

Napa County Transportation and Planning Agency



HIGHWAY 29 GATEWAY CORRIDOR IMPROVEMENT PLAN CITIZENS ADVISORY COMMITTEE

Project Introduction

Prepared by:
Dyett & Bhatia

In association with:
Fehr & Peers

December 11, 2012

Table of Contents

Project Purpose and Process	1
Project Purpose and General Objectives	1
General Objectives	1
Citizens Advisory Committee Role	2
Timeline and Meeting Dates	3
Existing Conditions	4
Community Character	4
Transportation Conditions	8
Highway Types and Relative Performance	12
Context-Appropriate Highway Types.....	13
Boulevards.....	14
Parkways.....	14
Grade-Separated Highways.....	15
Rural Highways	15
Community Visioning Workshops	17
Introduction.....	17
Workshop Findings.....	20
Elements of a Draft Vision Plan	28
Appendices	

This page intentionally left blank.

Project Purpose and Process

Project Purpose and General Objectives

The “Highway 29 Gateway Corridor Improvement Plan” is a planning project, led by the Napa County Transportation and Planning Agency (NCTPA), to develop a community-driven vision and improvement strategy for the southern portion of California State Route 29 (Highway 29). The portion of Highway 29 considered constitutes an important “gateway” to the Napa Valley as an experience and also as a Corridor through which considerable regional traffic must pass.

The project area extends thirteen miles from Napa’s Trancas park and ride lot bus node to the north and Vallejo’s ferry terminal to the south. Jurisdictions through which the Corridor passes include: the City of American Canyon the City of Napa, the City of Vallejo, and unincorporated Napa County. Napa County, Solano County and Caltrans have an interest in the project as an important part of county- and region-wide transportation networks. Caltrans owns and controls the Highway 29 right-of-way, and has made this project possible with a \$300,000 grant to implement its community-based planning program.

The project brings together diverse interests and will address the needs and desires of residents, commuters, business owners, visitors and stakeholders, to improve mobility, safety, and community character along the Corridor. The project will also consider the role played by all transportation modes including ferry, auto, truck, bus, rail, air, bicycle and pedestrian.

General Objectives

Specific objectives will be developed as part of the project, which will also identify appropriate strategies and implementation measures. General objectives have been identified and include:

Transportation Performance. The Improvement Plan will help minimize traffic congestion through the Corridor, while enhancing pedestrian, bicycle and transit routes. Through traffic and local access needs will be addressed.

Advanced Technologies and Programs. Project goals will be advanced by the best available technologies and by “transportation demand management” (TDM) and other programs that can Corridor use in beneficial ways.

Physical and Design Improvements. The Improvement Plan will include recommendations for physical improvements to enhance transportation improvements, but also to enhance the character of each community and support desirable adjacent development patterns.

Implementation Tools. The Plan will include strategies for implementing programs and improvements, such as financing tools and timing improvements to correspond with the timing of adjacent development.

Alignment with each community’s aspirations. NCTPA recognizes that the “right” design improvements or transportation programs will mean different things to different communities, and will likely vary depending on whether the highway is passing through urban commercial areas, industrial areas, or rural farmland. Stakeholders and interest groups from all of these communities will have the opportunity to share their vision for how the Corridor should be improved, which helps to ensure that the ultimate improvements that the Plan identifies will be effective and context-sensitive.

NCTPA is the lead agency for this planning effort, and is being assisted by a consultant team led by Dyett & Bhatia, and with the following areas of expertise:

- Dyett & Bhatia: Project Coordination, Urban Design, and Community Outreach
- Fehr & Peers: Transportation Performance
- Bottomley Design & Planning: Urban Design and Landscape Architecture
- Economic & Planning Systems: Infrastructure Financing and Implementation
- BKF Engineering: Engineering Due Diligence and Cost Estimating

Citizens Advisory Committee Role

The “Citizens Advisory Committee” (CAC) has been formed to be a “working group” to review ideas, materials and recommendations, and to provide guidance for revisions and further development. The purpose of the CAC is to help ensure that all stakeholder perspectives are considered, and to identify and address potential disagreements early on. Community workshops that are open to the public provide an important precursor to CAC deliberations. Community workshops and CAC decision-making milestones are summarized below.

A “Staff Working Group” (SWG) will also review ideas, materials and recommendations in a process that roughly parallels review by the CAC. The SWG contains staff representatives from each of the participating jurisdictions, and will review draft recommendations critically to ensure consistency with policies and standards.

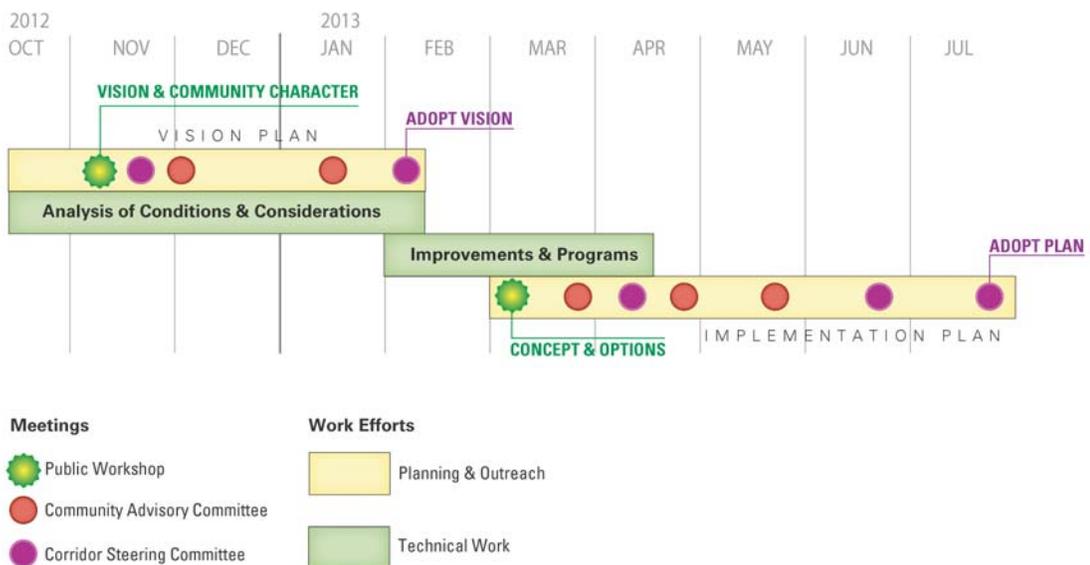
Input from the CAC and SWG will be incorporated into recommendations that will go to the “Corridor Steering Committee” (CSC) for formal action. The CSC contains mayors and other top-level decision-makers from jurisdictions with an interest in the project. CSC members will work with their respective City Councils and Boards to adopt policies and programs to implement this project’s recommendations.

Timeline and Meeting Dates

The project includes two major phases: a Vision Plan, and an Implementation Plan.

Vision Plan. The “Vision Plan” will describe a long-term vision for each unique Corridor segment based on community preferences and regional transportation needs. In written and graphic form, the Vision Plan will be comprised of general goals and strategic objectives. The Vision Plan must address transportation performance and describe the community character aspired to in specific locations. The Vision Plan and Implementation Plan will be combined within the final Corridor plan.

SR 29 GATEWAY CORRIDOR: PROJECT SCHEDULE



Implementation Plan. An “Implementation Plan” that will recommend transportation programs and physical improvements. Transportation programs include new technologies or transportation demand management programs. Physical improvements include different ways of configuring through traffic, local traffic, transit, bicycle paths, and pedestrian environments along the Corridor. Improvements have the potential to stimulate desirable forms of development and redevelopment on adjacent parcels. Place-based design features will be developed. Strategies for financing improvements will be addressed.

Both phases will be accompanied by technical work performed by the consultant team. Technical analysis of conditions and considerations will parallel and help inform development of the Vision Plan. The Implementation Plan will be accompanied by traffic modeling of one set of assumed programs and improvements.

Existing Conditions

Conditions along the Corridor vary, and are summarized briefly here as background for the CAC. An extensive report on conditions and conditions is being developed and will be available prior to Corridor Steering Committee review of the draft Vision Plan.

Community Character

The character of the Highway 29 Corridor varies. The Highway's design accounts for some of this variation but most character-defining features are associated with the built environment that surrounds the Highway. Different segments are characterized below, and relevant policies are also noted.

VALLEJO

Existing Uses and Character

The planning area begins in the south in the City of Vallejo. The Vallejo Ferry Terminal, while not located directly on Highway 29, represents the southern terminus. In Vallejo, the highway is known as Sonoma Boulevard and is the city's primary north-south thoroughfare.

Sonoma Boulevard is a mixed use Corridor, transitioning from urban to more suburban in character as it travels north. Development at the southern end is typically on small parcels and consists of a wide variety of uses, including residential, retail, office, and institutions. It is tied closely to the look and feel of downtown Vallejo, while accommodating more auto-oriented uses than the heart of downtown.

North of Highway 37, the Corridor transitions to lower intensity uses, characterized by small markets and liquor stores, fast food restaurants, more auto-oriented services, and some residential development. Buildings are predominantly one story. In the north, development occupies larger footprints and consists of predominantly auto-oriented service commercial uses.

Planning and Policy Context

The City of Vallejo intends to prepare a Specific Plan for the Sonoma Boulevard Corridor (from Curtola Boulevard to the Highway 29/37 interchange). A conceptual draft Design Plan for the Corridor has been completed, and the City is currently in the process of retaining a consultant to complete the Specific Plan. The vision statement for the Corridor established in the Design Plan states:

“As the ‘spine’ of the City of Vallejo, Sonoma Boulevard is an attractive, functional street that is human-scaled and consistently well-connected to encourage all modes of transportation between many distinct districts and destinations. Designed to celebrate Vallejo’s unique, historic, and cultural character, Sonoma Boulevard promotes economic vitality, pedestrian safety, and social and environmental health for the Corridor and the entire City.”

CITY OF AMERICAN CANYON

Existing Uses and Character

The character of Highway 29 shifts as it enters American Canyon, which is also the boundary of Napa County. The highway is the only continuous north-south roadway through the city, both providing access to homes and local businesses but also acting as a substantial barrier to east-west local travel through the city. Residential development abuts the roadway on both sides at the southern end of the city, though it is buffered by landscaping. On the east side, the railroad also separates adjacent development from the highway.

Local- and community-serving commercial uses start just south of the intersection of Highway 29 and American Canyon Road, and are the predominant land use type between there and Napa Junction Road. Uses are auto-oriented, typically single story, and set back from the highway with surface parking and some landscaping. North of Napa Junction Road, land uses transition to light industrial on larger parcels, interspersed with vacant and agricultural land.

Photos below show adjacent commercial land uses, including community-serving retail and hotel. Uses are auto-oriented, set back from the highway with landscaping and surface parking lots.



Planning and Policy Context

American Canyon's General Plan envisions the city as a center of employment and commerce locally and regionally. The City also hopes to capture visitors to the Napa Valley by "providing uses that capitalize on its unique environmental setting." A recent update to the Circulation Element focuses on improving access along and across 29 for local residents, better accommodating through traffic, having Highway 29 serve as a visually attractive gateway, and facilitating creation of a Town Center.

The Corridor through American Canyon is one of only two areas in Napa County designated as Priority Development Area (PDA) by ABAG and MTC, meaning that the City qualifies for planning and capital grants and other resources for efforts that promote transportation and development patterns that are less reliant on the car.

UNINCORPORATED NAPA COUNTY

Existing Uses and Character

Immediately north of the American Canyon city limits (and within American Canyon just north of Napa Junction Road), land uses surrounding Highway 29 consist primarily of business and light industrial parks. Many are to the west, clustered near the Napa County Airport, and support the wine industry. Most industrial parcels do connect directly to the highway, with intermittent access to roads shared among multiple parcels.

North of the industrial area, land uses adjacent to the highway are almost entirely rural, comprised of open space (wetlands surrounding the Napa River) and agricultural uses.

Photos below show the range of land uses and character in this part of the corridor. Close to American Canyon and the Napa County Airport, industrial parks front the highway. Further north, the landscape becomes more rural.



Planning and Policy Context

Major objectives of the Napa County General Plan are to retain the county's agricultural resources and character; moderate and direct growth into existing urbanized areas accordingly; and create a sustainable rural community with an agriculture-based economy, high quality of life, responsible and inclusive government. The Plan retains a growth management system per voter-adopted Measure A (approved 1980, readopted by Board in 2004). The County does not envision development in unincorporated areas except within current cities' spheres of influence.

CITY OF NAPA

Existing Uses and Character

The northern terminus of the Corridor study area is in the City of Napa, approximately at the Trancas park and ride lot Transit Center (a transfer point among multiple buses which, like the Vallejo Ferry Terminal, is not located directly on the highway). While Highway 29 is a major route through the city, its design as a grade-separated freeway means that it does not interface directly with adjacent land uses, which are a mix of residential, commercial, office, and institutional developments, and are separated from the highway by landscaping and sound walls.

Photos below show Highway 29 designed as a freeway through the City of Napa, with adjacent land uses separated from the road by landscaped buffers and sound walls. The northern terminus of the corridor study area is at the Transit Station, serving numerous bus lines.



Planning and Policy Context

The City of Napa General Plan seeks to contain growth within an urban limit line, preserve “neighborhood character” (a strong theme from outreach in the most recent plan update), maintain a balance of housing and jobs, protect the natural environment, and develop a sustainable economy with a healthy downtown. The Plan does not speak directly to the relationship between Highway 29 and adjacent uses; rather, policies in the Circulation Element focus on maintaining acceptable levels of service citywide and increasing access and connectivity for non-automotive modes of transportation.

Transportation Conditions

This summary of transportation conditions has been provided by consultant team member, Fehr & Peers Associates, to help initiate dialogue. The summary analysis will be expanded and refined. Transportation diagrams noted below appear on following pages.

EXISTING ROADWAY

For the most congested peak period, existing levels-of-service (LOS) along the roadway and intersecting roads have been evaluated and depicted in “Existing Roadway LOS (Weekday Peak Hour).” As defined by the Highway Capacity Manual, LOS is divided into six categories, ranging from LOS A to LOS F. LOS A represents free-flow travel, LOS B through D represent increasing vehicle density but primarily stable conditions, LOS E represents conditions at or near the capacity of the facility in question, and LOS F represents over-capacity, forced flow conditions.

From the SR 29/221 interchange through American Canyon and into Vallejo, SR 29 operates at LOS E or F during the PM peak hour, meaning that the roadway is operating near, at, or above capacity. Essentially, the roadway is trying to accommodate freeway-level demand along a Corridor with many intersecting roadways that have the effect of reducing north-south capacity. Significant delays through intersections and slow travel speeds along the Corridor attest to these poor operating conditions.

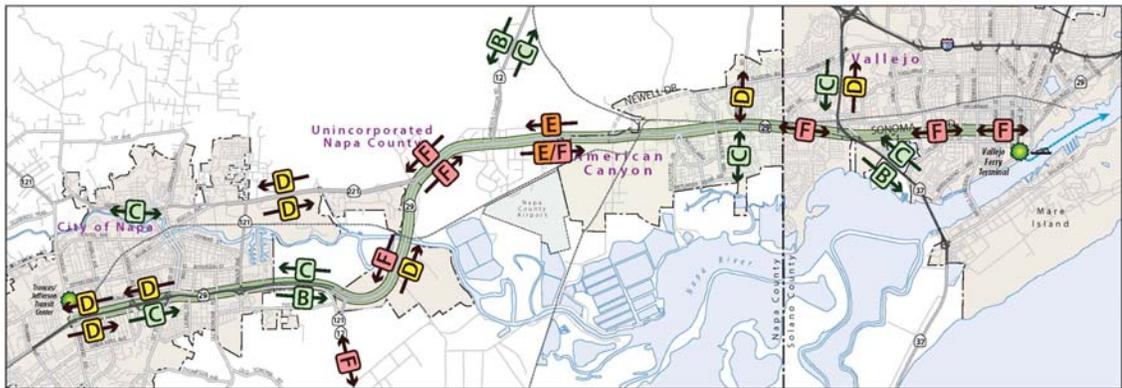
North of the SR 29/221 interchange the roadway operates at or above capacity in the north-bound direction to the SR 12/121 turnoff to Sonoma. The freeway segment in the City of Napa operates at an acceptable level of service due to full grade separation.

FUTURE ROADWAY IMPROVEMENTS

The future roadway improvements currently planned for the Corridor (depicted in the map of “Future Roadway Improvements”) will alleviate specific bottlenecks at SR 29/SR 221 flyover and SR 29/Airport Boulevard interchange). Improvements will provide some relief to existing traffic congestion with completion of parallel routes, including the Delvin Road Extension and Newell Drive Extension.

Within the context of the entire study area, however, a comprehensive solution to Corridor traffic has not been identified. Additionally, these roadway improvements do not address alternative modes, and a holistic view of the Corridor from the perspective of all modes would help in developing an improvement program that would better address character, safety, and mobility rather than simply addressing peak hour traffic congestion.

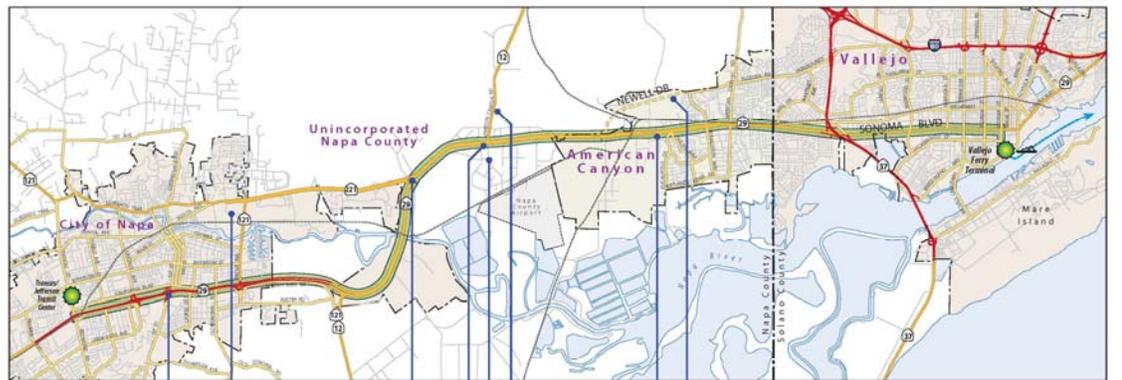
Existing Roadway Level of Service (PM)



Level of Service

- A LOS A
- B LOS B
- C LOS C
- D LOS D
- E LOS E
- F LOS F

Proposed Improvements



Construct 1st Street overcrossing at SR 29. 1st Street bridge widened to 4 lanes

Extend Gasser Drive to Silverado Trail

Construct flyover ramp at the SR 29/SR 12/SR 121 intersection

Construct SR 12/Airport Boulevard interchange

Extend Devlin Road to Green Island Road

Widen Jameson Canyon Road to 4 lanes

Widening of SR 29 to 6 lanes south of Airport Boulevard

Extend Newell Drive to Green Island Road



TRANSIT FACILITIES

Transit access along the SR 29 Corridor between Napa, American Canyon, and Vallejo is limited. Only two regional routes provide mobility to transit customers in the study area, with just one operating on weekends (to be confirmed). Providing useful and well utilized transit in an area with a suburban and rural character is challenging due to lack of direct connections, low service frequency, and lengthy trip times.

The accompanying transit maps shows most routes but does not contain recent service changes implemented by NCPTA or local serving American Canyon routes, which will be added in subsequent drafts.

Route 11 provides local service between Napa and Vallejo Ferry Terminal via American Canyon and unincorporated Napa County. The route operates with 30 minute frequency during peak weekday hours and one hour frequency during other times. The one way travel time of about one hour and fifteen minutes between Napa and Vallejo make it difficult for bus service to compete with the automobile based on travel time, and even more so with potential customers with origins or destinations more than a ¼ mile walk from a bus stop.

Route 29 is an express route that offers service between Calistoga and the El Cerrito Del Norte BART Station via Napa, American Canyon, and Vallejo. The route operates with four AM outbound and four PM inbound trips each weekday to/from BART. This route serves commuters but due to significant traffic congestion along the Corridor reliability is a likely concern of many potential customers and thus attractiveness to choice riders is limited.

The two routes that operate in American Canyon are deviated fixed route services, essentially meaning that they are lifeline services for seniors and disadvantaged populations. The City of Napa has several intercity routes that connect to the regional routes, however long headways (i.e. low frequencies) can be assumed to discourage ridership.

EXISTING BICYCLE FACILITIES

There are no existing bicycle facilities that connect the entire length of the SR 29 Corridor, and there are few bicycle connections between cities. Planned facilities such as the Vine and Bay Trails will greatly improve mobility for both experienced and casual cyclists.

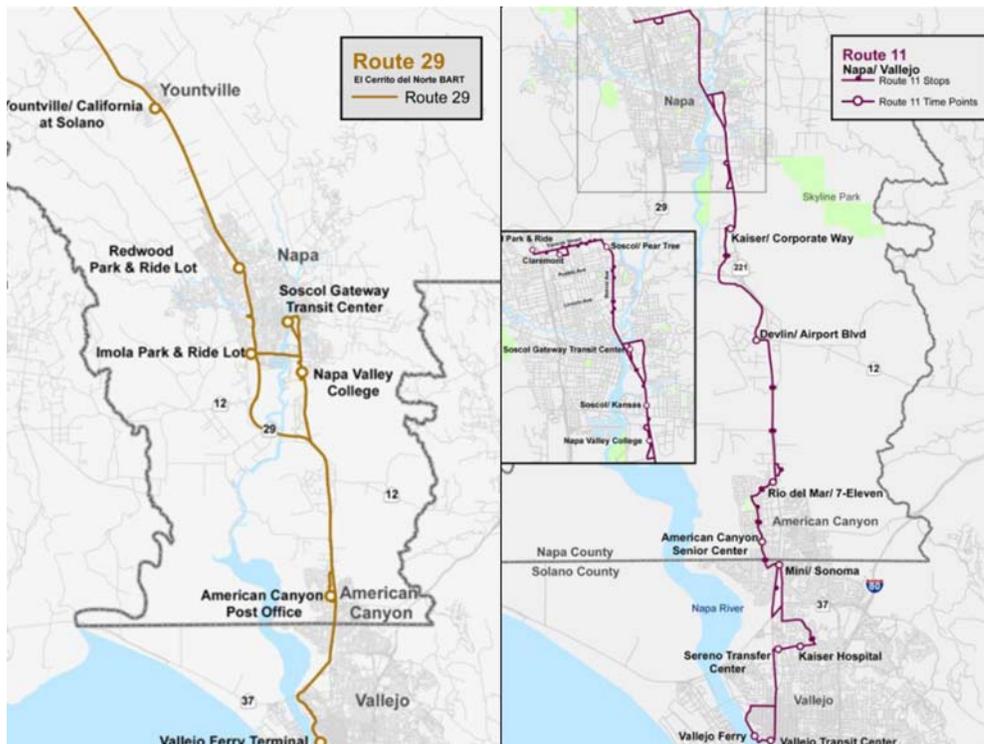
Some parallel routes are available to bicyclists, however. Currently, more experienced cyclists can travel on bicycle friendly roads that parallel SR 29, such as Delvin Road, Golden Gate Road, and Foster Drive, however SR 29 provides the only continuous connection between American Canyon and Napa and does not include bicycle facilities nor is it a safe or attractive roadway for bicycling due to high traffic volumes and travel speeds.

The accompanying bicycle route maps shows many routes but does not contain routes in American Canyon, which will be added in subsequent drafts.

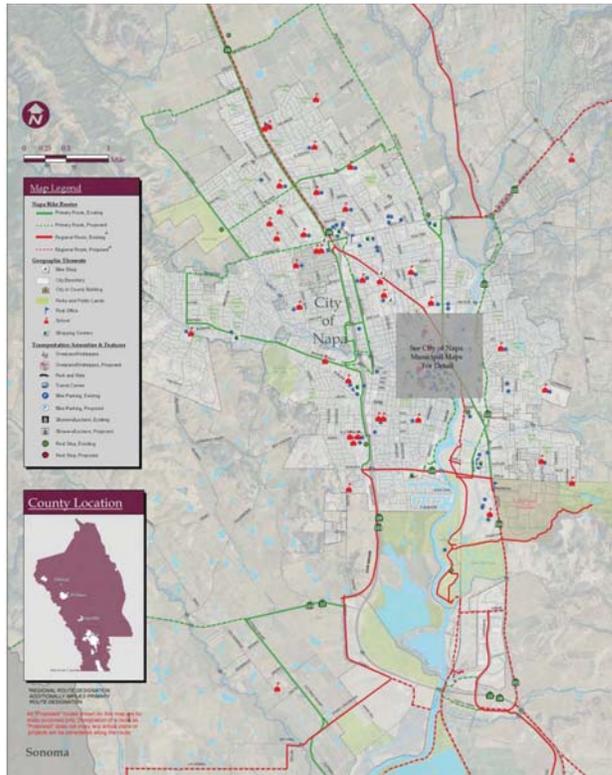
American Canyon Transit Routes



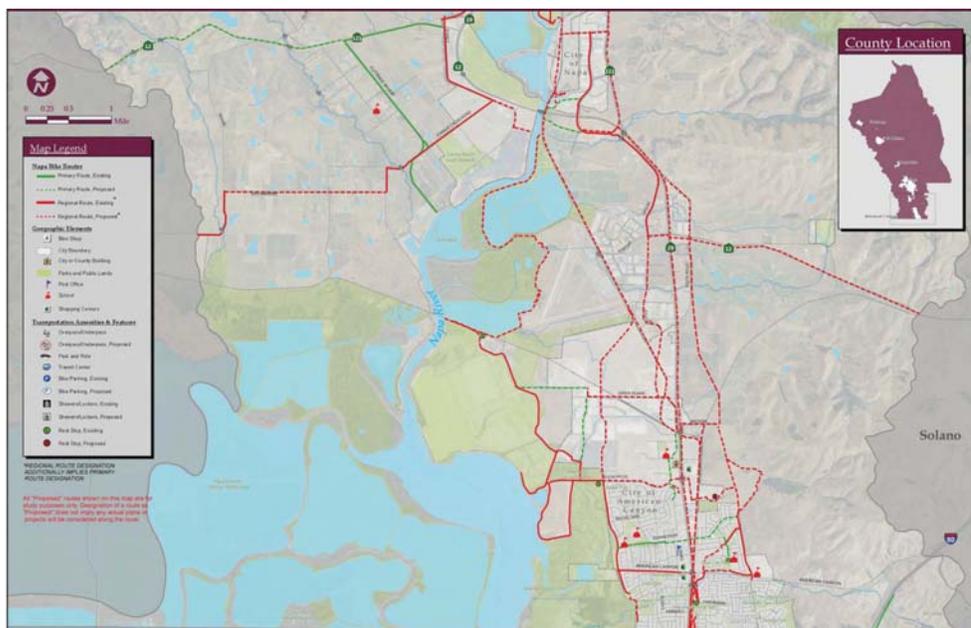
Regional Transit Routes



City of Napa Primary and Regional Bicycle Routes



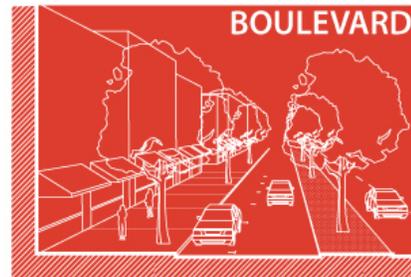
South Valley Primary and Regional Bicycle Routes



Highway Types and Relative Performance

Context-Appropriate Highway Types

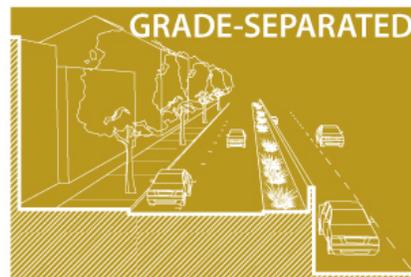
Highways with high traffic volumes can be arranged differently to meet different needs. One critical consideration is the extent to which highways can be designed to speed through traffic with little or no access to abutting land uses, such as with a freeway. Alternatively, highways can be designed to allow local access to abutting land use with frequent driveways and continuous left turn lanes. Highways can also be designed to balance and optimize through traffic and local access, such as is provided with “boulevards” with through lanes in the center and local access lanes at their edges.



Highways also accommodate pedestrians and bicyclists to varying degrees. “Freeways” usually don’t allow pedestrian or bicyclists to share shoulders, but arterial roads can include bicycle lanes, and “parkways” include trails that run parallel but are “buffered” from traffic. Highways can also provide enhance pedestrian environments, such as is typical with “boulevards,” in which sidewalks abut outside local access lanes.



The performance of public transit can also be addressed through the design of highways. Regional and local bus service presently mixes with other vehicles along the project Corridor. Design features, such as high-occupancy vehicle/toll (HOV/HOT) lanes, could give bus transit operation advantages in the future, to reduce transit travel times and improve on-time reliability. But HOV/HOT lanes are center-running and require center boarding islands that are separated from surrounding uses and take significant amounts of area.



Different segments of the same Corridor can be designed differently, to provide appropriate features and strike the right balance in a given location. Redesign of segments could improve performance, particularly for alternative modes. Character-based typologies for highways are described below and include: Boulevards, Parkways, Grade-Separate Highways, and Rural Highways.



Boulevards

Definition. Boulevards are multi-modal with inner through lanes, and outer lanes with slower traffic. Outer lanes provide vehicle access and on-street parking to abutting uses, and help create pedestrian- and bike-friendly routes that parallel traffic. Enhanced sidewalks include street trees and pedestrian-scaled lighting.

Transportation Performance. Boulevard can deliver exceptional walking environments and bicycle routes that benefit from slow traffic in outer lanes. Through traffic along boulevards can be delayed, because of the following factors.

- Traffic volumes (during periods of congestion);
- Inner-to-outer lane changes and vice versa;
- Pedestrian crossings (if allowed, length of green time);
- Left turn lanes (if allowed, length of green time, or hours restricted); and
- Cross traffic (if allowed, green time).

Urban Design Performance. Boulevards provide a “town center sense of place,” when framed by street-facing buildings. Enhanced sidewalks are functionally required to obtain street-facing buildings that activate sidewalks doors and windows. In addition, boulevards are uniquely able to support street-facing shops, because sidewalks combine with outside access lanes that include on-street parking.

Parkways

Definition. Parkways provide one set of traffic lanes, as well as pedestrian and bike routes that parallel traffic and are buffered from traffic with landscaping and trees. On-street parking cannot be provided, typically.

Transportation Performance. Parkways can deliver enhanced walking and bicycle routes because they are buffered from traffic. Parkway traffic combines local and through traffic, but through traffic tends to perform better than with boulevards because there are no inner-to-outer lane changes. Traffic along Parkways can be delayed, because of the following factors.

- Traffic volumes (during periods of congestion);
- Pedestrian crossings (if allowed, length of green time);
- Left turn lanes (if allowed, length of green time, or hours restricted); and
- Cross traffic (if allowed, green time).

Urban Design Performance. Boulevards provide a “town center sense of place,” when framed by street-facing buildings. Enhanced sidewalks are functionally required to obtain street-facing buildings that activate sidewalks doors and windows. In addition, boulevards are uniquely able to support street-facing shops, because sidewalks combine with outside access lanes that include on-street parking.

Grade-Separated Highways

Definition. Grade-Separated Highways provide through traffic lanes that are unencumbered by cross traffic by all modes. Through lanes offer no local access unless urban interchanges are provided. Over- or under-crossings must accommodate cross traffic; crossings are not possible, however, as the highway ramps up to or down. Grade-Separated Highways may be accompanied by at-grade lanes for local traffic, sidewalks and bike paths.

Transportation Performance. Grade-Separated Highways give priority to through traffic. Cross traffic and pedestrian/bicycle crossings may encounter fewer interruptions with the use of under- or over-crossings, but the distance and aesthetic character of such crossings can discourage most pedestrians. Cross traffic will not be possible in some locations as through lanes ramp up or down to become grade separated.

Urban Design Performance. Grade-Separated Highways tend to divide communities physically and psychologically, unless through lanes are below-grade and capped by a pedestrian-friendly use. If provided, at-grade local access lanes can include pedestrian- and bicycle-friendly routes and on-street parking, thereby supporting adjacent uses and street-facing buildings.

Under any scenario, Grade-Separated Highways are extremely expensive, as are urban interchanges needed to provide local access from grade-separated through lanes. Grade-Separated Highways also impede sight lines between traffic lanes and abutting uses.

Rural Highways

Definition. Rural Highways have traffic lanes that tend to be unencumbered by cross traffic, except at relatively infrequent intersections. Local roads and pedestrian/bicycle paths may parallel but are generally separated from Rural Highways. Local roads, pedestrians and bicyclists cross Rural Highways via over- or under-crossings, except at controlled intersections.

Transportation Performance. Traffic performance along Rural Highways is generally limited by intersections. Traffic volumes along intersecting roadways may require long green times, which reduce green times available to the Rural Highway. Traffic along Rural Highways can be delayed, because of the following factors.

- Traffic volumes (during periods of congestion);
- Pedestrian crossings (if allowed, length of green time);

Highway 29 Gateway Corridor Improvement Plan

- Left turn lanes (if allowed, length of green time, or hours restricted); and
- Cross traffic (if allowed, green time).

Urban Design Performance. Rural Highways offer views of surrounding open space, which are generally uninterrupted. Fencing often accompanies Rural Highways, and appropriate fence designs will be explored as part of this project.

Community Visioning Workshops

Introduction

VISIONING WORKSHOPS

This report describes the results of two community “visioning workshops” held in November 2012 to solicit input on the Highway 29 Gateway Corridor Improvement Plan. The workshops were designed to engage a diverse set of community members representing a range of interests. The workshops provided opportunities for discussion and direct input relating to the development of a “Vision Plan” for the Highway 29 Napa Gateway Corridor Improvement Plan.

Over fifty community members participated between the two workshops. The first workshop was held in American Canyon on November 13, 2012; twenty-nine community members attended and most were American Canyon residents. The second workshop was held in the city of Napa on November 27, 2012; twenty-two community members attended with participants split between Napa and American Canyon as their place of residence.

WORKSHOP PURPOSE

The purpose of these workshops was to give interested members of the public an opportunity to share their ideas, concerns, and preferences for future improvements to the Highway 29 Corridor and propose specific recommendations for roadway types and other circulation/mobility features in specific locations along the Corridor. The workshops also provided NCTPA staff and consultants an opportunity to explain the purpose of the project, the process, and desired outcomes.

Workshop results will inform development of recommended programs and policies for the Corridor. Results will be considered by the Community Advisory Committee (CAC) as it gives project guidance, and by the Corridor Steering Committee (CSC), the policy-making body for the project.

WORKSHOP OUTLINE

The visioning workshops followed an outline that provided a framework for understanding the project and options, and opportunities for direct input. The workshop agenda is provided in Appendix A.

- *Presentation:* Staff/consultants presented information about the project, planning process, and character-based options for highway improvements along the Corridor. The PowerPoint presentation that was given appears as is provided in Appendix B.
- *Initial Thoughts and Concerns:* Participants were seated at tables of four to eight persons, each accompanied by a member of the consultant team or NCTPA staff member who acted as a neutral facilitator. To provide all participants with the opportunity to state their ideas, small-group facilitators asked each person at their table to briefly

share his or her primary issues and concern regarding the Corridor. Facilitators summarized all comments on large notepaper tablets at the tables. Appendix C documents all comments recorded at the tables during this initial exercise.

- *Small Group Mapping Exercise:* This hands-on exercise provided an understanding of community members' preferences in a location-specific way, by visually representing potential improvements to the Corridor. To do this, each small group applied "game pieces" representing possible roadway types to a base map that showed expected future land uses along the Corridor, as represented by the General Plans for each jurisdiction. (Roadway types are described in "Highway Types and Relative Performance.") Game pieces also represented transportation features, such as trails, pedestrian crossings, and transit nodes.
- *Report Out:* Volunteers from each group reported back the central concepts of their maps to the group at-large. These discussions are summarized in the findings section below. Game pieces and their descriptions are found in Appendix D, along with photographs of each table's "vision" for the Corridor.



Workshop Presentation



Visioning



Mapping Exercise





Mapping Exercise



Reporting Out

Workshop Findings

COMMON THEMES

Tension between Local and Regional through Traffic

- Solutions to better serve one user group may negatively affect the other. Local access serves businesses but slows speeds and commute times. Faster vehicle speeds are less safe for pedestrians.
- Visibility and highway frontage help make local businesses viable. Some solutions that prioritize moving regional traffic quickly are not good for businesses (grade separated highway, overpasses, limited turning movements/driveways, etc.). At the same time, traffic congestion restricts business by limiting the times at which people are willing to get on the road to shop.
- Come up with solutions that understand tradeoffs and balance the needs of these two often competing travel interests. A boulevard design with local access/frontage roads might be a solution, but could be potentially confusing

Traffic Congestion

- Recognize traffic congestion as among principal problems and traffic alleviation as a high priority.
- Consider express lanes, synchronized traffic lights, roundabouts, and overpasses at certain intersections.
- Avoid overbuilding. Consider cost of widening highway. Recognize that the congestion problems only account during 3-4 hour peak daily.
- Consider role of alternative north-south routes to relieve congestion. Parallel routes could serve as local connections or as a commuter bypass.
- Parallel roadways and other improvements must be technically and politically feasible.

Beautification and Community Identity

- Add value by beautifying the Corridor. Enhancements benefit locals and regional visitors.
- Create a sense of arrival. Use signature “gateway” into American Canyon and Napa Valley for a unique identity.
- Better relate highway to the community that it abuts. Character and design should match context. Address segments differently reinforce use and identity.

Bicycles and Pedestrians

- Local access should not rely on cars, such as to local businesses and destinations. Walking and bicycling should be real options and family-friendly.

- Safe pedestrian crossings are needed at critical intersections and/or destinations.
- Provide continuous bike lanes or bike paths along all sections of the Corridor, as well as well-placed pedestrian/bicycle overcrossings.
- Heavy traffic impacts surrounding neighborhoods as commuters cut through on shortcuts. Short cuts affect around American Canyon High School.
- Widening Highway 29 could make crossing difficult and less safe for pedestrians.
- High vehicle speeds on highway are unsafe for pedestrians and bicyclists. Include separated bike/pedestrian paths regardless of highway configuration.
- All new facilities should be ADA compliant.

Transit

- Transit is underutilized. Residents and commuters need transit alternatives that are realistic. Greater density of development is needed to make it viable.
- Solutions should move away from being car-centered (especially single-occupancy vehicles) and support transit more strongly. Work with employers to encourage transit use.

ROADWAY PREFERENCES (MAPPING EXERCISE)

This section presents the results of the mapping exercise, in which participants collaborated to create a vision for the Corridor by assigning roadway types and other mobility-related features (represented on stickers or “game pieces”) to points along and around the highway. To provide context for deciding roadway preferences and the location of other transportation features, a base map was provided that showed future land uses allowed by each jurisdiction’s General Plan. Choices for roadway types are characterized in “Highway Types and Relative Performance.”

Following the workshop, the vision maps from each table were processed by tabulating the frequency with which each game piece was placed at locations along the Corridor. While participants had an opportunity to make recommendations along the entire length of the Corridor—from the Vallejo ferry terminal to the city of Napa—participants at both workshops concentrated on the section of highway through American Canyon.

When tabulated, workshop vision plans suggest several characteristically separate segments, as is indicated graphically by the figures “Roadway Type Preferences,” “Pedestrian Crossings and Transit Node Preferences,” and “Suggested Trails.” Based on the greatest number of roadway type game pieces for locations along the Corridor, unique segments include:

- South of Highway 37 (Sonoma Boulevard Specific Plan Area);
- Highway 37 to just south of American Canyon Road;
- Just south of American Canyon Road to Napa Junction Road;
- Napa Junction Road to just south of Highway 12;

Highway 29 Gateway Corridor Improvement Plan

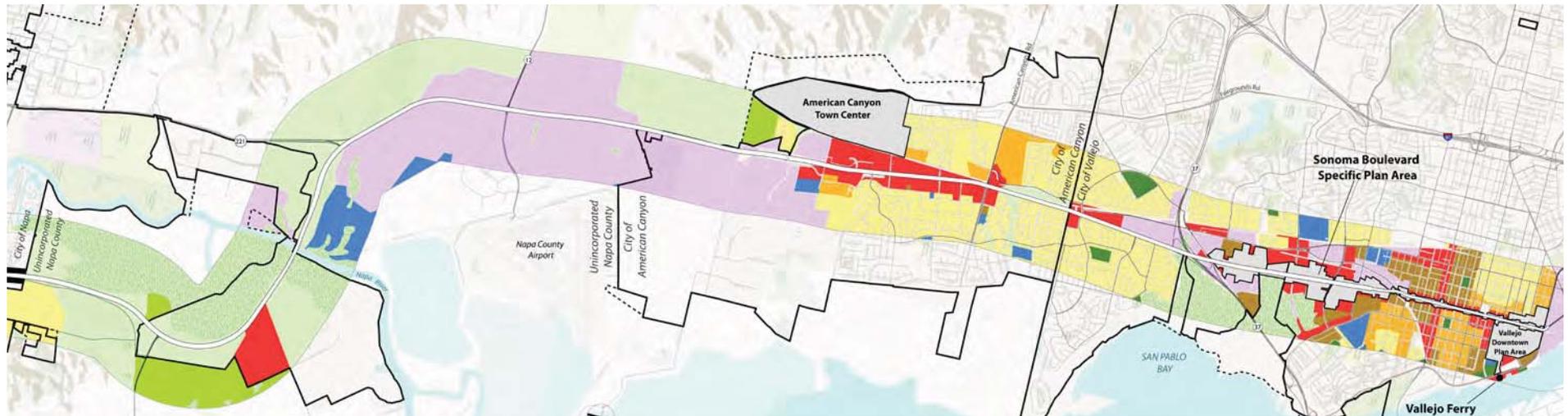
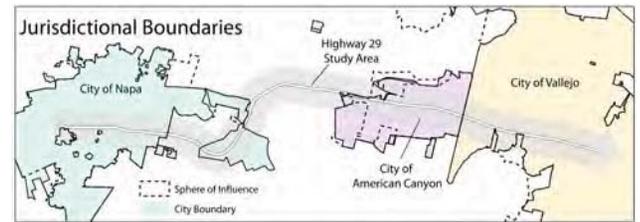
- Just south of Highway 12 to urbanized City of Napa; and
- Freeway in urbanized City of Napa.

These segments generally correspond with abutting land uses that exist and will be allowed under each jurisdiction's General Plan.

General Plan Designations (Workshop Base Map)

Visioning Workshops, November 2012

Highway 29 Gateway Corridor Improvement Plan

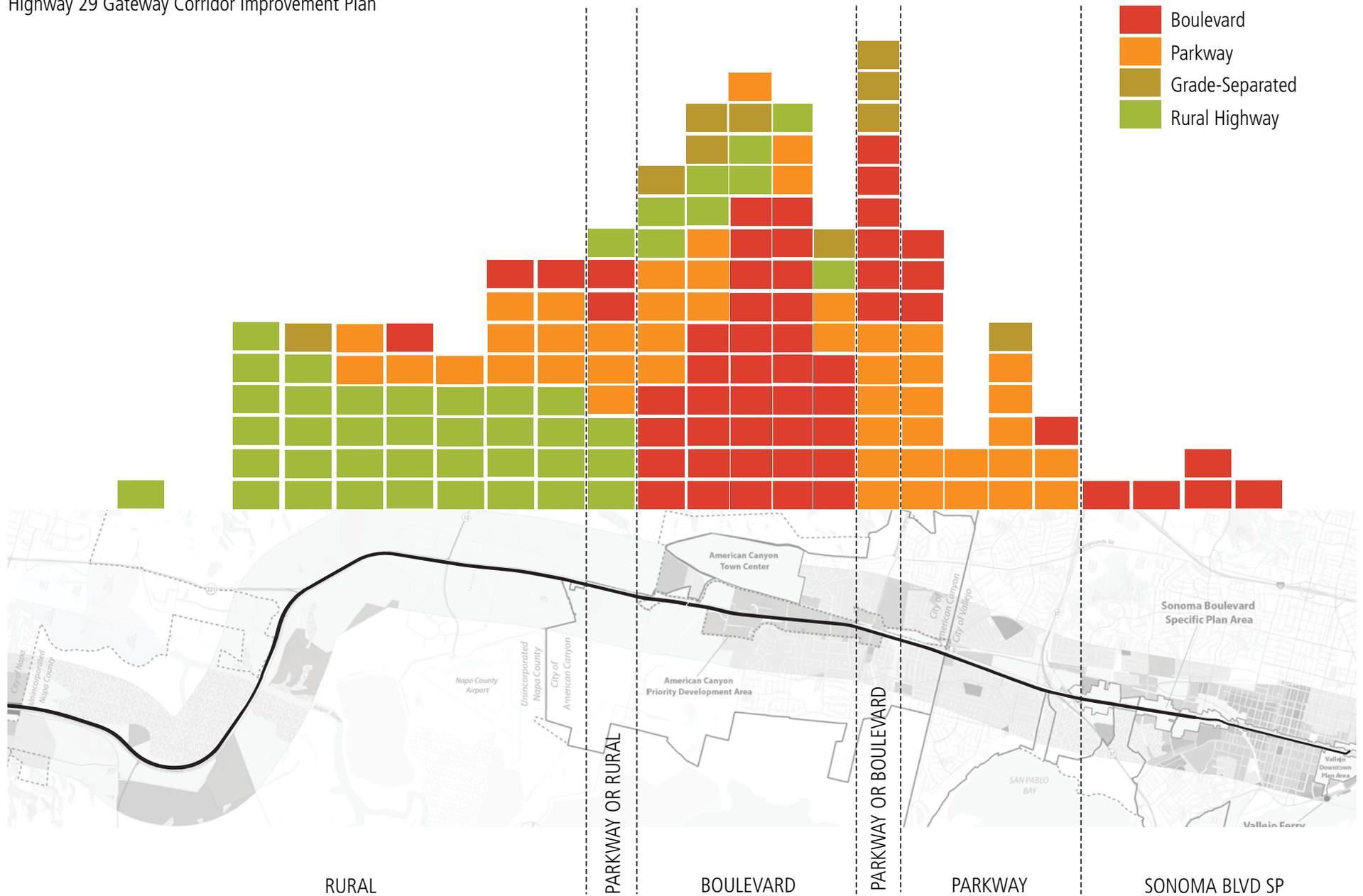


Note: To enlarge image, freeway segment in City of Napa is not shown.

Roadway Type Preferences

Visioning Workshops, November 2012

Highway 29 Gateway Corridor Improvement Plan



Note: To enlarge image, freeway segment in City of Napa is not shown.

Pedestrian Crossings and Transit Node Preferences

Visioning Workshops, November 2012

Highway 29 Gateway Corridor Improvement Plan



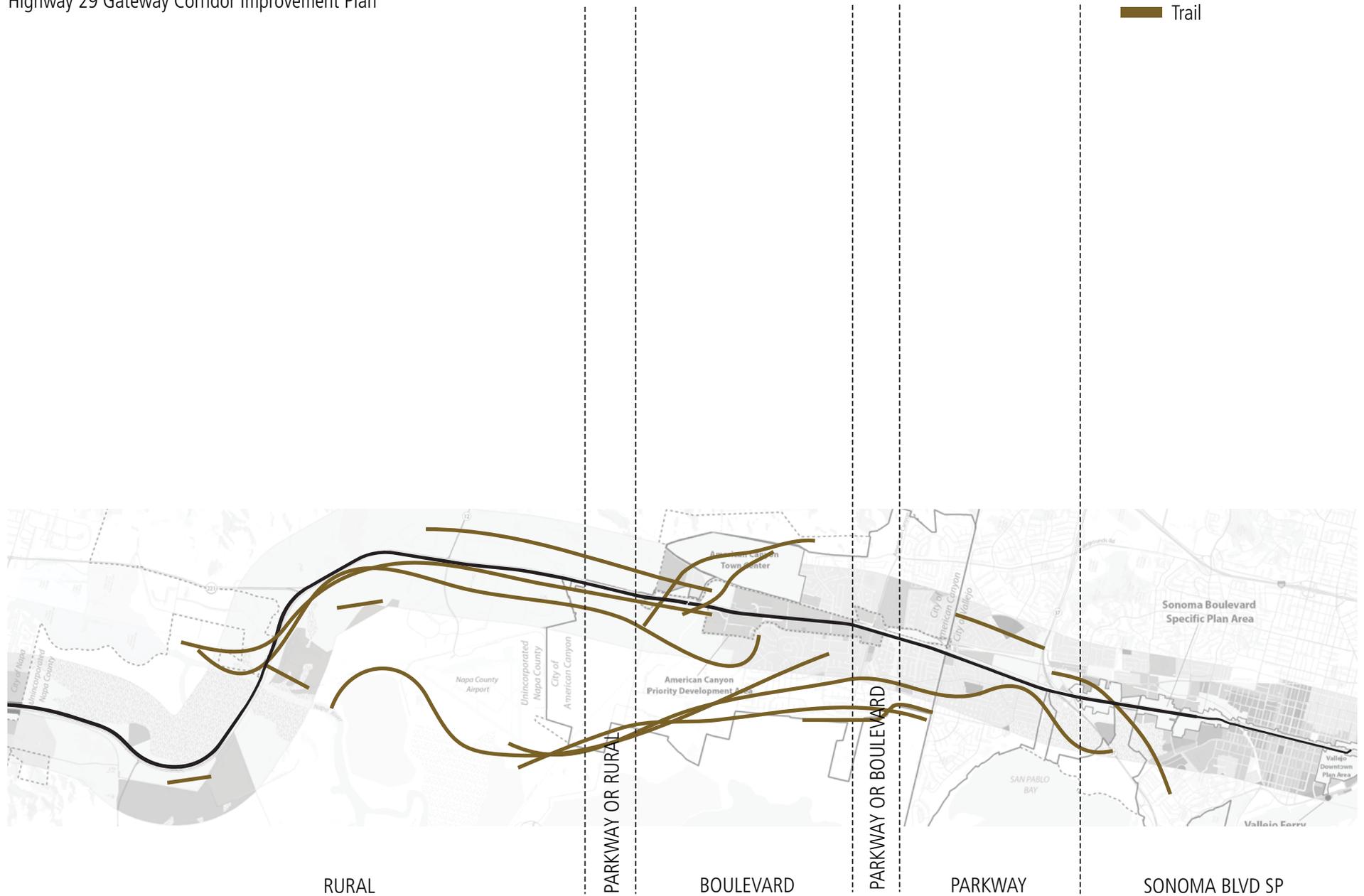
Note: To enlarge image, freeway segment in City of Napa is not shown.

Trail Routes Suggested

Visioning Workshops, November 2012

Highway 29 Gateway Corridor Improvement Plan

Trail



Note: To enlarge image, freeway segment in City of Napa is not shown.

South of Highway 37 (Sonoma Boulevard Specific Plan Area)

Preferred Roadway Type – Sonoma Boulevard Specific Plan Area: Few groups provided recommendations for this area, which is being planned by the City of Vallejo in a Specific Plan process that is separate from this project. Some participants designated this segment as Boulevard.

Additional Circulation Features: One group indicated that this segment should have an “express lane.” One group demarcated the Ferry Terminal as a Transit Node, and also noted that the area around the Highway 29/37 interchange was an important trail connection location.

Highway 37 to Just South of American Canyon Road

Preferred Roadway Type–Parkway: Almost all tables that proposed that the Parkway type be used north of Highway 37 in Vallejo and in American Canyon where residential uses and open space will remain adjacent to the Corridor. When reporting out, groups emphasized the importance of landscaping and beautification in creating a scenic entryway and beautified “gateway” to the American Canyon and the Napa Valley.

Additional Circulation Features: Three groups proposed transit nodes at the intersection of Highway 29 and Highway 37, with one specifically noting that it should be a Park and Ride. One proposed a section of trail extending from the vacant property north of the Food 4 Less in Vallejo to the creek south of American Canyon Road, where there is a nearly continuous stretch of undeveloped land adjacent to the highway; while another proposed the trail on the west side of the highway (about a half mile to the west). Another group proposed an at-grade pedestrian crossing of the highway near the border of Napa and Solano counties.

Just South of American Canyon Road to Napa Junction Road

Preferred Roadway Type– Boulevard: Commercial land uses exist and will be allowed along this segment of the Corridor, and some mixed-use development has occurred. Most groups designated this segment as a Boulevard to provide local access and pedestrian-oriented environments along outside lanes, while moving regional/commuter traffic along inside lanes. Grade-separation was proposed by several tables at the American Canyon Road intersection.

Two tables proposed a bypass alternative to this segment, in the form of a rural highway along the east side of the American Canyon Town Center property. One group specifically showed the bypass connecting Highway 37 to Highway 12.

Additional Circulation Features: Two locations for transit nodes were suggested: at American Canyon Road and at the Town Center/Napa Junction. East-west connectivity in this segment was important to most groups. Two groups suggested at-grade pedestrian crossings at American Canyon Road, Donaldson Way, and Napa Junction Road, and several more groups desired pedestrian/bike bridges at these same intersections and at American Canyon High School. One group saw potential for a trail, paralleling the Corridor to the west and near San Pablo Bay.

Napa Junction Road to Just South of Highway 12

Preferred Roadway Type–Parkway: Industrial and other employment-related uses are present and will be allowed in this segment, under the General Plans for both American Canyon and Napa County. Most tables assigned the Parkway highway type to this segment. A few tables thought that the Rural Highway type would be most appropriate, essentially maintaining the current character. Some groups proposed improving the road to Parkway standards on the west side where more businesses are abutting, and having the east side remain Rural Highway to match the existing agricultural setting.

Additional Circulation Features: At-grade pedestrian crossings were proposed at Highway 12 and at Green Island Road. Another group showed a pedestrian/bike bridge at Green Island Road. Two groups labeled a Transit Node at the Airport. Several tables saw trails continuing north through the Corridor on the west side of the highway in this section.

Just South of Highway 12 to Urbanized City of Napa

Preferred Roadway Type – Rural Highway: For the area north of the Napa County Airport but south of urbanized City of Napa, most groups designated the Corridor as Rural Highway—essentially maintaining its current characteristics. Grade-separation was suggested by one group at Highway 221.

Additional Circulation Features: Two groups designated trails in this segment, extending both along the highway itself as well as north along the Napa River. One of these same groups noted an intersection near the 1st Street interchange in the City of Napa, which is particularly challenging for pedestrians and bicyclists.

Freeway in Urbanized City of Napa

This segment of the Corridor is a freeway and was not considered by during the workshops. This segment can only be enhanced as a Parkway, which is consistent with landscaping that has already occurred. Local access is only allowed at interchanges, which makes the Boulevard type infeasible. Urban development makes Rural Highway type infeasible. Grade-separation has already occurred at interchanges and overcrossings. The design phase of this project will consider ways to enhance this segment as a Parkway. “Gateway” features will also be considered.

Elements of a Draft Vision Plan

Community members who participated in the Visioning Workshop reached a significant level of agreement, as noted above and highlighted below.

The Citizens Advisory Committee is expected to offer additional guidance for components to be included within a long-term “Vision Plan” for the addressing the highway’s design and community character. These notes are far from being finished conclusions, and are only provided as a starting point for CAC discussion.

ELEMENTS THROUGHOUT CORRIDOR

- Provide parallel routes for pedestrians and bicyclists, which may or may not be within the highway right-of-way, as is appropriate.
- Examine whether parallel local routes can provide alternative routes to residents, without attracting through-traffic in residential neighborhoods.
- Serve surrounding uses of sufficient intensity with well-located bus stops.

SOUTH OF HIGHWAY 37

- Defer to Sonoma Boulevard Specific Plan Area for highway improvements and community character.
- Examine methods to speed bus transit service to and from the Vallejo ferry terminal, including along routes in addition to Highway 29.
- Strengthen the ferry terminal as a regional transit hub.

HIGHWAY 37 TO JUST SOUTH OF AMERICAN CANYON ROAD

- Develop a Parkway with landscaping and bicycle/pedestrian paths along the right-of-way but buffered from traffic.
- Design a “gateway” to American Canyon and the Napa Valley.
- Examine demand for pedestrian crossings (none identified during workshops), as well as their location and type.
- Accommodate a park and ride transit node near the convergence of Highways 29 and 37.

JUST SOUTH OF AMERICAN CANYON ROAD TO NAPA JUNCTION ROAD

- Develop options for a Boulevard to allow local access and create pedestrian-oriented environments along the highway.
- Consider the appropriate balance between users making regional trips versus users making local trips—and local connectivity.
- Recommend specific locations for pedestrian/bicycle crossings at-grade and bridges, such as at: American Canyon Road, Donaldson Way, Napa Junction Road and the High School.
- Create scenic trails with views of San Pablo Bay.
- Examine feasibility of grade-separating major intersections, such as at American Canyon Road or Napa Junction Road.

NAPA JUNCTION ROAD TO JUST SOUTH OF HIGHWAY 12

- Create a Parkway with landscaping and other features that gives this employment area a distinct identity.

- Strive to maintain the rural character of this segment, especially to the east.
- Provide a pedestrian at-grade crossing or bridge at Highway 12 and at Green Island Road.
- Locate bus stops to serve employers. Consider establishing a transit park and ride facility near Napa County Airport.
- Provide bicycle/pedestrian trails along the Corridor, with good connections to employers.
- Create scenic trails with views of San Pablo Bay, if possible.

JUST SOUTH OF HIGHWAY 12 TO URBANIZED CITY OF NAPA

- Maintain a similar look and feel to current conditions. Recognize rural character as important to the identity of the Napa Valley, and tourism in the area.
- Provide a separated trail system paralleling Corridor. Address how the trail crosses the Napa River.
- Address functionality of intersection of Highway 29 with Highway 12/121.

FREEWAY IN URBANIZED CITY OF NAPA

- Enhance this segment as a Parkway, such as with additional landscaping and special features.
- Address functionality of First Street/Highway 29 interchange.

Appendices

These appendices appear on the following pages.

- Appendix A: Workshop Agenda
- Appendix B: Workshop Presentation
- Appendix C: Table Notes
- Appendix D: Mapping Exercise Materials and Results

This page intentionally left blank.

Appendix A: Workshop Agenda

This page intentionally left blank.

Appendix B: Workshop Presentation

This page intentionally left blank.

Appendix C: Table Notes

This page intentionally left blank.

Appendix D: Mapping Exercise Materials and Results

This page intentionally left blank.

This page intentionally left blank.

DYETT & BHATIA
Urban and Regional Planners

755 Sansome Street, Suite 400
San Francisco, California 94111
☎ 415 956 4300 📠 415 956 7315