#### 3.16 TRANSPORTATION AND TRAFFIC

#### 3.16.1 INTRODUCTION

This section describes existing conditions and potential impacts on transportation and traffic as a result of construction, operation, and maintenance of the project. The analysis concludes that, although existing traffic conditions could be temporarily affected by project construction, project-related impacts on traffic and transportation will be less than significant. Implementation of the Applicant-Proposed Measures (APMs) described in Section 3.16.4.2 will further reduce less-than-significant impacts. The project's potential effects on transportation and traffic were evaluated using the significance criteria set forth in Appendix G of the California Environmental Quality Act (CEQA) Guidelines. The conclusions are summarized in Table 3.16-1 and discussed in more detail in Section 3.16.4.

Would the project:	Potentially Significant Impact	Less-than- Significant Impact with Mitigation Incorporated	Less-than- Significant Impact	No Impact
a) Conflict with an applicable plan, ordinance or policy establishing measures of effectiveness for the performance of the circulation system, taking into account all modes of transportation including mass transit and non-motorized travel and relevant components of the circulation system, including but not limited to intersections, streets, highways and freeways, pedestrian and bicycle paths, and mass transit?				
b) Conflict with an applicable congestion management program, including, but not limited to level of service standards and travel demand measures, or other standards established by the county congestion management agency for designated roads or highways?				
c) Result in a change in air traffic patterns, including either an increase in traffic levels or a change in location that results in substantial safety risks?			$\boxtimes$	
d) Substantially increase hazards due to a design feature (e.g., sharp curves or dangerous intersections) or incompatible uses (e.g., farm equipment)?				
e) Result in inadequate emergency access?			$\boxtimes$	
f) Conflict with adopted policies, plans, or programs regarding public transit, bicycle, or pedestrian facilities, or otherwise decrease the performance or safety of such facilities?				

#### Table 3.16-1: CEQA Checklist for Transportation and Traffic

#### 3.16.2 REGULATORY BACKGROUND AND METHODOLOGY

#### 3.16.2.1 Regulatory Background

#### Federal

#### Transportation of Hazardous Materials

The U.S. Department of Transportation (DOT) and the California Department of Transportation (Caltrans) are the administrating agencies for the following regulations:

- Title 49 Code of Federal Regulations (CFR) Sections 171 through 177 (49 CFR 171–177) govern the transportation of hazardous materials, the types of materials defined as hazardous, and the marking of the transportation vehicles.
- 49 CFR 350-399 and Appendixes A through G, Federal Motor Carrier Safety Regulations, address safety considerations for the transport of goods, materials, and substances over public highways.
- 49 CFR 397.9, the Hazardous Materials Transportation Act of 1974, directs U.S. DOT to establish criteria and regulations for the safe transportation of hazardous materials.

#### <u>Aviation</u>

U.S. DOT and the Federal Aviation Administration (FAA) are the administrating agencies for the following regulations:

- 14 CFR 77.13(2)(i) requires an applicant to notify the FAA of the construction of structures within 20,000 feet of the nearest point of the nearest runway of an airport with at least one runway longer than 3,200 feet.
- 14 CFR 77.17 requires an applicant to submit a Notice of Proposed Construction or Alteration (FAA Form No. 7460-1) to the FAA for construction within 20,000 feet of the nearest runway of an airport with at least one runway longer than 3,200 feet. 14 CFR 77.21, 77.23, and 77.25 outline the criteria used by the FAA to determine whether an obstruction would create an air navigation conflict.

In addition, the FAA requires a Helicopter Lift Plan for the operation of a helicopter within 1,500 feet of residential dwellings.

#### State

Caltrans owns the rights-of-way for State Routes (SRs), including any on- and off-ramps that provide access to the project area. Any project-related work within SR rights-of-way requires an encroachment permit from Caltrans.

Caltrans is also the administrating agency for regulations related to traffic safety, including the licensing of drivers, weight and load limitations, transportation of hazardous and combustible materials, and the safe operation of vehicles.

#### Local

Because the CPUC has exclusive jurisdiction over project siting, design, and construction, the project is not subject to local discretionary regulations. This section includes a summary of local transportation policies, plans, or programs for informational purposes and to assist with CEQA review.

#### Sonoma County

**Comprehensive Transportation Plan**. The Sonoma County Transportation Authority (SCTA) acts as the countywide planning and programming agency for transportation-related issues and approves the Comprehensive Transportation Plan (CTP). The CTP is a multi-modal plan with the overall objective to refine the goals, objectives, and policies for improving mobility on Sonoma County's streets, highways, transit system, and bicycle/pedestrian facilities, as well as to reduce transportation-related impacts.

**General Plan 2020 Circulation and Transit Element**. The Circulation and Transit Element addresses the location and extent of planned transportation routes and facilities and includes goals, objectives, and policies affecting the mobility of future residents, businesses, and visitors. It is correlated with the Land Use Element to assure that the transportation system serves future travel demand and helps attain the desired land use plan, and helps achieve a sustainable circulation and transit system. The General Plan objective is to maintain a Level of Service<sup>1</sup> (LOS) of C or better on roadway segments, and to maintain a LOS D or better at roadway intersections.

**General Plan 2020 Air Transportation Element**. The Air Transportation Element establishes policies that will guide future growth and development of aviation activity and airport facilities in the County through the year 2020, in a manner consistent with the goals and policies established in other elements of the General Plan.

#### Town of Windsor

The Town of Windsor General Plan Transportation Element identifies a goal of achieving at least a LOS D throughout high-volume roadways such as freeways, boulevards, and signalized intersections. The city monitors conditions at key intersections to identify needed improvements to maintain an acceptable LOS. The plan indicates that a more appropriate performance standard for local streets is daily traffic volume.

#### City of Healdsburg

The City of Healdsburg General Plan Transportation Element strives to maintain at least a LOS D during periods of peak traffic flow at critical intersections, and LOS C at all other times. These standards apply only to intersections of an arterial street with either another arterial or a collector street, and intersections of two collector streets. LOS F operation is acceptable for a stop-controlled approach to a through street, provided the higher levels of delay affect 25 or fewer vehicles per hour. Attainment of these LOS are consistent with the financial resources available and the limits of technical feasibility in the city.

<sup>&</sup>lt;sup>1</sup> LOS is based on traffic congestion, which is measured by dividing traffic volume by roadway capacity. The resulting number, known as the V/C ratio, usually ranges from 0 to 1.0. The V/C rating is divided into six categories, A through F, representing conditions ranging from unrestricted traffic flow (A) to extreme traffic congestion (F).

#### 3.16.2.2 Methodology

Traffic data and other transportation system information were obtained from maps, literature searches, aerial photographs, and personal communication with state and local government officials. The information was used to evaluate the project, using the CEQA checklist to determine potential impacts. Project activities during construction and operation were evaluated within the context of surrounding transportation and traffic facilities and resources, to determine whether the project may result in changes that will directly or indirectly affect those facilities or resources.

#### 3.16.3 Environmental Setting

This section includes a description of the roadways that will be used by workers and delivery trucks during construction. Access routes will vary depending on the origin of the worker or truck, and the type of activity that day. Therefore, the roads that are most likely to be affected are described. The highest-volume roadways are described first.

#### 3.16.3.1 Regional Roadways

The primary arterial of the regional transportation system in the project vicinity is Highway 101. Highway 101 is a major north-south route that bisects Sonoma County as it runs from southern California up to Canada. This roadway will be used to access the project area during construction and operation.

#### 3.16.3.2 Local Roadways

As the 9.9-mile-long project alignment extends east of the City of Healdsburg, the Town of Windsor, and the Larkfield-Wikiup area, local transportation networks in the vicinity include a mix of city/town-maintained roads, County-maintained roads, and overland access routes. The 1.8-mile-long Fulton-Shiloh segment of the project encounters the most substantial road network as it bisects the Larkfield-Wikiup residential community and crosses highways and arterials such as Highway 101, Old Redwood Highway, and Faught Road. However, the remaining 8.1-mile-long Shiloh-Fitch segment crosses primarily undeveloped land with minimal local and arterial roadways. Only minor use of the Healdsburg local roadway network—including Healdsburg Avenue, Old Redwood Highway, Bailhache Avenue, and Bumpy Road—will be necessary to access Fitch Mountain Substation to conduct modifications.

#### Arterial Roads and Local Roads

Several major arterial roads that provide access to project work areas, local roadways, and the main regional roadway of Highway 101 are also located in the project vicinity. Arterials located in the vicinity of the Fulton-Shiloh segment include River Road, Mayfield Road, Lavell Road, Old Redwood Highway, and Faught Road. The project also crosses Noonan Ranch Road, Deerwood Drive, Mark West Commons Circle, Manka Circle, Kiva Place, El Mercado Parkway, and Carriage Lane.

Arterial roads crossed by the Shiloh-Fitch segment include Faught Road, East Shiloh Road, Chalk Hill Road, and Brooks Road. Healdsburg Avenue and Bailhache Avenue are located in the vicinity of Fitch Mountain Substation.

#### 3.16.3.3 **Existing Traffic Volumes and Levels of Service**

To evaluate the operational characteristics of a roadway segment, a simple grading system is used to compare the traffic volume carried by a road with the capacity of that road. The volume/capacity ratio is an indicator of traffic conditions, speeds, and driver maneuverability. Table 3.16-2: Definitions of Study Area Roadway Characteristics presents roadway traffic flow characteristics for LOS.

LOS	V/C <sup>1</sup> Ratio	Traffic Flow Characteristics
А	0.00 - 0.60	Free flow; insignificant delays
В	0.61 – 0.70	Stable operations; minimal delays
С	0.71 - 0.80	Stable operation, acceptable delays
D	0.81 - 0.90	Approaching unstable flow; queues develop rapidly but no excessive delays
Е	0.91 - 1.00	Unstable operation; significant delays
F	>1.00	Forced flow; jammed conditions
Note: LOS = Level of Service V/C is volume/capacity ratio, which is an indicator of traffic conditions, speeds, and driver maneuverability.		

 Table 3.16-2: Definitions of Study Area Roadway Characteristics

Source: Transportation Research Board 2000

Table 3.16-3: Existing Traffic Operations summarizes approximate traffic data and LOS for primary roadways in the project area.

**Table 3.16-3: Existing Traffic Operations** 

Roadway	Classification	Peak Annual Average Daily Traffic	LOS	
Highway 101 (at River Road)	Freeway	94,000	D	
Shiloh Road	Rural Major Collector	17,700	С	
Old Redwood Highway	Urban Principal Arterial	N/A	C or better	
Faught Road	Rural Major Collector	N/A	C or better	
Chalk Hill Road	Rural Major Collector	N/A	C or better	
Note: LOS = Level of Service Sources: Caltrans 2013, Sonoma County 2008, Town of Windsor 2013				

#### 3.16.3.4 **Bicycle Facilities**

#### Sonoma County

The Sonoma County CTP outlines bicycle facility types and classes in the County. The Sonoma County General Plan also outlines the County's comprehensive bicycle network, and provides policies and objectives for the development of the network. The SCTA maintains the County's

Bicycle and Pedestrian Master Plan. Several proposed bikeways are slated to be located near the project alignment. Table 3.16-4: Proposed Bikeways provides the approximate location and data for these existing and proposed bikeways.

Bikeway	Class	Location
Old Redwood Highway	Proposed Class I	From Mark West Springs Road to Shiloh Road
River Road	Proposed Class II	From Old Redwood Highway to Olivett Road
Mark West Springs Road	Proposed Class II	From Old Redwood Highway to Calistoga Road
Shiloh Road East	Proposed Class II	From Faught Road to Old Redwood Highway
Chalk Hill Road	Proposed Class III	From Pleasant Avenue to Highway 128

#### Table 3.16-4: Proposed Bikeways

#### Town of Windsor

The Town of Windsor Bicycle and Pedestrian Master Plan was developed as a component of the SCTA's 2008 Countywide Bicycle and Pedestrian Master Plan, and it describes existing bikeways within the incorporated areas of the Town of Windsor. No established existing bikeways are located along the project route.

#### City of Healdsburg

The City of Healdsburg Bicycle and Pedestrian Master Plan was also developed as a component of the SCTA's 2008 Countywide Bicycle and Pedestrian Master Plan, and it describes existing bikeways within the incorporated areas of the City of Healdsburg. No established existing bikeways are located along the project route. However, Healdsburg Avenue (Old Redwood Highway), in the vicinity of Fitch Mountain Substation, is an established Class II bicycle route.

#### 3.16.3.5 Air Traffic

Only one municipal airport—Charles M. Schulz - Sonoma County Airport, owned and operated by the County of Sonoma—is located in the project vicinity, approximately 2.3 miles west of the Fulton-Shiloh segment of the project.

#### 3.16.3.6 Transit and Rail Services

Sonoma County Transit (SCT) provides intercity surface transit services to the entirety of Sonoma County. SCT Route 60 serves intercity transportation between Cloverdale, Asti, Geyserville, Healdsburg, Windsor, Larkfield-Wikiup, and Santa Rosa. Within the Town of Windsor, Route 60 travels along Old Redwood Highway, Windsor River Road, and Starr Road. Within the City of Healdsburg, Route 60 travels along Healdsburg and Geyserville avenues. SCT Route 62 provides transportation between Santa Rosa and Windsor, and travels along River Road within the Town of Windsor. SCT Route 20 provides transportation within the Russian River area, including Forestville, Sebastopol, and Santa Rosa. SCT Route 20 also travels along River Road.

Within the City of Healdsburg, Route 67 also travels along Healdsburg Avenue, Front Street, and South Fitch Mountain Road, which are located in the vicinity of Fitch Mountain Substation.

SCT Route 60 runs daily trips, with the nearest bus stop to the project located at Old Redwood Highway and Faught Road, which is adjacent to the Fulton-Shiloh segment of the project. SCT Route 62 runs Monday through Friday service, and SCT Route 20 runs daily service. Both routes have bus stops located on River Road, immediately south of Fulton Substation.

The Town of Windsor is also serviced by a local public transit service—the Windsor Shuttle that is under contract with the Town of Windsor. Windsor Shuttle Route 66 travels along Shiloh Road, Conde Lane, and Mitchell Lane, and runs Monday through Saturday.

#### 3.16.4 APPLICANT-PROPOSED MEASURES AND POTENTIAL IMPACTS

The following sections describe significance criteria for transportation and traffic impacts derived from Appendix G of the CEQA Guidelines, provide APMs, and assess potential project-related construction and operation and maintenance impacts on transportation and traffic.

#### 3.16.4.1 Significance Criteria

According to Section 15002(g) of the CEQA Guidelines, "a significant effect on the environment is defined as a substantial adverse change in the physical conditions which exist in the area affected by the proposed project." As stated in Section 15064(b) of the CEQA Guidelines, the significance of an activity may vary with the setting. Per Appendix G of the CEQA Guidelines, the potential significance of project impacts related to transportation and traffic were evaluated for each of the criteria listed in Table 3.16-1, as discussed in Section 3.16.4.3.

#### 3.16.4.2 Applicant-Proposed Measures

PG&E will implement the following APMs:

#### APM TRA-1: Air Transit and Neighborhood Coordination

PG&E will implement the following protocols that pertain to helicopter use during construction and air traffic:

- PG&E will comply with all applicable FAA regulations regarding air traffic within 2 miles of the project alignment.
- PG&E's helicopter operator will coordinate all project helicopter operations with the local airport before and during project construction.

#### APM TRA-2: Temporary Traffic Controls

PG&E will obtain any necessary transportation and/or encroachment permits, including those for the Highway 101 and Old Redwood Highway crossings and transport of oversized loads and certain materials, and will comply with permit requirements designed to prevent

excessive congestion or traffic hazards during lane closures. PG&E will develop lane closure/width reduction or traffic diversion plans, as required by the encroachment permits. Construction activities that are in, along, or cross local roadways will follow best management practices to minimize impacts on traffic and transportation in the project area.

#### 3.16.4.3 Potential Impacts

Project impacts on transportation and traffic were evaluated against the CEQA significance criteria and are discussed below. The impact analysis evaluates potential project impacts during the construction phase and the operation and maintenance (O&M) phase.

The project includes reconductoring existing 60 kV and 230 kV electric utility lines between Fulton Substation and Fitch Mountain #1 Tap. The O&M activities required for the reconductored power and transmission lines will not increase from those currently required for the existing system; thus, no operation-related impacts related to transportation and traffic will occur. Therefore, the impact analysis is focused on construction activities that are required to install the new conductor, replace and remove poles, perform minor substation modifications, and establish required access and work areas, as described in Chapter 2.0, Project Description.

# a) Would the project conflict with an applicable plan, ordinance or policy establishing measures of effectiveness for the performance of the circulation system, taking into account all modes of transportation including mass transit and non-motorized travel and relevant components of the circulation system, including but not limited to intersections, streets, highways and freeways, pedestrian and bicycle paths, and mass transit? *Less-than-Significant Impact*

Temporary and short-term construction-related traffic impacts will be related to truck routes and project area access routes. However, traffic volume increases will be spread out over the entire project alignment, and the number of vehicle trips during peak construction will be only fractionally higher in comparison to typical traffic volumes in the vicinity. Large equipment will not be moved daily once it is staged in the project work areas, and much of the alignment will be accessed by helicopter, further reducing congestion on the road network in the project vicinity. Construction-related traffic will not conflict with any traffic plans, ordinances, or policies that establish measures of effectiveness for the performance of the circulation system; thus, the project will have a less-than-significant impact. Implementation of APM TRA-2 will further reduce the project's less-than-significant impacts.

Construction activities will be conducted along regional or local roadway overhead crossings. To prevent injury or damage if the conductor were to inadvertently fall, guard structures will be placed where the conductor crosses public roads or other power lines. Road-crossing structures will vary in design depending on location, but may include installing temporary poles with bracing to support a net, or the use of boom trucks. Any temporary poles required for guard structures will be installed in disturbed roadsides or developed areas. Temporary road closures may also be required at various locations to ensure public safety. Operation of proposed Class I, Class II, and Class III bike routes, and SCT bus routes in the project area may be temporarily affected when sections of the line are being reconductored at overhead crossings, or near bus stops. Impacts will be temporary and short term in nature; therefore, the project will have a less-than-significant impact on transportation in the project area.

# b) Would the project conflict with an applicable congestion management program, including, but not limited to level of service standards and travel demand measures, or other standards established by the county congestion management agency for designated roads or highways? Less-than-Significant Impact

Although construction activities may generate slight increases in traffic on interstate highways, arterials, and local roads as a result of truck trips and project access, the effects will be minimal, short term, and periodic. Existing LOS standards for roads in the project area generally range from LOS C to D; therefore, the existing roadway network in the project area generally has adequate capacity to handle the minor increase in traffic volume due to construction. The number of truck round-trips during peak construction will be only fractionally higher in comparison to the average daily traffic volume of roads in the vicinity, and will not conflict with LOS. Traffic volume increases will be spread out over the entire project alignment, and no new permanent paved or public roads will be constructed as part of the project. Therefore, the impact will be less than significant. APM TRA-2 will ensure that traffic controls and other traffic safety measures are in place to maintain proper traffic flow during temporary construction activities and, therefore, will further reduce less-than-significant impacts.

## c) Would the project result in a change in air traffic patterns, including either an increase in traffic levels or a change in location that results in substantial safety risks? *Less-than-Significant Impact*

Because accessing much of the project alignment by ground is difficult due to topography and vegetation, helicopters will be used to remove and deliver poles, materials, equipment, concrete, and workers. Two small helicopters (MD 500 helicopter or similar) will be used to carry human and material load. One large helicopter will be used to fly in new poles and remove old poles. To accommodate helicopter use, preliminary landing zones have been identified within temporary staging areas. Each landing zone requires an area of approximately 1 acre. However, the exact locations and footprints will depend on conditions on the ground, and will be determined prior to construction. The helicopter crew and operator will be a contract crew to PG&E, and will obtain all necessary FAA permits and coordinate with local airports regarding protocols and air traffic prior to all construction-related helicopter operations.

The use of helicopters for construction could pose overhead risks to communities located near the Fulton-Shiloh segment of the project. However, helicopters will follow designated flight paths designed to travel the shortest distances feasible from landing zones to the project alignment and to avoid potential risks to the public, to the extent possible. Furthermore, the majority of construction activities that will involve the use of a helicopter will be located along the project alignment; therefore, the flight path of the helicopters from the landing zones poses relatively few safety risks outside of the project alignment. Helicopters that are carrying equipment or construction materials will not pass over major highways, and they will pass near, but not directly over, habitable structures. Implementation of APM TRA-1 will further reduce the project's less-than-significant impacts.

#### d) Would the project substantially increase hazards due to a design feature (e.g., sharp curves or dangerous intersections) or incompatible uses (e.g., farm equipment)? *No Impact*

Project construction will not alter the design of any public roadways or intersections—including access roads to power lines, poles, and the substation—that will increase hazards, nor will it

introduce incompatible uses to the project area. No new permanent access roads will be established as part of the project. Any road closures that will occur on private and County roads will be temporary and short term, consistent with applicable regulations. Therefore, the project will not increase hazards due to design features or incompatible uses, and no impact will occur.

#### e) Would the project result in inadequate emergency access? Less-than-Significant Impact

Emergency access routes will be maintained throughout project construction and operation. Construction vehicles and equipment will access project construction areas for poles by using existing paved, dirt, and/or gravel roads and overland travel routes. In addition, a helicopter will be used to access poles, transport materials and workers, and reach work areas where overland travel is not feasible. Construction vehicles and equipment needed at the pull sites are expected to be staged or parked within approved temporary construction easements. Any road closures will be temporary and short term, and these closures will be coordinated with Caltrans and/or local jurisdictions to maintain alternate emergency access routes; therefore, the project will have a less-than-significant impact on emergency access routes. Implementation of APM TRA-2 will further minimize any less-than-significant project impacts.

## f) Would the project conflict with adopted policies, plans, or programs regarding public transit, bicycle, or pedestrian facilities, or otherwise decrease the performance or safety of such facilities? *Less-than-Significant Impact*

Two SCT bus stops are located near the project alignment. As previously discussed, the SCT Route 20 and Route 62 bus stop is located immediately south of Fulton Substation, and the SCT Route 60 bus stop is located at the intersection of Old Redwood Highway and Faught Road. Several proposed bicycle Class I, II, and III routes are located within the project vicinity. Overhead crossings and construction could temporarily impact these bus stops and bicycle routes. However, the impacts will be temporary and short term, and therefore, will be less than significant. Implementation of APM TRA-2 will further reduce any less-than-significant project impacts. Therefore, project construction will not conflict with any policies, plans, or programs that support alternative transportation, and will have a less-than-significant impact.

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