019

RESOLUTION NO. 2018-01

A RESOLUTION OF THE NAPA COUNTY PLANNING COMMISSION, STATE OF CALIFORNIA, RECOMMENDING THAT THE NAPA COUNTY BOARD OF SUPERVISORS: 1) CONSIDER AND ACCEPT THE REVISIONS CONTAINED IN THE SUPPLEMENT TO THE 2008 GENERAL PLAN EIR; 2) ADOPT THE 2018 DRAFT CIRCULATION ELEMENT AS THE CIRCULATION ELEMENT OF THE NAPA COUNTY GENERAL PLAN, REPLACING THE CIRCULATION ELEMENT ADOPTED IN JUNE 2008; AND 3) AMEND THE CIRCULATION ELEMENT OF THE NAPA VALLEY BUSINESS PARK SPECIFIC PLAN TO MODIFY THE DESIGN OF DEVLIN ROAD

WHEREAS, in accordance with Government Code Section 65300, each California city and county shall adopt a “comprehensive, long-term general plan for the physical development of the county or city, and of any land outside its boundaries which in the planning agency’s judgment bears relation to its planning;” and

WHEREAS, Government Code Section 65302(b) requires each general plan to include a circulation element that includes “the general location and extent of existing and proposed major thoroughfares, transportation routes, terminals, any military airports and ports, and other local public utilities and facilities, all correlated with the land use element of the plan;” and

WHEREAS, with adoption of Resolution No. 08-86 on June 3, 2008, the Napa County Board of Supervisors comprehensively amended seven of the eight elements of the Napa County General Plan, excluding the Housing Element but including the Circulation Element; and

WHEREAS, at a March 10, 2015, special joint meeting of the Napa County Planning Commission and Board of Supervisors, the Commission and Board directed staff to prepare an update to the Circulation Element of the Napa County General Plan, as the first step in an effort to address concerns voiced by members of the public regarding increased automobile congestion on the local roadway system; and

WHEREAS, the County proposes to amend the Circulation Element of the General Plan (2008) and replace it with the Draft Circulation Element (2018); and

WHEREAS, concurrently with the update of the General Plan Circulation Element, the County is considering an amendment to the Napa Valley Business Park Specific Plan Circulation Element to modify the design of Devlin Road, a primary arterial road in the Specific Plan area, by eliminating one vehicle travel lane and introducing a class 1 multi-use path within the public right-of-way, consistent with the revised goals and policies of the Draft Circulation Element (2018); and

WHEREAS, Government Code Section 65450 authorizes California jurisdictions to “prepare specific plans for the systematic implementation of the general plan for all or part of the area covered by the general plan;” and

WHEREAS, the Napa County Board of Supervisors adopted the Airport Industrial Area Specific Plan in July 1986 (Resolution No. 86-60) “to guide and facilitate development of the designated 2,945-acre Napa County Airport Industrial Area,” and recognizing the economic importance of the area to the County and region as an industrial development opportunity; and

WHEREAS, the original Airport Industrial Area Specific Plan has been amended several times in the past 32 years, including changing the name of the document to the Napa Valley Business Park Specific Plan (Specific Plan); and

WHEREAS, Government Code Section 65103 provides that the Planning Commission, acting as a planning agency, is charged with administration of the general plan and with making recommendations on amendments to the general plan; and

WHEREAS, Government Code Section 65358 permits a local legislative body to amend a mandatory element of its general plan no more than four times within a calendar year;

WHEREAS, no amendments to the Napa County General Plan have occurred this calendar year, and no amendments to the Circulation Element of the General Plan have occurred since 2008; and

WHEREAS, pursuant to Government Code Section 65453(a), “[a] specific plan shall be prepared, adopted and amended in the same manner as a general plan, except that a specific plan may be adopted by resolution or by ordinance and may be amended as often as deemed necessary by the legislative body;” and

WHEREAS, with its adoption of Resolution No. 08-86, the Board of Supervisors also certified the Final Environmental Impact Report (EIR) for the comprehensive update to the Napa County General Plan, including adoption of findings, a statement of overriding considerations and a mitigation monitoring or reporting program, in accordance with the requirements of the California Environmental Quality Act (CEQA, Public Resources Code Section 21000 *et seq.*); and

WHEREAS, Section 15162 of the State CEQA Guidelines (California Code of Regulations Section 15000 *et seq.*) provides that, when an EIR has been certified for a project, no subsequent EIR shall be prepared for that project unless the lead agency determines, on the basis of substantial evidence in the light of the whole record, that either: 1) substantial changes to the project or its circumstances would require major revisions of the previous EIR due to the involvement of new or worsened significant environmental effects; or 2) new information of substantial importance, which was not known and could not have been known with the exercise of reasonable diligence at the time the previous EIR was certified as complete, shows

that the project would have new or worse environmental effects than disclosed in the previous EIR, or that new or newly-feasible mitigation measures would reduce the severity of a significant impact but the project proponent declines to implement them; and

WHEREAS, State CEQA Guidelines also specify that a lead agency shall prepare a subsequent EIR if changes to a project or its circumstances occur or if new information becomes available after certification of the EIR; however, a lead agency may alternatively choose to prepare a supplement to an EIR rather than a subsequent EIR if any of the conditions described above would require preparation of a subsequent EIR, and only minor additions or changes would be necessary to make the previous EIR adequately apply to the project in the changed situation (State CEQA Guidelines Section 15163); and

WHEREAS, the current Draft Circulation Element (2018) and proposed Specific Plan amendment are consistent with regional and State goals to promote alternative and active modes of transportation, and project impacts to the transportation system level of service are not worse than projected at the time that the prior environmental analysis was conducted for the General Plan Update (2008); and

WHEREAS, adopted mitigation measures of the General Plan EIR (2008) are either retained or replaced with equally or more effective measures, which are manifested as revised and enhanced policies in the current Draft Circulation Element (2018) and a change to the already planned network improvement identified in the Specific Plan; and

WHEREAS, with updated demographic and transportation data but no new or worsened environmental impacts associated with this project, preparation of a Supplement to the General Plan EIR is sufficient to meet the requirements of CEQA for the proposed amendments to the General Plan and Specific Plan Circulation Elements; and

WHEREAS, the Napa County Planning Division prepared a Notice of Availability of a Supplement to the General Plan EIR (2008) for the proposed amendments to the Napa County General Plan and Specific Plan Circulation Elements; and

WHEREAS, on or prior to October 29, 2018, in accordance with State CEQA Guidelines Section 15087, the Notice of Availability of the Supplement to the General Plan EIR was published in the Napa Valley Register, sent to the State Clearinghouse, and distributed by first class and electronic mail to interested parties and potentially affected tribal, state and local agencies including but not limited to the California Department of Transportation, Napa Valley Transportation Authority, and the incorporated cities and town in the County; and

WHEREAS, the Napa County Planning Division accepted public and agency comments on the Supplement to the General Plan EIR between October 29 and December 12, 2018; and

WHEREAS, Government Code Sections 65353 and 65453 require that the Napa County Planning Commission hold a public hearing on the proposed amendments to the General Plan

and Specific Plan, prior to considering and recommending the amendments to the Board of Supervisors; and

WHEREAS, on or before December 5, 2018, pursuant to Government Code Sections 65352 and 65453, a Notice of Public Hearing before the Planning Commission regarding the Draft Circulation Element (2018) and Specific Plan amendments was mailed or emailed to all members of the public requesting such notice, as well as agencies and individuals as required by Government Code Section 65353; and

WHEREAS, on December 5, 2018, pursuant to Government Code Sections 65355 and 65453, a Notice of Public Hearing before the Planning Commission regarding the Draft Circulation Element (2018) and Specific Plan amendments was published in the Napa Valley Register, a local newspaper of general circulation; and

WHEREAS, prior to or at the meeting of December 19, 2018, the Planning Commission was provided with the Draft Circulation Element (2018), the proposed Specific Plan amendments, and the proposed Supplement to the General Plan EIR prepared for the project; and

WHEREAS, on December 19, 2018, the Planning Commission held a duly noticed public hearing to accept public testimony and consider making recommendations to the Board of Supervisors to amend the Circulation Elements of the General Plan and Specific Plan.

NOW, THEREFORE, BE IT RESOLVED that the Planning Commission has reviewed and considered the Supplement to the General Plan EIR, the Draft Circulation Element (2018) amendment to the General Plan, and the draft amendments to the Circulation Element of the Specific Plan, as well as oral and written comments received thereon, and makes the following findings:

- 1) The above recitals are true and correct, reflect the independent judgment of the Planning Commission, and are hereby incorporated by this reference.
- 2) Based on such consideration and in accordance with CEQA Guidelines Sections 15162(b) and 15163, the Planning Commission recommends that the Board of Supervisors adopt a resolution containing the following findings:
 - a. The Board has considered the General Plan EIR (2008) and the Supplement to the General Plan EIR prepared for the project.
 - b. Although changes have occurred to the circumstances under which the Circulation Element policies will be implemented, only minor additions or changes are necessary to make the General Plan EIR (2008) adequately apply to the project in the changed situation, and impacts of the proposed

project are not worse than was previously disclosed in the General Plan EIR (2008).

- i. As a result of census data derived from the 2010 U.S. Census and the 2015 American Community Survey (ACS), new demographic and transportation network information has become available since the last amendment of the Napa County General Plan Circulation Element in 2008. Changes to the transportation network have also occurred, including widening of segments of two State highways in the County (State Routes 12 and 29) from two lanes to four and three lanes, respectively; transit system changes that have included elimination of some local and regional routes and modifications to others; and construction of a portion of the Napa Valley Vine Trail, a class 1 multi-use pedestrian/bicycle path planned to interconnect the County's unincorporated areas, its five municipalities, Vallejo in Solano County, and the regional Bay Trail and Ridge Trail. Demographic data from the 2015 ACS indicates an increase in single-occupant vehicle use among Napa County residents compared to 2008, and evolving technology including car share, transportation network companies, and autonomous vehicles may further change how travelers utilize transportation systems.
- ii. Modeling conducted as part of the Draft Circulation Element (2018) effort utilized an updated traffic model and more recent development trends and demographic data. The updated analysis under the new modeling found that the number of road segments, the level of service of which would be LOS E or F, dropped from 39 to 21 compared to the analysis conducted for the 2008 Circulation Element. The analysis identified five intersections where level of service was worse with the more recent input data compared to the 2008 inputs, and of those five, two are projected to decline to an "unacceptable" level of LOS E (Silverado Trail between State Route 128 and Yountville Cross Road, and State Route 29 between Kelly Road and Jamieson Canyon Road). Performance on 51 of the segments improved under the newer modeling compared to the 2008 analysis (though four of those 51 segments are still projected to perform "unacceptably" at LOS E). The data provided in Table A of the Supplement to the General Plan EIR (2008) cross-references and updates the data provided in General Plan EIR (2008) Table 4.4-13.
- iii. The Draft Circulation Element (2018) and corresponding changes to the Circulation Element of the Specific Plan would have potentially significant impacts but will not result in a significant environmental impact not previously disclosed in the General Plan EIR (2008) nor a

substantial increase in the severity of an impact previously identified in the General Plan EIR (2008). As noted above, more current analysis of traffic impacts indicates that level of service impacts are still anticipated to occur with the proposed project, but with fewer segments impacted than was identified in the analysis of the adopted General Plan. Additionally, as shown in Table B attached to the Supplement to the General Plan EIR, Mitigation Measures 4.4.1a through 4.4.1j, identified in the General Plan EIR (2008) as mitigation for the General Plan Update (2008), will either be retained or augmented and strengthened with new or revised policies in the Draft Circulation Element (2018). Thus, with the Draft Circulation Element (2018), the County will be substituting existing mitigation measures (adopted as policies in the General Plan) with equally effective policies or policies that are more mandatory, and in this way, the severity of the impact will not increase with the currently proposed project.

- iv. The amendment to the Circulation Element of the Specific Plan helps to mitigate General Plan EIR (2008) Impacts 4.4.2 and 4.4.3, by providing an off-street path available for use by pedestrians and bicyclists and implementing objectives of the Napa Valley Transportation Authority to expand the County's network of class 1 bicycle facilities and encourage otherwise "cautious but interested" riders to consider bicycling as an alternative means of travel. As class 1 bicycle facilities are safer for bicyclists by separating them from automobiles on the roadway, and by providing sheltered areas for vehicular turning movements outside of through travel lanes, the recommended Specific Plan amendment also supports mitigation of Impact 4.4.2, which identifies hazards as a potential impact of the General Plan. In these ways, the recommended Specific Plan amendment is both consistent with the General Plan policies and also facilitates mitigation of the potential impacts identified in the EIR certified for the General Plan (2008).

3) The Planning Commission recommends that the Board find that the previously certified EIR for the General Plan, the findings contained in the Board of Supervisors' Resolution No. 08-86, and the Supplement to the General Plan EIR be used as the basis for approval of the proposed project.

4) The Planning Commission further finds that adoption of the Draft Circulation Element (2018) and the proposed amendments to the Circulation Element of the Specific Plan are in the public interest and are necessary for the public health, safety and welfare of Napa County. The amendments are intended to support an efficient system for movement of goods and workers for the benefit of the local economy, while also supporting construction of

infrastructure and implementation of programs for alternative transportation modes that facilitate healthy, active choices (walking and bicycling) and that reduce air pollution emissions from automobiles. The Planning Commission therefore recommends that the Napa County Board of Supervisors amend the General Plan to adopt the Draft Circulation Element (2018), attached as Exhibit A to this Resolution, as the Circulation Element of the General Plan, and that the Board adopt the proposed amendments to the Circulation Element of the Specific Plan, attached as Exhibit B to this Resolution.

5) The Secretary of the Planning Commission is hereby designated as the custodian of records, documents and other materials that constitute the record of proceedings upon which the Commission's decision is based. These documents are located at:

Napa County
Planning, Building & Environmental Services Department
1195 Third Street, Suite 210
Napa, CA 94559

THE FOREGOING RESOLUTION WAS DULY AND REGULARLY ADOPTED by the Planning Commission of the County of Napa, State of California, at a regular meeting of the Commission held on the 19th day of December, 2018, by the following vote:

AYES:	COMMISSIONERS	GALLAGHER, HANSEN, MAZOTTI, WHITMER, and CHAIR COTTRELL
NOES:	COMMISSIONERS	None
ABSTAIN:	COMMISSIONERS	None
ABSENT:	COMMISSIONERS	None



Anne Cottrell, Chair
Napa County Planning Commission

ATTEST:
Clerk of the Planning Commission

By: 

APPROVED AS TO FORM
Office of County Counsel

By: Laura J. Anderson (e-signature)

Date: December 10, 2018



NAPA COUNTY GENERAL PLAN: CIRCULATION ELEMENT



As is the case with most California communities, circulation—the movement of people and goods—is an important issue in Napa County. The County's key industry, agriculture, relies on the circulation system to move workers, visitors, services, and product from vineyard to winery and from winery to market. Residents in Napa County need to travel to school, work, and shopping, and visitors to Napa County need safe and convenient ways to access the County's many destinations.

However, as a community with no direct access to an interstate freeway (a portion of Interstate 80 runs through a corner of Napa County, but there are no on-ramps or off-ramps), and lacking the population size that would support significant transit investments, Napa County faces challenges unlike any other county in the Bay Area. Most significantly, Napa County must find ways to maintain and improve access, address congestion, and serve remote areas of the County while preserving the area's rural character.



This Circulation Element of the General Plan presents a summary of transportation issues and presents goals, objectives, policies, and action items intended to help Napa County meet these and other challenges.

IN THIS ELEMENT

- Transportation in Napa County (Page CIR-2)
- Napa County's Roadway System (Page CIR-6)
- Transportation Issues Facing the County (Page CIR-6)
- Circulation Goals, Policies, Objectives, and Actions (Page CIR-10)

This Element describes the general location and extent of existing and proposed roads and other transportation facilities and services. It is intended to help County decision-makers prioritize future transportation investments and to ensure that transportation and land use decisions are integrated as provided for in this Element and in the Agricultural Preservation and Land Use Element.

TRANSPORTATION IN NAPA COUNTY

Typical Modes of Travel in Napa

Approximately 86 percent of Napa County's population commutes to work in private automobiles with most (77.6 percent) driving alone. Table CIR-A provides a comparative analysis of the commuting choices of Napa County residents versus those for the state of California and the rest of the country.

**TABLE CIR-A: HOW NAPA COUNTY RESIDENTS TRAVEL TO WORK**

Commuter Mode	Napa County	Bay Area	California	U.S.
Single-Occupant Vehicle ¹	77.6%	66.5%	73.9%	76.6%
Carpool	9.0%	10.0%	10.0%	9.0%
Public Transit	2.0%	12.0%	5.2%	5.2%
Bicycling/Walking	5.4%	5.5%	3.8%	3.4%
Other Means	0.8%	1.5%	5.9%	1.2%
Work At Home	5.2%	5.6%	5.5%	4.6%
Percentage Who Work Outside County of Residence	22%	29%	17%	24%
Mean Travel Time to Work (minutes)	24.7	31.1	28.9	26.4

Notes:

1. "Single Occupant Vehicle" includes motorcycles.

Sources: American Community Survey, 2015

As shown above, Napa County's commuters are relatively similar to commuters statewide and nationwide in the way they choose to travel to work. The Bay Area as a whole has a higher percentage of commuters using public transit due to the extensive rail and bus systems in the more urbanized parts of the region. Napa commuters are slightly above national and state averages in their use of bicycles and walking, although this is likely limited to the relatively flat and compact Napa Valley. In other areas of the County, longer distances and more challenging terrain generally limit cycling to a mostly recreational activity.

Public Transit

Though not yet a major contributor to the existing transportation system, public transit services are available in all of the incorporated jurisdictions and in some of the unincorporated areas of the County. Fixed-route local, intercity, demand-response, and paratransit services are provided as follows:

- **Vine Transit** provides intra- and inter-city fixed route services. Vine Transit offers local service in the city of Napa, and regional service between Napa County and destinations such as the Vallejo Ferry Terminal and Suisun City Train Depot in Solano County, and the El Cerrito del Norte BART (Bay Area Rapid Transit) station in Contra Costa County. Future connectivity to the SMART (Sonoma-Marin Area Rapid Transit) rail system is under consideration.



- **American Canyon Transit** provides on-demand, door-to-door and fixed-route service in American Canyon.
- **Yountville Trolley** provides door-to-door service throughout Yountville, including to the Veterans Home.
- **St. Helena Shuttle** provides on-demand, door-to-door and fixed-route service in St. Helena.
- **Calistoga Shuttle** is a general public on-demand service in Calistoga.
- **VineGo** is the Vine's complementary accessible paratransit service providing curb-to-curb service for qualifying residents with disabilities who live within ¾-mile of any Vine service.

In August 2001, all transit services in the County were consolidated under the auspices of Vine Transit (ridethevine.com), which is managed by the Napa Valley Transportation Authority (NVTa; www.nvta.ca.gov). This agency also serves as the Congestion Management Agency for Napa County.

In addition to the public services described above, a number of private companies offer a variety of transportation services throughout Napa. These include taxis, limousine services, shuttles operated by local companies, tour buses, and on-demand ridesourcing services such as Lyft and Uber (also known as Transportation Network Companies or TNCs).

Active Transportation

Sidewalks, bicycle facilities, and regional multi-use paths provide travelers with alternatives to motorized transportation. The more urbanized areas of Napa County sometimes have sidewalks and other pedestrian infrastructure, and some recreational bicycle/pedestrian trails extend into the unincorporated area from adjacent cities and towns.

The Napa Valley Vine Trail is an off-street multi-use (bicycle/pedestrian) path for commuters and recreational riders between Yountville and Napa. The first segments of the Vine Trail opened in 2016, providing a non-automobile transportation connection between south Napa and Yountville. It is planned for the Trail to eventually connect all five municipalities in Napa County, as well as Vallejo in Solano County, and to include portions of the region-wide Bay Trail and Ridge Trail. Between January 2017 and January 2018, the non-profit Napa Valley Vine Trail Coalition counted 348,440 uses of the Vine Trail as recorded by counters placed along the 12.5-mile segment.

NVTa completed a Countywide Bicycle Plan in January 2012 and a Countywide Pedestrian Plan in 2016; together, these two documents make up the Countywide Active Transportation Plan. The Napa County Board of Supervisors adopted the Countywide Bicycle Plan for the unincorporated



areas in June 2012, and the Board adopted the Countywide Pedestrian Plan for the unincorporated areas in February 2017. NVTA is currently undertaking an update to the Countywide Bicycle Plan, with the intent of establishing policies and implementing programs to expand opportunities for bicycling in Napa County.

Rail Transportation

Rail transportation in Napa County is limited to commercial and freight services. As of this update, freight service is limited; the California Northern Railroad extends through the southern part of the County, from Suisun/Fairfield in Solano County through Napa Junction and to Brazos Junction on the Napa River, with a spur extending north to Strebblow.

No commuter rail service exists within the County at this time. The SMART alignment ends at Green Island Road in American Canyon; the NVTA is coordinating with the other North Bay congestion management agencies and SMART to explore opportunities for extending SMART operations to the Suisun Amtrak/Capitol Corridor station. The Napa Valley Wine Train operates between Napa and St. Helena; however, it is not a transportation service but rather a sightseeing operation.

Air Transportation

The primary air transportation venues in Napa County are Napa County Airport and Angwin-Parrett Field Airport.

Located 6.5 miles south of the city of Napa in the unincorporated area, **Napa County Airport** is a general aviation airport operated by Napa County. Originally established by the U.S. Army in 1942 as the Napa Auxiliary Air Defense Field, it was turned over to the County in 1945.

Angwin Airport (Parrett Field) is privately owned and operated. It also offers ground schools and flight instruction.

The **Lake Berryessa Seaplane Base** has an emergency seaplane landing area that is also open to the public for recreational use.

Water Transportation

Some visitors come to Napa County by water. The Napa River is designated as a navigable waterway up to Third Street in the city of Napa, and there is a public dock at the Riverfront development. Although the Napa River played an important role in the early days of Napa County's development,



providing an easy means to get the County's agricultural and other products to market, its current use is for recreational boating.

As noted previously, the Vine public transit system provides bus service to the Vallejo Ferry Terminal, allowing passengers to use the ferry system to connect to the Ferry Building and Pier 41 in San Francisco, and the Mare Island Terminal.

NAPA COUNTY'S ROADWAY SYSTEM

Napa County's roadway system reflects its primarily agricultural character. The County is different from most other counties in the Bay Area in this regard; the limited number of roadway types and the primarily rural nature of the roadways set Napa County apart from its more urban neighbors.

One interstate freeway (I-80) crosses the southeastern corner of the County, and there is no direct access to that freeway within Napa County (both American Canyon Road and Jamieson Canyon Road connect to I-80 in Solano County).

In the County's rural eastern area, no roadway more than two lanes wide currently exists or is planned, and many of the roadways are steep and curving, reflecting the topography of the area.

In the Napa Valley, some roadways are more urban in character. A portion of State Route (SR) 29 north of SR 121 is designated as a freeway, and the portion of SR 29 between SR 37 and SR 12/121 is considered part of the Federal Highway Administration's National Highway System, for which the state and federal governments have agreed-upon standards and principles. Some of the major roadways serving the incorporated cities and town are four lanes wide; north of the city of Napa most roads remain two lanes wide, although they sometimes accommodate higher traffic volumes than is typically associated with rural areas.

The Goals and Policies section of this Element defines the types of roadways that are shown on the Circulation Map.

TRANSPORTATION ISSUES FACING THE COUNTY

Car and truck traffic in Napa County has steadily increased as the County has experienced growth in urban and agricultural development, and this increase in traffic is expected into the foreseeable future as growth in Napa County and the region continues.



Traffic volumes on roadways in the County are expected to increase in the future, according to regional planning agencies such as the Metropolitan Transportation Commission (MTC) and the NVTa. Some of the increase in traffic on County roadways will occur as the result of growth beyond the control of Napa County, created by development either within the incorporated cities and town or outside the County entirely (in other parts of the Bay Area and the Sacramento region). Contributing factors to traffic growth include traveler preference for private automobiles with few shared rides, housing supply and housing costs in the Napa Valley, and the lack of roadway and parking pricing to manage demand.

In addition to commuter traffic, Napa County (particularly the Napa Valley and, increasingly, some connecting roads in the eastern hills) is subject to traffic generated by the many tourists who visit the County. A recent survey from Visit Napa Valley estimated that there were 3.5 million annual visitors to Napa County, drawn by the wineries, restaurants, spas, music venues and events, natural scenery and other activities in the area.

The NVTa recently sponsored a study to better understand travel patterns in Napa County. The *Napa County Travel Behavior Study* (prepared by Fehr & Peers for the Napa County Transportation and Planning Agency, December 2014) used a variety of data sources (such as vehicle classification counts, in-person visitor surveys, online employee surveys, mobile device data, and license plate matching techniques) to gather information on the full range of travel behavior in Napa County, including visitors, employees, residents, and students. The study includes a summary of the proportion of total daily vehicle trips that travel between different parts of the County during different times of the week, as shown in Table CIR-B. One difference between weekend and weekday travel is that, on Saturdays, the proportion of travel coming from the incorporated cities is nearly half as much as it is on weekdays, likely reflecting employee commuting patterns. Meanwhile, the amount of inter-county travel (between Napa and other counties) is 50% higher, indicating an effect of Napa's role as a tourist destination. Even on weekdays, the amount of inter-county travel is relatively high at about 30% of all trips; this likely reflects in part the effects of weekday visitors as well as workers traveling to local jobs who live in other counties, due to high housing costs and limited housing supply within Napa.

**TABLE CIR-B: ORIGINS AND DESTINATIONS OF VEHICLE TRIPS IN NAPA COUNTY**

Trip Type and Percent of Total	Weekday (Mon-Thurs)	Friday	Saturday
Trips starting and ending in the unincorporated area of the County	19%	20%	18%
Trips starting and ending in cities and town in Napa County	26%	25%	19%
Trips between the unincorporated area and cities and town in Napa County	20%	22%	11%
Trips between Napa County and other counties	31%	31%	47%
Trips starting and ending outside Napa County (that is, passing through the County)	3%	3%	5%

Source: Fehr & Peers, *Napa County Travel Behavior Study*, December 2014. Percentages presented here have been calculated based on data in Tables 17, 18, and 19 of the *Travel Behavior Study*.

Freeways and arterial roads in the County that provide access to popular attractions may experience higher visitor trip volumes on weekend days compared to weekdays. Tourists have similar needs to residents and commuting employees—all need efficient ways to move around the County. Tourists, because they are generally less familiar with the County, appreciate signs and markers that can help them find their destinations. At the same time, the County's visitors also expect a pleasing driving experience that emphasizes the area's scenic beauty and minimizes sign clutter and other visual intrusions which detract from that beauty. This issue is addressed in the Community Character Element of this General Plan.

While high traffic volumes and increases in vehicle delay are indicators of a thriving economy, they also can have a number of potential impacts on the quality of life in Napa County:

- Generally, as traffic volumes increase, congestion also increases. Congestion can grow at a faster rate once capacity is reached, which means that even small amounts of traffic growth can have noticeable effects. As a result, vehicle speeds slow, trips take longer, and travel times become less reliable, which can reduce emergency response times and increase the time required for trip planning.
- As primary routes become congested, drivers aided by smart phone applications and GPS (global positioning systems) move to minor roads to save time. This can place added strain on roads and neighborhoods that were not originally designed or intended for increased traffic intensity. Greater traffic noise, reduced pedestrian and bicycle safety, and longer driving times along these secondary routes can decrease the quality of life for residents.



- Higher levels of congestion can prompt some travelers to switch to public transit, if there are convenient transit options available that would allow them to save time as compared to driving. In Napa County, public transit is generally limited to local and regional bus service in the incorporated jurisdictions and on some state routes.
- Because cars and trucks waste fuel while idling and work most efficiently at speeds of about 45-55 miles per hour, higher levels of congestion can translate into increased energy use and associated emissions of air pollutants.
- Higher traffic volumes are correlated with higher vehicle miles traveled (VMT), which means higher greenhouse gas (GHG) emissions. The estimated 262 million VMT in Napa County in 2014 contributed 125,711 metric tons of carbon dioxide emissions per year, which is 26 percent of all carbon dioxide emissions in the County.¹
- Higher traffic volumes and higher traffic speeds also create more traffic-related noise.

This Element of the General Plan addresses these challenges by setting forth goals, policies, and action items to establish expectations about transportation network performance and to guide future infrastructure and land use decision-making. At a broad scale, the goals and policies about transportation included here are correlated with policies of the Agricultural Preservation & Land Use Element by allowing for selected roadway capacity increases in the southern part of the County where the most growth is anticipated, and by focusing attention on access, safety, transit, and active transportation modes throughout Napa County. By correlating transportation goals and policies with the Agricultural Preservation and Land Use Element, this Element is also protective of natural resources (Conservation Element), visual character (Community Character), and opportunities for business growth (Economic Development).

In Napa County, protecting the rural character of the area and minimizing the cost of new road expansion are both priorities. Consequently, building new or wider roads has been limited to only a few locations where deemed to be both feasible and desirable. In this way, the County expresses that preservation of the area's character is a higher priority than achieving the most efficient mobility outcomes. Attractive public transit alternatives are also difficult to implement, due to the dispersed pattern of employment and tourist destinations, and services with low numbers of riders typically require substantial government subsidy. In the more developed (and flatter) Napa Valley, expanding the transportation network of trails and paths for active modes (e.g., bicycling, walking) is more feasible, and the potential exists to encourage drivers to use their cars less, supporting the County's long-held commitment to urban-centered growth.

¹ Napa County Climate Action Plan Final Inventory Forecast Memo, Ascent Environmental, April 13, 2016.



As noted above, this Circulation Element contains policies that result in only very limited roadway capacity expansion. In most areas of the County, the roadway system that exists today is intended to be the roadway system of the future, supplemented by more efficient methods for moving people around. Policies explain where roads will be improved, where traffic congestion will be accepted as a trade-off for maintaining the County's rural character, how convenient local access will be provided for, and creative approaches to transportation alternatives and transportation demand management. Attention is given to special needs populations and the elderly, and ways that new developments can address the impacts to which those developments contribute.

Note to the Reader: Emergency evacuation routes and access are addressed in the Safety Element of this General Plan.

CIRCULATION GOALS

- Goal CIR-1:** The County's transportation system shall complement the policies of the Agricultural Preservation and Land Use Element to protect the County's rural character.
- Goal CIR-2:** The County's transportation system shall provide accessibility to desirable destinations on well-maintained transportation facilities throughout the County. The operation, maintenance, and expansion of the transportation system will consider the needs of Napa County residents of all income levels, ages and abilities, as well as businesses, employees, and visitors.
- Goal CIR-3:** The County's transportation system shall encompass the use of private vehicles, local and regional transit, paratransit, transportation network companies, walking, bicycling, air travel, rail, and water transport. It shall support the implementation of new transportation technologies and travel options to the extent those technologies and options support the County's goals of improving mobility while reducing congestion and emissions.
- Goal CIR-4:** The County supports state, regional, and local efforts to reduce greenhouse gas emissions from the transportation system.



CIRCULATION POLICIES, OBJECTIVES, AND ACTIONS

Roadway System

Policy CIR-1: The Circulation Map contained in this Element shows the following roadway types as comprising the planned roadway system. Local roadways need not be shown on the Circulation Map. The Circulation Map is a visual depiction of the County's policy regarding the ultimate width and general location of roadways in the unincorporated area.

Highways: Multi-lane roadways designed for travel at relatively high speeds. Some highways have limited access (i.e., only at grade-separated interchanges) and are designed for speeds up to 70 miles per hour. Other highways have at-grade intersections and may have speed limits in the range of 45 to 60 miles per hour depending on the context. Examples in the general vicinity of Napa County include freeways such as Interstate 80 and state highways such as State Routes 29 and 37.

Arterials: These are typically two- or four-lane roadways designed primarily for longer-distance travel between major centers of activity, and often with limited direct driveway access. The primary example in unincorporated Napa County is Silverado Trail.

Rural Collectors: These are typically two-lane roadways designed primarily to link locally important activity centers and provide a collection system for the local roads. Rural collectors will typically be designed for slower travel speeds than arterials and may incorporate sharper curves, narrower shoulders, and other features consistent with slower vehicle speeds. Examples in Napa County include Oakville Cross Road and Yountville Cross Road.

Local Roadways: Roadways which provide direct access to individual homes and businesses.

Action Item CIR-1.1: The County shall adopt, periodically review, and revise as appropriate specific road and street standards for County roads. These standards shall include overall right-of-way widths, pavement widths, lane and shoulder widths, and other design details. The County's roadway standards shall be developed in consultation with the County Fire Marshal, County Public Works,



County Planning, Building and Environmental Services, and other agencies to ensure adequate widths for emergency access and evacuation.

Policy CIR-2: The County shall review this Circulation Element periodically to ensure that it embraces future technological innovations to the extent that those innovations support the County's goals related to mobility, efficiency, equity, and environmental quality.

Land Use and Development

Policy CIR-3: Consistent with urban-centered growth policies in the Agricultural Preservation and Land Use Element, new residential and commercial development shall be concentrated within existing cities and towns and urbanized areas, particularly within Priority Development Areas (PDAs), where sufficient densities can support transit services and development of pedestrian and bicycle facilities.

Policy CIR-4: Consistent with the County's and region's greenhouse gas emission reduction goals, the County will seek to increase the supply of affordable multi-unit housing concentrated in proximity to employment centers, services, and transportation hubs to decrease private drive-alone automobile trips.

Policy CIR-5: The County supports a coordinated approach to land use and circulation planning that increases opportunities for physical activity and promotes public health by prioritizing implementation of improvements to active transportation modes and encouraging mixed-use developments that locate complementary uses within reasonable walking or bicycling distance of each other.

Note to the Reader: Please see the Housing Element of this General Plan for information on how the County is encouraging the development of workforce housing so that persons employed in the county can avoid long commutes from other areas.

Policy CIR-6: Applicants requesting discretionary approval for projects with the potential to significantly affect the transportation system shall fund the County's preparation of a Transportation Analysis prior to consideration of their project by the County. If the Transportation Analysis results in identification of adverse impacts as defined in the County's Transportation Impact Study Guidelines, the applicants shall mitigate their projects' impacts and pay their fair share of the full cost of countywide cumulative transportation improvements, based on their projects'



contribution to the need for these improvements. Analysis should be consistent with the most current version of the County's Transportation Impact Study Guidelines, including a County review of site plans with a particular focus on project frontage, consistency with the Countywide Pedestrian Plan and Countywide Bicycle Plan, and multi-modal circulation.

Action Item CIR-6.1: In cooperation with the NVTa, develop a countywide transportation impact fee to address cumulative (i.e., not project-specific) impacts associated with new development.

Policy CIR-7: All applicants for development projects or modifications thereto shall be required to evaluate the vehicle miles traveled (VMT) associated with their projects, in order to determine the projects' environmental impacts pursuant to the California Environmental Quality Act. Applicants shall specify feasible measures to reduce a proposed project's VMT and shall provide an estimate of the VMT reduction that would result from each measure. Upon the effective date of the pertinent State CEQA Guidelines, projects for which the specified VMT reduction measures would not reduce unmitigated VMT by 15 or more percent shall be considered to have a significant environmental impact.

Action Item CIR-7.1: Update the County's Local Procedures for Implementation of the California Environmental Quality Act to develop screening criteria for projects that would not be considered to have a significant impact to VMT and that would not, therefore, be subject to VMT reduction requirements.

Policy CIR-8: In support of state and regional goals to reduce greenhouse gas emissions and encourage active transportation modes, the County will implement programs to reduce the number of VMT on local roadways and regional routes in the County. In addition to those Transportation Demand Management strategies to reduce single-occupant vehicle use listed in Policy CIR-23, the County will support measures that eliminate or reduce the length of vehicle trips. Such measures could include:

- Increased efforts toward construction of affordable and workforce housing units, and additional incentives for construction of farm labor housing in the County;
- Coordination between local agencies, including local chambers of commerce, the County, cities and town, to facilitate business partnerships



and interconnectivity using shared transportation facilities, such as shuttles;

- Increased parking reductions from that currently allowed in the zoning ordinance, for any two or more developments that offer opportunities for pedestrian activity between them, such as shared parking lots and privately-maintained pedestrian paths;
- Transportation system impact fee incentives for discretionary and private development projects for which the County and project applicant agree that the applicant will construct planned pedestrian and bicycle transportation facilities, including but not limited to bicycle lanes and multi-use paths.

Policy CIR-9: The County shall update its Transportation Impact Study (TIS) Guidelines to specify a methodology for evaluating a project's VMT and a list of potential mitigation measures for achieving VMT reductions from a project. The County shall periodically monitor vehicle trips at built projects to assess the effectiveness of specified VMT reduction measures and shall periodically modify the list in the TIS Guidelines to reflect ongoing best practices in VMT reduction.

Policy CIR-10: Facilities supporting multi-modal access, including but not limited to designated areas for pick-up/drop-off activities, shall be integrated into the site layout of development projects, frontage improvements, and public projects, wherever such facilities are appropriate and can be physically accommodated. The Countywide Bicycle Plan and Countywide Pedestrian Plan shall be referenced in determining appropriate bicycle and/or pedestrian treatments at specific locations. Amenities serving public and private transportation providers and multi-modal connections between private properties are encouraged, particularly in circumstances where such amenities and connections could provide an alternative to single-occupant vehicle travel on public roadways and where the amenity or connection would reduce VMT.

Policy CIR-11: All developments along fixed transit routes shall provide appropriate amenities designed to support transit use, such as bus turnouts or other access points located in coordination with NVRTA, bus shelters, and comfortable routes for transit users to walk or bicycle between the development and the nearest bus stop. The County shall require installation of relevant amenities as a condition of approval of discretionary permits.



Action Item CIR-11.1: Update the County Zoning Code to include requirements and standards related to transit amenities in development projects.

Policy CIR-12: The County recognizes the importance of its commercially-zoned properties in providing businesses with opportunities to locate throughout the County, thereby reducing distances that residents of the unincorporated areas must drive to retail or service-based destinations.

Policy CIR-13: The County shall seek to discourage increases in commuter traffic passing through the County on all roadways except Interstate 80 by designing County roadways to meet local rather than regional needs and by supporting improvements to regional roadways that significantly affect the County (such as State Route 37).

Policy CIR-14: Developers of new land uses shall provide adequate parking or demonstrate that adequate parking exists to meet their anticipated parking demand and shall not provide excess parking that could stimulate unnecessary vehicle trips or commercial activity exceeding the site's capacity. Consideration of shared parking opportunities is encouraged.

Action Item CIR-14.1: Update the County's parking requirements for all land uses, including wineries, to support carpool/vanpool options, to avoid over-supply of visitor and employee parking, and to set parking maximums in appropriate areas to support commute trip reduction goals.

Policy CIR-15: As electrification of the vehicle fleet is an important step toward achieving necessary greenhouse gas emission reductions, the County will require the provision of electric vehicle charging stations as part of housing and employment development projects.

Policy CIR-16: When parking is removed as a result of roadway improvement projects, surveys will be conducted before the project begins to evaluate demand for the parking that will be removed. County staff will review the survey results and will consider the level of parking demand, the nearby opportunities for shared parking options, and the applicable County Zoning Code parking standards in determining whether the parking lost due to the improvements must be replaced.



Policy CIR-17: Maintain Napa County Airport as a general aviation facility and avoid land use conflicts via land use compatibility planning and by ensuring appropriate reviews of land use decisions by the Airport Land Use Commission.

Preserving Rural Character

Policy CIR-18: Roadways outside the urbanized areas of the County shall reflect the rural character of the County.

Policy CIR-19: The County's roadway modifications and capacity expansion should minimize disruption to neighborhoods, communities, and agriculture.

Policy CIR-20: Roadway modifications and capacity expansions shall be designed to conform to existing landforms and shall include landscaping and/or other treatments to ensure that aesthetics and rural character are preserved.

Policy CIR-21: The County supports beautification programs for roadways in the unincorporated area. Roadway beautification shall be consistent with the character of the area in which the roadway is located and with other County policies related to preserving the character of the County including policies on signage as defined in the Community Character Element.

Policy CIR-22: The County will work with NVTa, transportation network companies, and other private transportation providers to develop innovative approaches to providing transportation service to the County's rural areas without the need for additional roadway lanes or other improvements that would detract from the visual and community character of these areas.

Action Item CIR-22.1: County staff shall participate in the periodic updates of the NVTa Countywide Transportation Plan (CTP), and use that forum for consideration and development of innovative strategies related to the movement of people and services in a manner consistent with the existing rural road network. The County shall seek input from experts in sustainability, smart growth, and land use planning in developing potential new strategies. The County supports innovations that increase service areas, expand hours of operation, and reduce the cost of trips made by transit or multiple-occupant vehicle.



Transportation Demand Management

Policy CIR-23: The County strongly supports Transportation Demand Management (TDM) strategies as a means of accommodating economic growth while moderating the negative effects of personal vehicle travel on the County's transportation infrastructure and on the quality of life of County residents and visitors. Non-residential development in the County shall include TDM strategies to reduce single-occupant vehicle use, thereby encouraging more energy-efficient forms of transportation and contributing to the County's greenhouse gas emission reduction goals. The County may require ongoing monitoring of vehicle trips to non-residential developments, in order to evaluate the effectiveness of the TDM strategies employed. TDM strategies to be considered include but are not limited to:

- Subsidized transit passes or other incentives for transit usage;
- Participation in a neighborhood or employer-sponsored shuttle program;
- Provision of multi-modal connections to nearby transit stops, neighboring properties, or other destinations;
- On-site accommodation for bicyclists (such as bicycle parking facilities and showers/lockers for employees who bicycle);
- Incentives for carpool/vanpool participation, and/or priority parking for carpool/vanpool users;
- Alternative work schedules/telecommuting;
- Participation in a subsidized car share or ride share program; and,
- Modifications to parking policies, such as parking pricing, reduced supply, or financial incentives for employees who do not use a parking space.

Policy CIR-24: The County, in coordination with NVTa's TDM division, shall update its Transportation System Management Ordinance (Chapter 10.28 of the County Code) to include measures that reduce commute trips to workplaces within the unincorporated County and a program to oversee implementation.

Action Item CIR-24.1: The County will support implementation of a ride-matching or ridesharing service pilot program.

Action Item CIR-24.2: The County will promote telecommuting at office-based businesses throughout the County.



Action Item CIR-24.3: The County will periodically report to the Board of Supervisors on the results of the monitoring of vehicle trips and the evaluation of TDM effectiveness at non-residential developments.

Note to the Reader: Increasing the use of energy-efficient forms of transportation is closely related to the goals and policies contained in the Conservation Element to reduce the emission of air pollutants and greenhouse gases.

Policy CIR-25: Transportation services shall address the needs of non-drivers and those without cars living in rural areas. Services may include community-focused and private transit and paratransit services as well as ridesharing and ridesourcing services.

Policy CIR-26: As a major employer, the County of Napa shall demonstrate leadership in the implementation of programs encouraging the use of transit, walking, and bicycling by its employees, as well as the use of alternative fuels. Example programs may include:

- Preferential carpool parking and other ridesharing incentives;
- Flexible working hours or telecommuting where consistent with job duties and customer service needs;
- A purchasing program that favors hybrid, electric, or other non-gasoline vehicles;
- Assisting in the development of demonstration projects for alternative fuel technologies such as ethanol, hydrogen, and electricity;
- Secure bicycle parking; and
- Transit incentives.

Policy CIR-27: The County shall encourage the use of public transportation by tourists, visitors and commuters, and will work with wineries, the local hospitality industry, public and private employers, and the cities and town to develop incentives that encourage the use of these options and the development of private transit services.

Action Item CIR-27.1: The County will solicit and maintain a database of information from businesses and discretionary permittees who have successfully implemented TDM measures, and will serve as a resource for information exchange between business owners, school districts, industry organizations and local chambers of commerce to facilitate expansion of successful TDM programs.



Action Item CIR-27.2: The County will expand its Trip Reduction Program, which offers cash incentives to encourage County employees to commute using alternatives to the single-occupant vehicle, to include a grant program for qualifying local business operators that demonstrate a commitment to reducing vehicle trips generated by their businesses' customers and employees.

Transportation Improvements

Policy CIR-28: The County will work with the cities and town through the NVTa to coordinate seamless transportation systems and improve the efficiency of the transportation system by coordinating the construction of planned roadway, bicycle, pedestrian, and other transportation systems.

Action Item CIR-28.1: The County shall maintain and aggressively implement a five-year road maintenance and rehabilitation plan, using funding from available local, regional, state, federal and other sources, and will strive to maintain at least the current amount of General Fund support of roads.

Policy CIR-29: The planning and design of all County transportation facilities shall comply with the County's adopted Complete Streets Policy (Resolution 2013-01), which expresses the County's commitment to a transportation system that serves users of all ages, abilities, and modes of travel, that is sensitive to the local context, and that applies the best available design guidelines and standards. Recommendations contained in relevant bicycle, pedestrian, transit, and other multi-modal plans shall be incorporated where unconstrained by existing natural or historical features, and transportation projects shall be reviewed by the relevant Advisory Committee(s) early in the planning stage to ensure accommodation of Complete Streets features.

Policy CIR-30: The County shall periodically evaluate how well the transportation network of Napa County serves each major category of user (including transit users, motorists, bicyclists, pedestrians, and freight movers). Baseline data will be collected, followed by periodic data collection efforts to evaluate changes.

Policy CIR-31: The County seeks to provide a roadway system that maintains current roadway capacities in most locations and is efficient in providing local access. The following list of improvements, illustrated as the County's ultimate road network in Figure CIR-1, has been supported by policy makers within the County and all five incorporated cities/town. Some of these routes are controlled by other agencies



(such as Caltrans or a city); in those cases, the County will coordinate with the other agencies to plan and implement these improvements.

- Construct improvements at the intersection of State Route 12, Airport Boulevard, and State Route 29 ("Airport Junction"), within the most efficient footprint, to increase capacity and reduce vehicle conflicts.
- Improve the intersection of SR 221/SR 12/SR 29 ("Soscol Junction") to improve operation and reduce vehicle conflicts.
- Improve the intersection of SR 12/SR 121/SR 29 ("Carneros Junction") to improve operation and reduce vehicle conflicts.
- Consider widening SR 221 between SR 12 and SR 121 to improve traffic flow.
- In coordination with the City of American Canyon, consider widening or other improvements to SR 29 between SR 221 and the Solano County line to improve traffic flow.
- In coordination with the City of American Canyon, relieve traffic congestion along SR 29 by completing reliever routes; examples include the completion of Devlin Road between Soscol Ferry Road and Green Island Road, and evaluating the potential to connect Newell Road to South Kelly Road.
- Work with relevant agencies to investigate options for synchronizing traffic signals to improve traffic flow and reduce vehicle emissions.
- Explore opportunities for operational improvements along SR 29 and along Silverado Trail to improve traffic flow and reduce conflicts for vehicles, bicyclists and pedestrians; examples may include center two-way left-turn lanes, additional turn lanes at intersections, consideration of roundabouts, and other measures that could reduce conflicts.
- Consistent with the Countywide Pedestrian Plan and the Countywide Bicycle Plan, construct multimodal facilities and install safety-related improvements on rural roads and highways, such as new signals, bike lanes, multi-use paths, shoulder widening, or softening sharp curves.

Action Item CIR-31.1: Work with the NVTa, other agencies, and project applicants and developers to fund and implement the improvements listed in Policy CIR-31.

Action Item CIR-31.2: Work with NVTa and Caltrans to develop a South Napa Congestion Management Plan to coordinate improvements along SR 29 between



the Solano County line and SR 221, to address congestion caused by existing traffic volumes as well as the impacts of future growth and demand, including the effects of a potential conversion of SR 37 to a toll road.

Note to the Reader: Please also see Policy CC-11 in the Community Character Element of this General Plan, which addresses aesthetic improvements to SR 29 to be pursued jointly with the City of American Canyon.

Policy CIR-32: While not suitable for all intersections, roundabouts have a wide variety of applications, and Napa County will consider them as an alternative for intersection improvements (see the current version of the County's Transportation Impact Study Guidelines for more information).

Pedestrian and Bicycle

Policy CIR-33: The County shall work with private developers, Caltrans, NVRTA, local jurisdictions, and other agencies to implement the priorities identified in the Countywide Bicycle and Pedestrian Plans.

Note to the Reader: Please see the Recreation and Open Space Element for additional policies and objectives related to off-street trails, including prohibitions on the use of eminent domain for recreational facilities.

Policy CIR-34: Bicycle and pedestrian facilities consistent with the Countywide Bicycle and Pedestrian Plans shall be added to County roadways when repaving or upgrading of the roadway occurs. Where existing right-of-way is insufficient or the facility is off-street, the County shall require dedication of adequate right-of-way for and, if appropriate, installation of the facilities as conditions of discretionary permit approval. In certain locations where it would not conflict with the rural character of the area, the County may require low-level or pedestrian-scale lighting as part of the installation of the facility. The County shall encourage Caltrans to follow these same guidelines on state highways in Napa County.

Policy CIR-35: Where they are not needed for other transportation purposes and where such use would implement the Countywide Bicycle Plan or other County-adopted master plan, abandoned rail rights-of-way shall be considered for alternative uses such as public transit routes, bicycle paths, or pedestrian/hiking routes, provided that they



are compatible with adjacent uses and sufficient funding is available for right-of-way acquisition, construction, and long-term maintenance.

Transit

Policy CIR-36: The County shall work with the NVRTA and other transit agencies in adjoining counties to develop effective connections between public transit in Napa County and regional transportation networks (such as BART, SMART, Baylink, airports, etc.) via rail, bus, bicycle, and other means to serve the needs of local residents, commuters, and visitors.

Policy CIR-37: The County shall support efforts of NVRTA and local and regional transit agencies to expand cost-effective transit options for Napa residents, employees and visitors; examples may include increasing the availability and accessibility of transit information, exploring options for allowing commuter service to operate on the Napa Wine Train right-of-way, implementing programs to encourage use of private transit operations or other innovative technologies to supplement regional transit, and developing additional interregional transit solutions.

Vehicle

Policy CIR-38: The County seeks to maintain operations of roads and intersections in the unincorporated county area that minimize travel delays. Operational analysis shall be conducted according to the latest version of the Highway Capacity Manual and as described in the current version of the County's Transportation Impact Study Guidelines. In general, the County seeks to maintain Level of Service (LOS) D on arterial roadways and at signalized intersections, as the service level that best aligns with the County's desire to balance its rural character with the needs of supporting economic vitality and growth.

In situations where the County determines that achieving LOS D would cause an unacceptable conflict with other goals and objectives, minimizing collisions and the adequacy of local access will be the County's priorities. Mitigating operational impacts should first focus on reducing the project's vehicular trips through modifying the project definition, applying TDM strategies, and/or applying new technologies that could reduce vehicular travel and associated delays; then secondarily should consider physical infrastructure changes. Proposed mitigations will be evaluated for their effect on collisions and local access, and for their



effectiveness in achieving the maximum potential reduction in the project's operational impacts (see the County's Transportation Impact Study Guidelines for a list of potential mitigation measures).

The following roadway segments are exceptions to the LOS D standard described above:

- State Route 29 in the unincorporated areas between Yountville and Calistoga: LOS F is acceptable.
- Silverado Trail between State Route 128 and Yountville Cross Road: LOS E is acceptable.
- State Route 12/121 between the Napa/Sonoma county line and Carneros Junction: LOS F is acceptable.
- American Canyon Road from I-80 to American Canyon City Limit: LOS E is acceptable.

Policy CIR-39: Roadway improvements at entrances to the County shall be carefully considered, and additional lanes shall be added only where necessary for improving traffic safety and only if the additional lanes will not exacerbate traffic congestion elsewhere in the County. Key entrances where capacity will generally not be increased include:

- State Route 128 from Yolo County
- State Route 29 from Lake County
- Petrified Forest Road from Sonoma County
- State Route 121 from Sonoma County
- Butts Canyon Road from Lake County

Other entrances, as determined by the County, may also be given special consideration.

Policy CIR-40: The County shall maintain and apply consistent highway access standards regarding new driveways to minimize interference with through traffic while providing adequate local access. The County shall also maintain and apply consistent standards (though not exceeding public road standards) regarding road widths, turn lanes, and other improvements required in association with new development. When a project is proposed in a location such that County roads are needed to access the nearest fully staffed fire station, the County may require the



developer to improve the County roads to meet adequate fire protection standards similar to improvements required on the developer's property

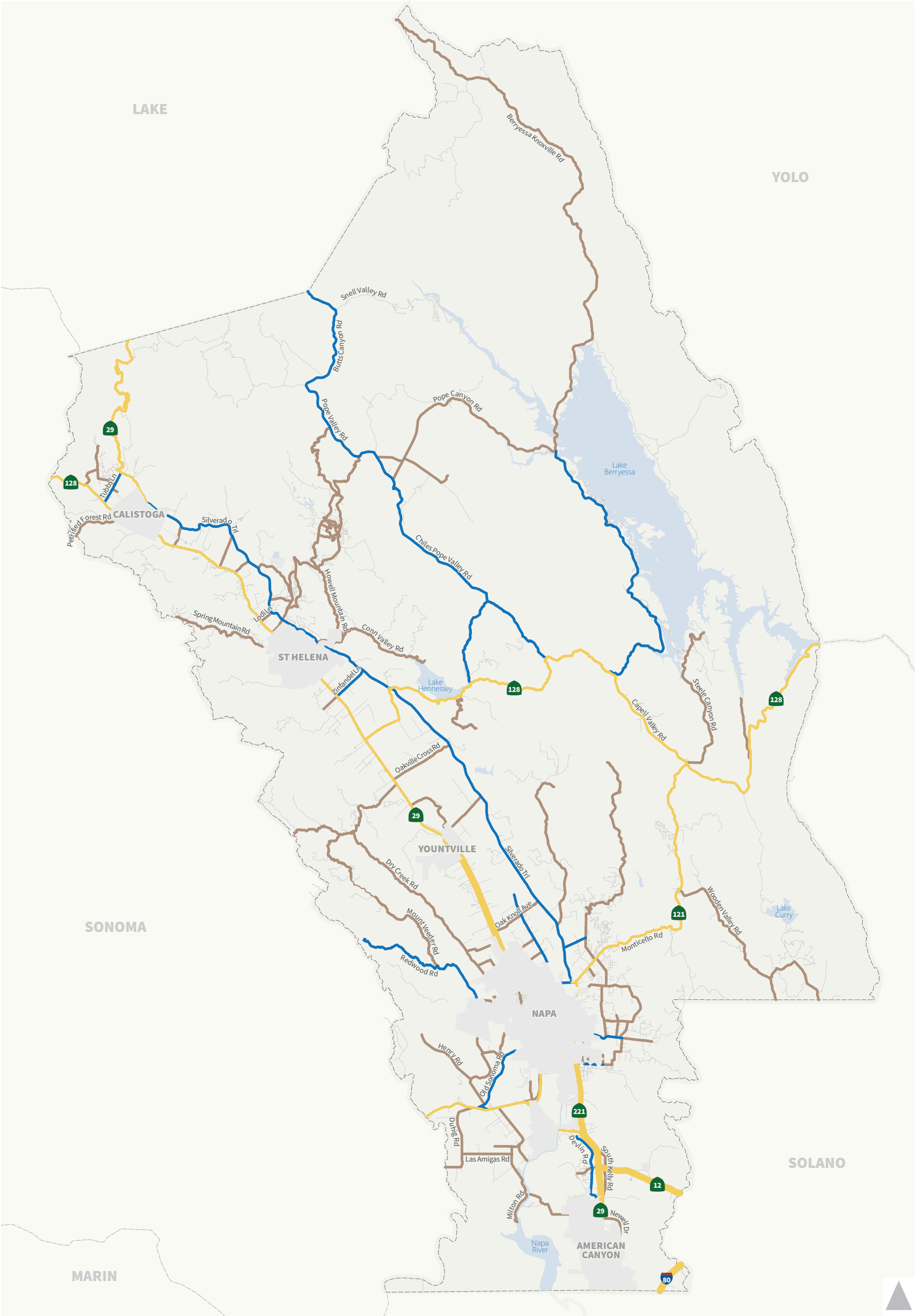
Other

Policy CIR-41: Preserve rail corridors and the navigable sections of the Napa River as regional transportation assets, encouraging and not precluding their future use for recreational travel as well as for the movement of passengers and goods.

Policy CIR-42: Roadway, culvert, and bridge improvements and repairs shall be designed and constructed to minimize fine-sediment and other pollutant delivery to waterways, to minimize increases in peak flows and flooding on adjacent properties, and where applicable, to allow for fish passage and migration, consistent with all applicable codes and regulations.

Policy CIR-43: The County supports runway and other technological improvements to Napa County Airport to improve its safety and usefulness as a civil, non-commercial aviation center.

Policy CIR-44: The County supports the preservation of Angwin Airport (Parrett Field) for general aviation.



- Roadway Classification**
- Freeway (4+ Lanes)
 - Freeway (2 Lanes)
 - Arterial (2 Lanes)
 - Collector (2 Lanes)
 - Local Roadways

Notes:
-Local roadways are shown for informational purposes only and do not reflect County policy.
-Refer to the Circulation Element for a description of each roadway type.

Figure CIR-1
Circulation Map

Collector Roads. The plan calls for two systems of 2-, 3-, and 4-lane collector roads to serve internal planning area traffic movements, and to connect with the major highway system. A north-south extension of Devlin Road will provide a collector system for the areas west of S.R. 29; and Kelly Road will provide a collector system for the east side.

Completion of the Devlin Road extension is expected to be warranted sometime after the year 2000 (year 15 to 20). Until then segments should be constructed by individual developers as needed.

The completed Devlin Road extension will provide a north-south connection between the Soscol Ferry Road undercrossing and Green Island Road. The northern section between Soscol Ferry and Airport Roads will ultimately require three to four lanes since it will connect both the northern planning area and the Napa Valley Corporate Park to Jameson Canyon Road. The section between Airport Road and the northern SPTC track will operate adequately at three lanes (two travel and a continuous left turn center lane). The last section between the tracks and Green Island Road will operate adequately at two lanes, if left-turn lanes are provided at all minor access points.

The plan and EIR indicate that Kelly Road will also operate adequately at two lanes if left-turn lanes are provided at all minor access points.

All other designated collector routes will operate at adequate service levels at either three or two lanes, depending on projected traffic volumes. The plan Circulation Element indicates which road segments are four, three, and two lanes.

Minor Roads. A system of minor roads will be needed to provide access to abutting lands. All minor roads will operate adequately at two lanes.

Intersections

S.R. 29/S.R. 12 (Jameson Canyon Road/Airport Road Intersection). The plan calls for immediate widening of the southbound S.R. 29 and eastbound S.R. 12 approaches to this intersection to accommodate two left-turn lanes. By the year 2000, construction of a diamond-type grade-separated intersection is expected to become necessary.

S.R. 29/S.R. 221 (Soscol Avenue) Intersection. Construction of a grade-separated intersection is expected to become necessary prior to the year 2000.

Signalization. The signalization of major internal intersections is expected to become necessary sometime after the year 2000 (between year 2000 and 2005).

F. PUBLIC FACILITIES POLICIES

Sanitary Sewer Service

Sewer Layout. A schematic layout for planning area sewage collection is suggested in the plan. The layout is limited to common trunk lines necessary to provide adequate gravity collection to all

4. A minimum of 50 percent of the area between the curb line and the minimum setback line shall be mounded and bermed and planted in lawn, or in a suitable substitute established in a landscape master plan approved by the PC.
 5. All unused portions of each occupied parcel shall be maintained as landscaped area. For phased developments, landscaping shall be installed along the entire street frontage during the first phase. Undeveloped areas are to be mowed for grass/fire control, not used for any kind of storage, and kept in a clean and orderly fashion at all times.
 6. All landscaped areas shall have an automated irrigation system to ensure that plantings are adequately watered.
 7. A standard 4-foot wide, monolithic or meandering concrete walk or 10-foot wide bike path with 2-foot wide shoulders shall be installed by the developer within 90 days of completion or occupancy of the building. The walk or bike path shall be constructed within the landscape setback along street frontages as shown on figures 14 and 16 and Napa Valley Vine Trail as detailed in master landscape plans, and shall connect with those of neighboring lots to form a continuous pedestrian circulation system at buildout.
 8. Landscaping approved by the County shall be installed prior to issuance of an Occupancy Permit.
 9. In the interest of public safety, trees shall be planted not less than 25 feet from the beginning of curb returns at intersections, and 10 feet from street lights, utility poles, fire hydrants and driveways. Trees shall be planted a minimum of 2.5 feet behind a curb, and lower branches of established trees should be trimmed up to a minimum of 6 feet above the road surface in order to ensure safe stopping sightlines.
 10. Preservation of existing stands of mature native and naturalized vegetation shall be a primary goal in site plan development and site preparation. Special techniques, such as fencing, shall be used to protect trees from grading equipment.
 11. Outdoor storage shall be allowed provided that: a) the outdoor storage is ancillary to the primary use of the site; b) all minimum landscape setbacks are maintained; c) the storage area is not visible from any public right-of-way; d) a combination of dense landscaping and solid fencing and/or walls are provided to screen views of the storage areas from adjacent properties; e) that all items stored do not exceed the height of the screen fence and/or wall; and f) shall be in accordance with Section 18.40.240 of the Napa County Code.
- h. Architectural and Site Plan Approval. Development plans for all parcels shall be subject to design review by the PC. PC design review should be based upon the site design, building design, signage, lighting, parking, loading, landscaping, outdoor storage, and performance standards set forth in this chapter of the plan.

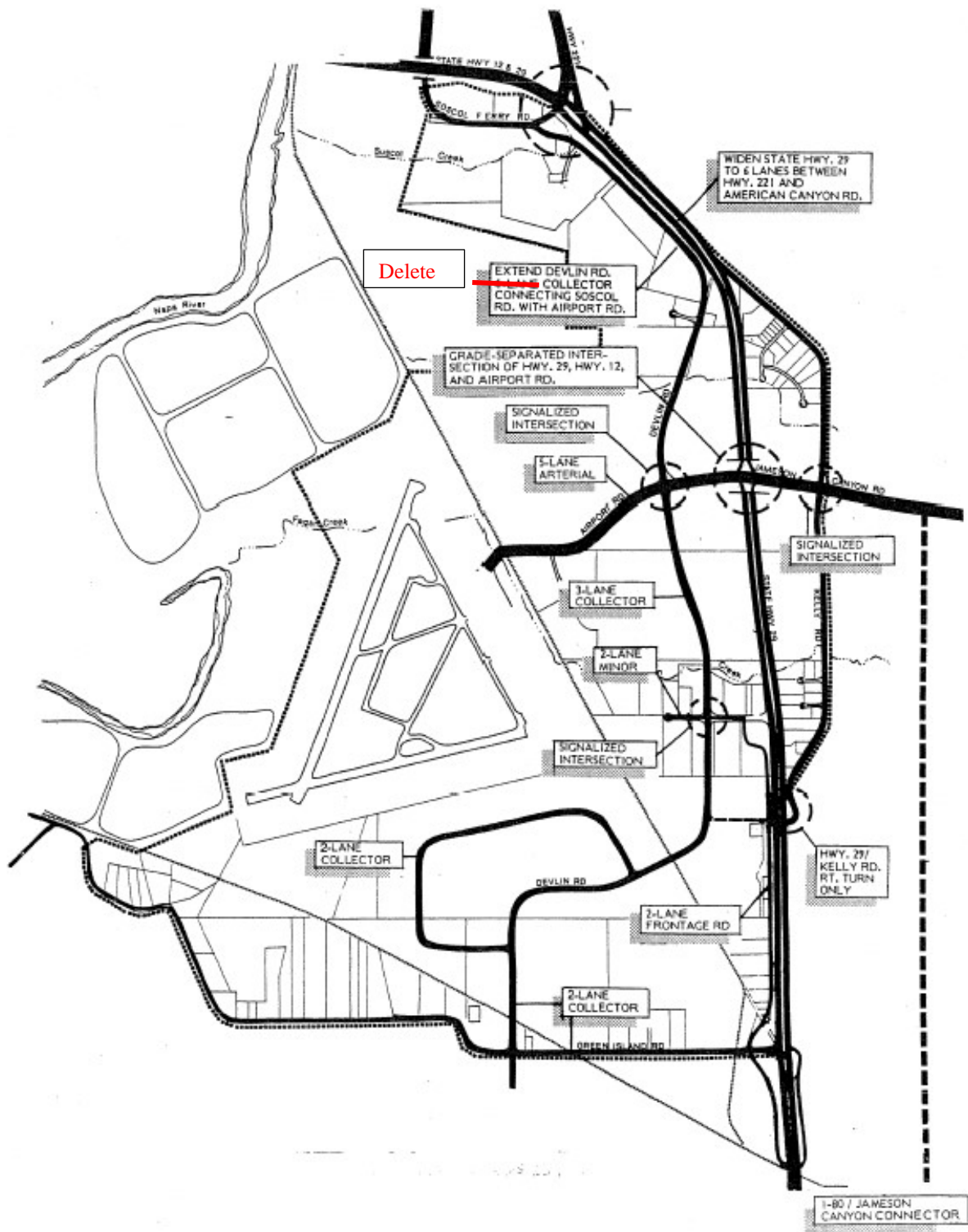
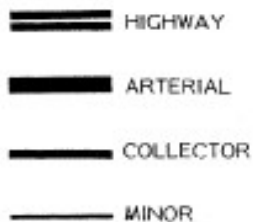


FIGURE 7
RECOMMENDED
CIRCULATION
IMPROVEMENT
PROGRAM



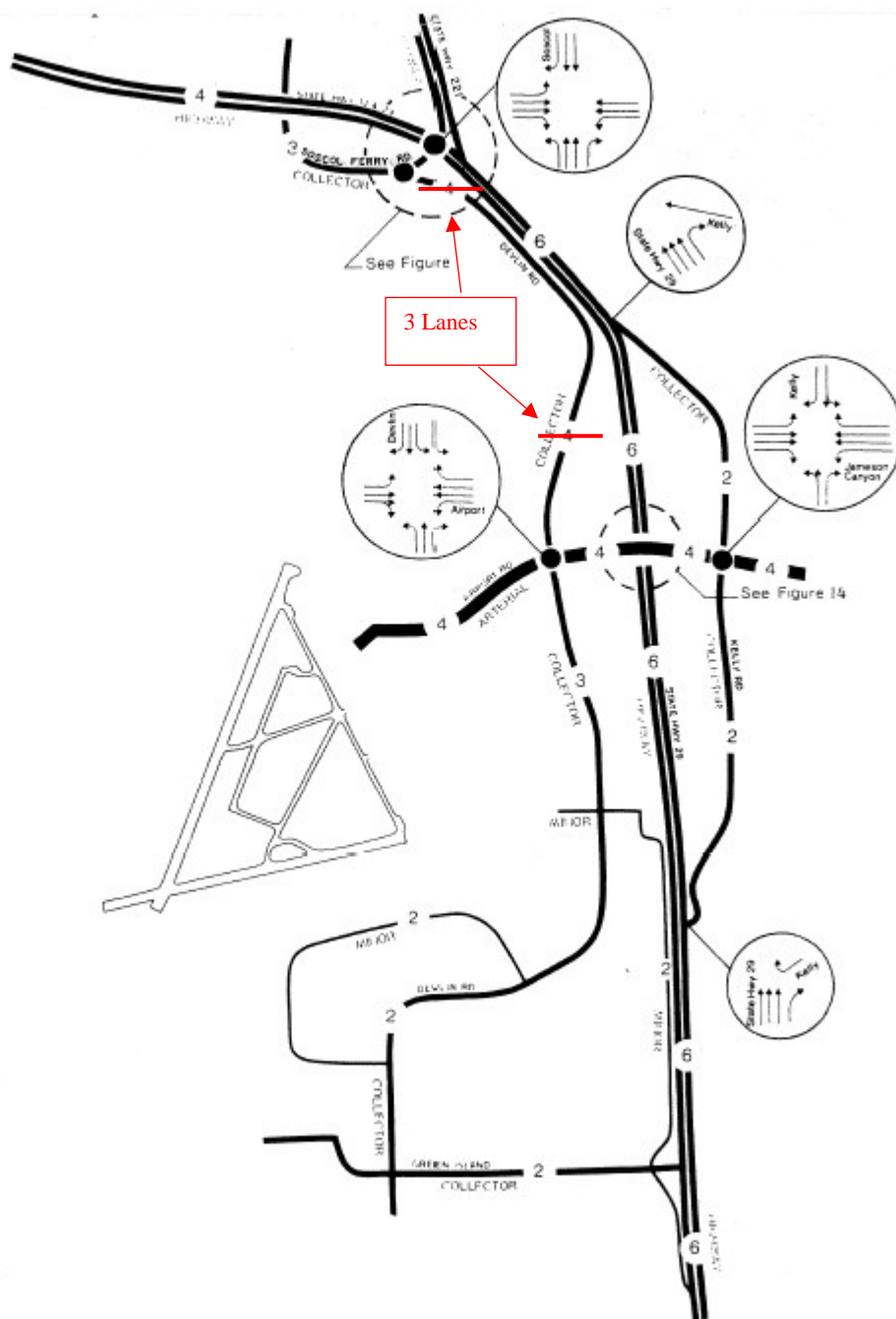


FIGURE 8
RECOMMENDED
CIRCULATION
DIAGRAM

4 NUMBER OF LANES NEEDED

● TRAFFIC SIGNAL

bicycle/pull-off lanes and sidewalks on each side. No direct access to local properties should be permitted from Airport Road. These properties should be accessed from new collector streets which intersect with Airport Road. The existing Airport Road crossing of the SPTC tracks should be widened to four lanes without a median or median barriers.

3. Collector Roads

Two systems of 2-, 3-, and 4-lane collector streets are shown on Figures 7 and 8 to serve internal traffic movements within the planning area, and to connect planning area properties with the major highway system. A north-south extension of Devlin Road is the collector system for the west side of the planning area. Kelly Road provides the collector system for the east side.

- a. Devlin Road Extension. A north-south extension of Devlin Road will provide a through connection between the Soscol Ferry Road undercrossing and Green Island Road. Since the northern section of this route between Soscol Ferry and Airport Roads will connect both the northern planning area and the Napa Valley Corporate Park to Jameson Canyon Road (S.R. 12 east), the EIR indicates that this section will require a 3 to 4-lane configuration ~~two travel lanes in each direction~~ to operate at an adequate level of service. The section between Airport Road and the northern SPTC track will operate at adequate service levels with 3 lanes, i.e., two travel lanes and a continuous striped left-turn center lane. The last section between the northern SPTC tracks and Green Island Road will operate adequately with 2 lanes, provided that left-turn lanes are provided at all minor access points.
- b. Kelly Road. The EIR indicates that the Kelly Road collector will also operate adequately with 2 lanes, provided that left-turn lanes are provided at all minor access points. Kelly Road access limitations to S.R. 29 were described under Section D.1.b above. All other designated collector routes will operate at adequate service levels at either 3 lanes; i.e., two through travel lanes and a continuous (striped) left-turn center lane, or 2 lanes, depending upon projected traffic volumes. Figure 8 indicates which collector segments are 4, 3 and 2 lanes.

Design standards for collector roads are described in Section F.3 of this Circulation Element. Exemptions to the Design Standards for transitional uses can be approved by Use Permit.

4. Minor Roads

A system of **minor** roads is shown on Figures 7 and 8 which will provide needed access to immediately adjacent lands. All minor roads shown will operate at adequate service levels with 2 lanes. (One of these minor road segments will operate as the westside S.R. 29 frontage road described earlier under Section D.1.c of this Circulation Element.)

The EIR indicates that Tower Road access to S.R. 29 should be limited to right turns (southbound) only, as shown on Figure 8. In addition, no left turns on or off of the two Kelly Road intersections with S.R. 29 will be possible when the highway is widened to a 6-lane divided facility.