

downtown napa

SPECIFIC PLAN



Downtown Napa Specific Plan Draft Bicycle / Pedestrian Plan Proposal

The Draft bicycle and pedestrian plan proposal map on p. 2 was developed from the Downtown Committee's suggested route options, coordinating with two Committee members and with existing plans. This proposal looks at identifying off-road bike/ped trail(s) and onstreet routes to provide a connected bicycle routes system through the Downtown area and connecting to a broader city system. Routes outside the Downtown area are generally in current plans to show how Downtown area routes would connect. See Figure 1 (p. 3).

- **Class I = Separated off road path**
- **Class II = On-street bicycle lanes**
- **Class III = Signed bicycle route/bicycle boulevard**

Various options have been reviewed, more than are shown on the p. 2 map. The Committee will want to consider the proposal for changes. If the proposal looks generally OK, an important next step would be for the Committee to specifically refer the Bike Plan proposal to the City Bicycle Commission for their input-- in addition to upcoming communitywide review.

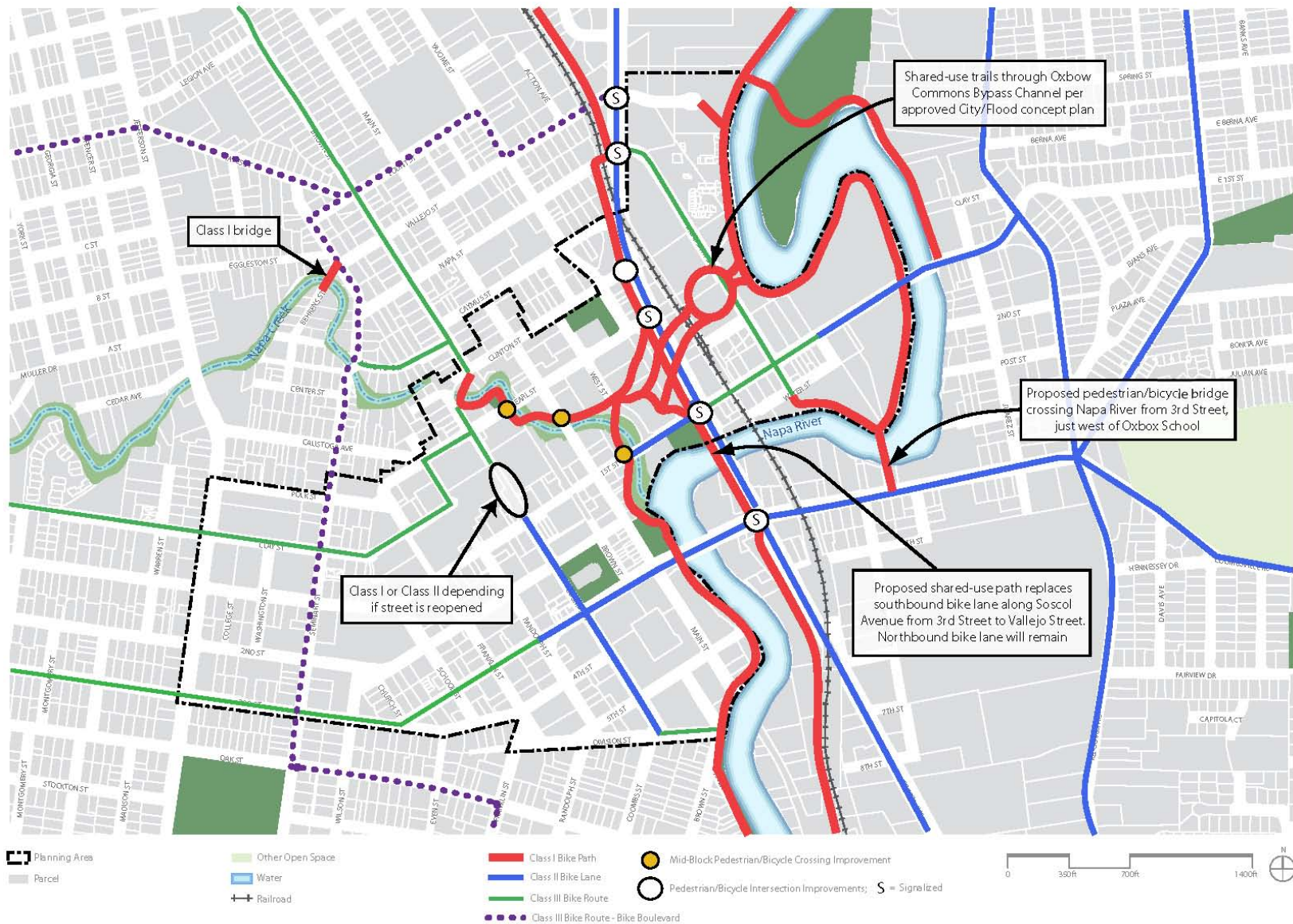


Figure 2 Proposed Bicycle and Pedestrian System

DOWNTOWN NAPA SPECIFIC PLAN



Corrections: Third Street is an existing Class III (signed) route, while First, Second and Coombs are planned Class III routes in current plans.

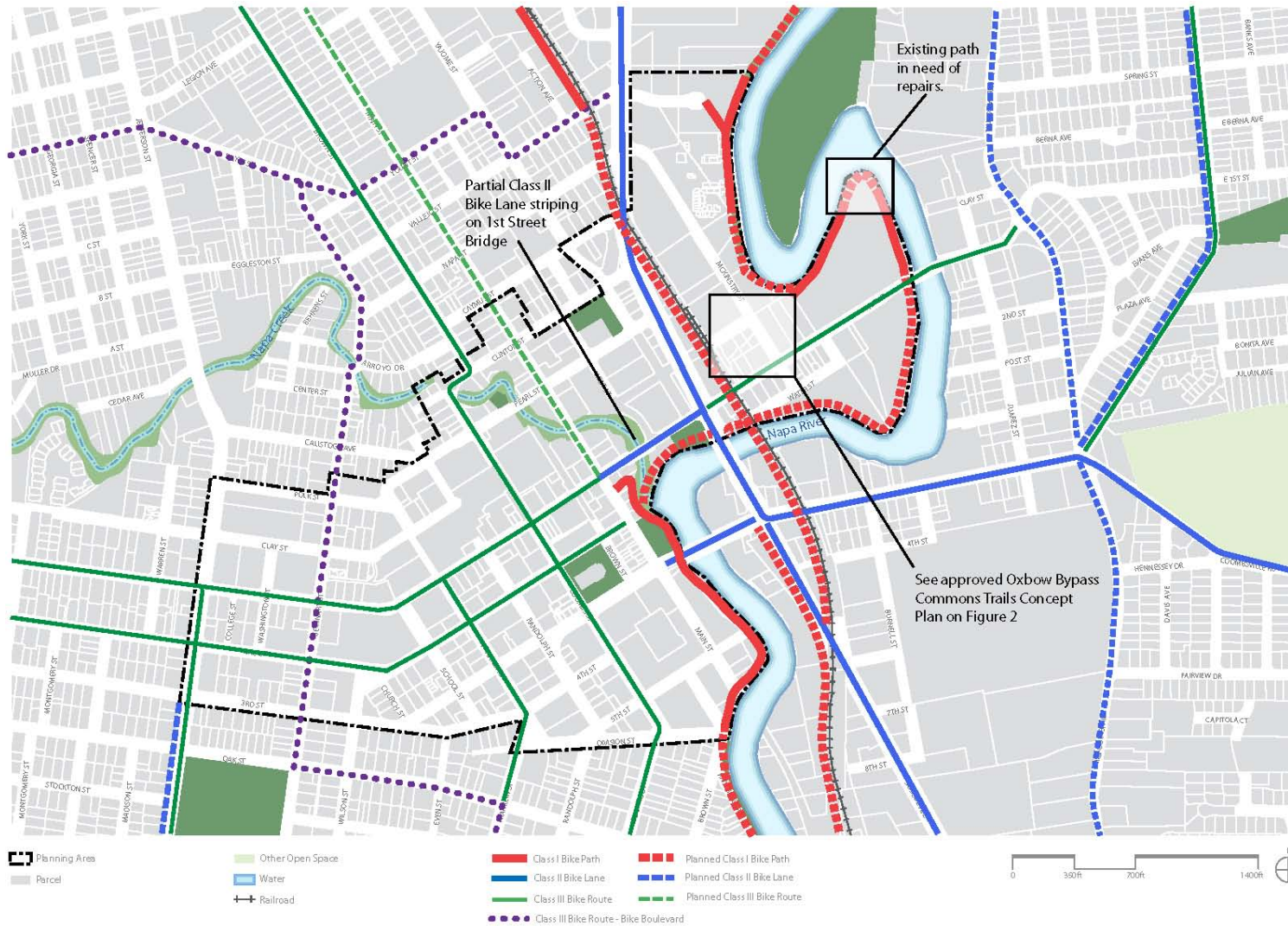


Figure 1 Existing and Currently Planned Bicycle and Pedestrian System (from adopted City and/or Countywide Bike Plans)

Mapped Route and options reviewed are described in greater detail below:

1. An **Oxbow/east-side-of-river** connection which could become part of a regional Vine Trail route from the existing/under construction Class 1 RR Crosstown Connector which ends at Vallejo Street to the planned Class 1 River Trail at Third Street by
 - a shared use two-way bike path along the west side of Soscol Avenue that combines the existing southbound bike lane onto a widened “sidewalk/trail”.
 - Needs wine train ROW from Vallejo to Caymus Streets
 - Continues to require crossings of Clinton, Pearl, First and Third Streets, which doesn’t fully meet Class 1 needs.

2. A **west-side-of-river slower multi use River rail route** that includes:
 - The same shared use two-way bike path along the west side of Soscol from the end of the Crosstown Connector at Vallejo Street to south of Pearl Street then along the Oxbow Bypass promenade
 - Needs wine train ROW from Vallejo to Caymus Streets
 - Continues to require crossings of Clinton and Pearl Streets
 - At end of promenade, a new, wider ped/bike bridge across Napa Creek from West Street to the new Creek Plaza behind the Opera House and a shared path through Creek Plaza
 - A First Street crossing between Creek Plaza to the existing Riverfront Promenade
 - preferably *under* the First Street bridge; otherwise a mid block crossing may be possible; is more difficult than other mid block crossings due to bridge sight distance and nearness to Main Street intersection. A connection under the bridge may be technically feasible but requires substantial further study to determine whether it can be integrated into the flood project design hydraulically and environmentally. A feasibility analysis would be needed. Corps permits may be difficult to obtain
 - Continuing from the south end of the existing trail at Napa Mill south along the planned Class 1 route along the Riverfront to Imola as Flood Project work proceeds.

3. An **east-west Class 1 connector along Napa Creek from Oxbow Bypass Trail to Downtown, the Town Center and neighborhoods to north.** Includes:
 - A ped/bike trail from end of Oxbow Bypass Trail west to Main Street, across Main Street, along the creek and over ped/bike bridge to Kohl’s/Town Center, north to Pearl Street and west along creek to existing pedestrian bridge.
 - Needs wider ROW or easement south of Cole’s patio
 - Needs a well-delineated mid block Main St. ped/bike crossing
 - Needs a well-delineated mid block Pearl St. ped/bike crossing
 - Heritage Park is being substantially reduced in size by flood control; trail here is a good use for small remainder.

4. **Class 2 (bike lanes) along Coombs from Division Street to Coombs Street Plaza to provide a north south street connector through DT**
 - Removes 31 parking spaces on *west* side of Coombs, however, there are several public parking garages/lots and public uses along the street and existing west side street parking is not currently heavily used except the block closest to First Street.
5. **Class 2 (bike lanes) along Third from bridge bike lane to Franklin to provide an east-west street connector from east of river and into downtown.**
 - Removes 17 parking spaces on *south* side of Third. There are nearby public parking garages and public uses along the street; existing south side street parking is not currently heavily used.
6. **Class 3 (signed bike route) on Third Street Franklin to Jefferson (and beyond- connects to California Blvd. lanes)**
7. **Class 3 (signed bike route) on Pearl/Clay Streets west from Coombs to Jefferson (and beyond – connects to California Blvd. lanes 1 block south of planned First Street freeway undercrossing)**
8. **Class 3 (signed bike route) on Brown Street north of Clinton (Brown St. is lightly traveled; Countywide Plan shifts Class 3 to Main St. at H Street)**
9. **Signalized intersections at Pearl, First, Third need ped/bike improvements**

Other Options Reviewed:

A. A fully grade-separated Oxbow/east-of- river Class 1 Route that follows the same route from Vallejo Street as in #1, but

- **provides an undercrossing under Soscol into the Bypass Channel from Clinton into the Oxbow Commons trails**
- **provides an undercrossing under First Street, widens the existing Soscol Bridge and goes behind the Borreo Building and under the Third Street bridge**

Challenges:

- Has potential to be technically feasible but requires substantial further study to determine whether it can be integrated into the flood project design hydraulically and environmentally. A feasibility analysis would be needed. Corps permits may well be difficult to obtain
- High costs
- Security and safety

B. A Class 1 route using the existing Wine Trail ROW from Third Street to Vallejo once Wine Train line is moved.

Challenges:

- Need to purchase ROW

- Getting to the RR ROW at Third Street is problematic
 - Crossing Soscol intersection still needed:
 - Existing buildings are in way of a Class 1 connection on Third from Soscol to the RR ROW
- Mid block crossings at Third and First are too close to Third/Soscol and First/Soscol

Note: An undercrossing under Third Street might be technically feasible as noted in Option A, but crossing under Soscol at the Soscol bridge appears infeasible due to flood obstructions and lack of banks on either side of the bridge.

- New bridge needed once the (too low) old RR bridge is removed (could potentially be in lieu of proposed bridge location by Oxbow School)
- Floodgates needed where path enters/exits Oxbow Commons, or once in Commons could use trails to McKinstry and cross Soscol at proposed signal.
- Alternatively, an undercrossing under Soscol would be needed to Clinton where land needed to return to ground level.
- At Clinton or Napa/McKinstry, still need the proposed Class 1 connection to Vallejo described in #1.
- Security and safety

C. Third Street Class II (bike lanes) to Jefferson

A Class 2 on Third from Franklin to Jefferson would also need to remove parking on one side.

Challenges are primarily increased loss of parking/impacts on adjacent uses.

- *Parking is >50% occupied during peak periods in 3 of 6 blocks; Higher use blocks include Uptown/Church, Nations/offices, ABC/Vals/offices; other blocks are currently lightly parked and portions of block closest to Jefferson has no parking now.*
- Parking removal on *north side* would remove 33 spaces, however, would create street alignment issues with #5, as idea there was to remove parking on south side.
- Parking removal on *south side* would remove approximately 45+ spaces; we didn't survey south side of Third west of Church Street as it's out of Downtown Plan boundaries.
- If Third Street stays one way, 2 bike lanes would create a non-standard approach of having one bike lane opposing traffic.

D. First Street Class II (bike lanes) from Main to Jefferson.

Challenges include

- Sections of First Street generally east of School are currently 27-28 ' wide, or about 2'-3' too narrow for bike lanes on both sides; would require street widening (and loss of sidewalk space)
- Similar to Third Street, removal of parking on one side has impacts on adjacent uses. Parking is >50% occupied during peak periods in most blocks
- Parking removal on north side would lose 30 spaces
- Parking removal on south side would lose 29 spaces.

- If First Street stays one way, 2 bike lanes would be would create a non-standard approach of having one bike lane opposing traffic.
- More traffic lights than Third
- Likely higher pedestrian crossing conflicts than along Third as it is a core retail area
- Note: If First/Second Streets stay one way, streets are too narrow for *one* bike lane on each street without removing parking.

Potential Bicycle Route System –background

- Improving bicycle and pedestrian infrastructure is a longstanding goal of various city plans. The Downtown survey, stakeholder interviews and the first Community Workshop also identify creating a more walkable and bike-able downtown as an important outcome. *Exhibit A*
- To date, no plans have looked at Napa Creek west of Main Street; detailed bike route planning through Downtown has not been looked at in more than 10 years although there has been extensive trails planning along the riverfront.
- Trail systems, particularly regional trails, can have substantial economic benefits. *Exhibit B*
- Downtown Napa is a key link in a citywide and countywide trail system: it has numerous destinations.*
- Napa is very well positioned to benefit economically (as well as socially) from a well-connected trail system. *Exhibit C*
- Napa is an excellent location for bicycling
- Bicycling and walking (“active transportation”) also have health and environmental benefits. SB375 encourages alternate transportation to reduce GHG emissions *Exhibit D*
- Shared bike/ped trails should be at least 10 feet wide and potentially wider, signed and have appropriate support facilities (bike racks)

*Downtown & Oxbow – examples of bicycle and pedestrian destinations

Safeway	New Transit Center (near Third/Soscol)
Napa Town Center	major entertainment uses (like Cinedome)
Oxbow Public Market	Veterans Park
River/River Trail	Oxbow Commons Trails
Hotels	City and County offices
Vine Trail/RR trail	Other major bike route connections (Silverado Trail, etc.)

Exhibit A- City Plans

Downtown Plan: A review of the Downtown Specific Plan community survey, stakeholder interviews and the first workshop results all identify a walkable and bike-able Downtown as a desired outcome. Committee members identified many routes to consider as part of the walking tour.

Existing City Transportation Element Goal:

To develop and maintain a safe, integrated bicycle route network for residents and visitors, connecting key destinations to neighborhoods, neighborhoods to each other, and the City to the County.

1998 General Plan bike routes Downtown:

Bike plan identifies

- 3 onstreet signed bike routes in Downtown: First, Second and Main St. north of First only

Trails Plan identifies

- the multi-use River Trail along the west side of the river through Downtown & Oxbow;
- a continuous offstreet rail trail
- Pearl west of the Existing Transit Center to Seminary to First Street as an onstreet route;

Other City Plans

2003 Downtown Riverfront Urban Design Plan

1 of 4 Principles is:

Provide a continuous multi use trail along the west bank of the river from Imola to Trancas and along the east bank from Kennedy to Third, with connections and extensions to other local/regional trails.

- The Riverfront Promenade (p. 17) is to “support a variety of activities – shopping strolling, outdoor dining, low speed bicycling and informal gathering...”
- Describes that “the Opera House Plaza will link the First Street corridor to the Riverfront Promenade, Pearl Street and the CineDome Theaters via the Napa Creek pedestrian bridge”.
- Describes the Cinedome area as having a 24’ wide promenade (p. 25) and 10’ wide bike trails in the Oxbow Bypass Commons Park (p. 27)
- Oxbow/Expo Pedestrian Bridge is further described as a ped/bike bridge (p. 31)

Approved Oxbow Bypass Commons Concept shows

- bicycle and pedestrian trails through the Oxbow Commons connecting from the River Trail and McKinstry St. to First St. & the south end of West St.

Adopted 2005 Napa River Parkway Master Plan Shows the west side River Trail through Downtown to the Oxbow Commons

- Identifies a trail connector crossing need at First Street and need for renovated Napa Creek pedestrian bridge
- Shows ped/bike bridge from Oxbow School over the river and the river trail connecting to the end of McKinstry Street through the former County Corp Yard site
- A ped/bike bridge connecting from the River Terrace Hotel vicinity to the Oxbow Preserve and south to First Street.
- Shared bike/ped trail typical cross section is a 10’ paved trail with 2’ DG on each side.

2005 Soscol Implementation Plan

- recommended bike lanes on Soscol Avenue and Silverado Trail (which in 2007 were adopted as general plan amendments to the Bike Plan) and a ped/bike bridge across Napa River from Oxbow School to Copia.

The Napa Valley Vine Trail proposal is a grassroots effort to provide a bicycle link through all Napa Valley cities and the valley on a flexible route: along 29; along Silverado Trail or the River.

The **Countywide Bike Plan** largely incorporates city plans and county routes, and is currently proposed for update through the Napa County Transportation and Planning Agency.

Exhibit B - Economic Impacts of Trails

1. Several studies show economic benefits of regional trails such as the Vine Trail currently being planned and which may access Downtown Napa via the crosstown bicycle connector

- The 45 mile long Washington and Old Dominion Trail in Virginia was estimated to lead to an annual net economic benefit of \$14.4-21.6 million/year. (2004 study for Virginia Dept. of Conservation)
- 58% of users of the Greenbrier River Trail in West Virginia spent between \$100 & \$500 per trip with duration of visits evenly distributed among 1-day/2-day & multiple day visits. (2000, 10 months trail user survey to maximize economic benefits from a rails to trails project)
- Bicycling activity in the northern Outer Banks, North Carolina, provided an estimated \$60 million annually due to increased retail sales, lodging and restaurants where an estimated \$6.7 million had been spent over 10 years to construct off-road paths and add wide paved shoulders. An estimated 680,000 tourists engaged in some bicycling activity while

- in the northern Outer Banks area annually (17% of all visitors). (2004 study by Institute for Transportation Research and Education at North Carolina State University)
- In Europe trails and tourism have begun to come together; tourism is a key to the economic productivity of trails. Some long distance trails have become successful for tourism. Trails are becoming multi-user and multi-purpose, not just for “simple” recreation. Cycling is a fast rising activity with cycle sales outstripping car sales in most northern European countries in the early 1990’s. (1999 by Rural Tourism Unit, University of Bristol, UK and *Journal of Sustainable Tourism*)
 - In Lanesboro on the Root River Trail in southeastern Minnesota, the Trail has had more than a \$5 million a year economic impact on the city due to cyclists coming and staying at lodging, eating at restaurants, buying, and attending the community theater... (Gary Sjoquist, *Quality Bicycle Products*)
 - “Since the opening of the Silver Comet Trail, we’ve had more visitors in one year than in the 25 years prior” (2002 Quote, Mayor of Rockport Georgia, *Atlanta Journal Constitution*).
 - From 1990-99, \$6 million were spent on the Vancouver bicycle network which increased the total length of bike routes from 9 to 133 Km. From 1991 to 1998, the number of cyclists entering the downtown core in a 3 hour period almost doubled from 1,200 to 2,000 cyclists. (2004 Business Case for Active Transportation, Richard Campbell & Margaret Wittgens for Better Environmentally Sound Transportation)
 - 30% of Ontario tourists cycled at least once on their trip. Touring cyclists spent at least \$150/day. Bicycle retail and tourism in Ontario are worth at least \$150 million a year. (*Regional Niagra, Bikeway Master Plan study, 2003*)
 - In British Columbia, 12% of non resident tourists and 9% of BC residents cycled at least once during their trip. (*Tourism British Columbia, BC Visitor Study*)
 - Leadville, Colorado received an increase of 19% in sales tax revenue in the months following the opening of the Mineral Belt Trail. People visiting to ride the trail eat at local restaurants and stay in local lodging. (*Enhancing America’s Communities: A Guide to Transportation Enhancements, National Transportation Enhancements Clearinghouse, 2002*)
 - Other studies found **increases in property values** near trails.
 - A greenbelt in Boulder, Colorado increased aggregate property values for one neighborhood by \$5.4 million, resulting in \$500,000 additional annual property tax revenues. The tax alone could recover the initial cost of the \$1-5 million greenbelt in 2-10 years. (1980 study)
 - Lots adjacent to the Mountain Bay Trail in Brown County, Wisconsin sold faster and for an average of 9% more than comparable lots not next to the trail. (*Recreational Trails, Crime and Property Values: Brown County’s Mountain-Bay Trail & the Proposed Fox River Trail, Brown County Planning Commission, Green Bay, 1998*)
 - Developers of the Shepherd’s Vineyard housing development in Apex, No. Carolina added \$5,000 to the price of 40 homes located adjacent to regional greenways and these homes were the first to sell. (*Rails to Trails, 1999*)
 - Trails ranked 2d among 18 community amenities in a 2002 survey of home buyers conducted for the National Assn of Realtors and National Assn of Home Builders (*Consumer’s Survey on Smart Choices for Home Buyers, NAR and HAHB, 2002*)

2. Bike Trail users tended to be adults from 25-60 years of age with higher incomes; well educated; evenly split between males and females.

Of the 1.7 million adult users of the Virginia W&OD trail were from northern Virginia; evenly split M/F; with average household income just under \$100,000. The two largest age groups were 26-45 and 46-55 years.

The Greenbrier River Trail (W. Va.) survey of trail users found that 60% of trail users were from out of state, that they tended to be highly educated with family incomes over \$60,000; evenly divided M/F, greatest trail user groups were 25-39 and 40-59 years (78%)

The North Carolina 2004 study found that 87% earned >\$50,000 annually; 78% completed college; 73% rated themselves as intermediate cyclists who ride 10-49 miles per month.

3. In areas where bike and pedestrian trails exist, people consider them to be valuable assets.

A 2003 survey found that 88% of voters in the East Bay Regional Park District (CA) agreed the system of regional parks and trails is a “valuable public resource.” 81% supported a \$5 assessment to pay for maintenance and operations. 64% said they use the trails sometimes or often.

Exhibit C - Downtown Napa is well positioned to capitalize economically on a multi use trail system.

- The Napa Valley is flat and has a mild year round climate.
- Downtown is in the middle of a multi year flood project which has resulted in beautiful new infrastructure and additional infrastructure planned—a unique opportunity
- Downtown has attractive natural features – the river and the creek, which people like to get close to!
- Downtown Plan surveys show people want more activities to be available; bicycling and walking are two such activities
- The Countywide Vine Trail proposal--which would travel through the City—has the potential to become a regional or even an international cycling destination
- Downtown has a substantial number of visitor accommodations, restaurants and other destinations
- Visitors that already come here share similar demographics as bicycle tourists.
- We’re beginning to see operators such as Velo Bicycles in the Riverfront project take advantage of partially completed trail sections.

Exhibit D - Health and Environmental Benefits

There are substantial Health Benefits which can accrue from active transportation facilitated by safe, connected walking and bicycling systems

- Walking and bicycling, or “active transportation” provide excellent health benefits (cardiovascular, weight management, etc.)
- A Canadian survey concluded the economic health benefits of active transportation in Canada amount to \$92 million (Canadian) per year. (2004 Business Case for Active Transportation, Richard Campbell & Margaret Wittgens for Better Environmentally Sound Transportation)
- Off road systems encourage beginner and family bicycling
- Off road systems and well-executed lanes improve bicycle safety;
- In a large Canadian survey, people state safety is the main reason they do not bicycle more. (2004 Business Case for Active Transportation, Richard Campbell & Margaret Wittgens for Better Environmentally Sound Transportation citing results from a national survey on active transportation, 1998)
- 40% of Americans say they would commute by bike if safe facilities were available (Can bikes and cars share the road? Christian Science Monitor, 2009)
- While over half of Canadian adults own a bike (57%), only 1 in 4 ever cycle as a mode of transportation, but 1 in 2 cycle for leisure or recreational purposes. (ibid)

There are also environmental benefits of walking and cycling

- Green house gas reduction
- Bicycling is the most efficient form of transportation ever invented
- The City’s largest contributor to greenhouse gases is vehicular transportation (49%)

Informal review of the draft Plan proposal with two Downtown Committee members with experience and interest in bicycling resulted in added informal, initial review by Napa County Bicycle Coalition representatives. NCBC comments are provided for Committee information.

Support the Class 1 shared use trail along Napa Creek

Support the Class 1 shared use trail along Soscol:

- prefer Class 1 with no crossings at major intersections; strong support especially for Third Street undercrossing
- Suggest no right turns on red when bikes/peds are crossing
- Needs to have a barrier from vehicle traffic and be clearly striped

Oppose opening Coombs Street Plaza to vehicles; should be for bikes/peds only

Bypass channel trails should include direct crosswalks across McKinstry to River Trail

For a downtown east-west route, support Third Street as it provides a direct connection between Silverado Trail and California– and prefer/suggest it be Class II from Franklin to Jefferson.

Clay Street is inadequate as a single east-west route – too circuitous.

Suggest investigating a “road diet” for Third Street in the 4-lane stretch.