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STAN LINGEMAN

THE STATE OF MICHIGAN TRUNK LINE STORY

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Stanley D. Lingeman, P.E. Institute of Transportation Engineers February 8, 1995 Holiday Inn Gateway Center Flint, Michigan

Dedicated to the designers of the Interstate Highway Systems

THE STATE OF MICHIGAN TRUNK LINE STORY

Institute of Transportation Engineers Meeting February 8, 1995 Holiday Inn, Gateway Center Flint, Michigan

PLATE 1: INDIAN TRAILS

There were 13 Indian trails in all. The main trails were the St. Joseph, the Grand River, and the Saginaw-Mackinac. The St. Joseph Trail became US-12 and I-94. The Grand River Trail became US-16 and I-96. The Saginaw-Mackinac Trail became US-10 and I-75.

Public Act 146, 1905

This act of the legislature created the department through the work of Horatio S. Early, who was State Highway Commissioner between 1905 and 1909.



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PLATE 1

INDIAN TRAILS

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PLATE 2: MICHIGAN'S ROAD TAXES 1901-1913

Road taxes for this period totalled \$49.9 million:

- 80.3 percent were for township roads
- 15.7 percent were for county roads
- 4.0 percent were State Reward roads

MICHIGAN'S ROAD TAXES 1901-1913



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PLATE 3: STATE REWARD ROADS

Either township or county roads could be improved from a 9-foot width to a 16-foot width with state funds, which were then called State Reward Roads. State reward bridge payments on county roads amounted to \$1,162,153.51 in 1931 and \$623,607.75 in 1932, of which approximately one-half came from State Highway funds.



16 FEET



STATE REWARD 1901-1913

PLATE 3

PLATE 4: STATE TRUNK LINE MILEAGE

Frank F. Rogers, 1852-1942—Chief Engineer; 1905-1913—State Highway Commissioner; 1913-1929: He was responsible for Act 334, P.A. 1913 that was called the "Trunk Line Highway Act," which created the State's responsibility for 3,000 miles of highway in Michigan. He was also responsible for Act 19, P.A. 1919, which gave the State Highway Commissioner for the first time the authority and the duty to plan, construct, and administer the State Trunk Line System. This system had been expanded to 6,530 miles in 1924 at the beginning of the U.S. Highway System Construction period. By the mid-point of the U.S. Highway Construction Program—1930—the system had expanded to 7,770 miles. In 1957, at the beginning of the Interstate Highway Construction period, the mileage had increased to 9,398. At the completion of the I system, the Trunk Line System had decreased to 9,189 miles in length. Today the Trunk Line System is about 9,550 miles in length. - 0



PLATE 5: HIGHWAY DISTRICTS, CONVERT ROAD LAW 1915

This law permitted the organization of districts for highway financing and construction.

DISTRICT and COUNTY NUMBERS



PLATE 6: ROAD SURFACE TYPES 1917, 1918, AND 1924

In 1917, the road surface types were 75 percent gravel, 17 percent gravel on stone or slag, and 8 percent macadam. In 1918, the hard surface types—concrete, asphalt, or brick—had increased to 17 percent and by 1923, 55 percent.

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PLATE 7: 1924 TYPICAL CROSS SECTION OF U.S. HIGHWAY SYSTEM

The typical cross section of the concrete pavement design developed in 1924 for the U.S. Highway System consisted of a 20-foot wide slab with a 6 to 8 inch thickness. The outside three-foot section at the pavement edge had an added 3 inches of thickness to prevent cracking.

TYPICAL CROSS SECTIONS OF STATE ROADS IN MICHIGAN



1924 US HIGHWAY SYSTEM

PLATE 7

PLATE 8: C.H. BROWN'S WAGES EOR 1924, 1933, AND 1934

As a resident road engineer, C. H. Brown received an annual wage of \$2,925 in 1924. With the depression, he was demoted in 1933 to project engineer at \$2,720. He was then promoted to district engineer in 1934 at \$2,725.





PLATE 9: HIGHWAY TRAVEL IN MICHIGAN-1936 VERSUS 1993

Trunk-line travel increased from 6.9 billion vehicle miles in 1936 to 45.5 billion vehicle miles in 1993, a 659 percent increase. Total travel increased from 11.1 billion vehicle miles in 1936 to 85.7 billion vehicle miles in 1993, a 772 percent increase. The percentage of traffic using the Trunk Line System decreased from 62 percent to 53 percent in the same period.



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PLATE 10: MICHIGAN FREEWAYS

The three expressways, later called freeways, that were designed and constructed as part of the Interstate Highway System in the 1950s and 1960s by the department were I-94, I-96, I-75, and I-69, which passes through Flint..



PLATE 10

PLATE 11: TYPICAL CROSS SECTIONS USED IN MICHIGAN

The typical cross section developed in 1924 and used in the 1925-1935 construction program of the U.S. Highway System consisted of a 20-foot concrete pavement centered in a 100-foot Right of Way. Urban roadways in the Flint area such as I-69 (Chevrolet-Buick) and I-475 (U.A.W.) freeways designed in the 1960s and 1970s under the direction of John C. Mackie, Howard Hill, and Henrik E. Stafseth, consisted of two 36-foot concrete pavements divided by a narrow median in a 400-foot Right of Way. Freeway median barrier usage is prompted by the death of Clayton Voss in a cross-median automobile accident on I-94 in 1970. Clayton Voss was District Engineer of District Seven at the time.

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In May 1993, 3.8 miles of concrete median barrier wall are constructed on I-69 in Flint, at a rate of 2,500 feet per day and at a cost of \$68 per foot.

Rural freeways such as I-94, I-96, I-75, and I-69 consisted of two 24-foot concrete pavements divided by a 70-foot median in a 300-foot Right of Way.





Urban

400' ROW

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100' ROW US Route

PLATE 12: TRUNK LINE CONSTRUCTION PROGRAMS 1925-1989

Funding in 1919 included weight taxes and a \$50,000,000 bond issue, which was used between 1919 and 1924. The distribution by year is as follows:

1919	1,581,000
1920	5,419,000
1921	10,050,000
1922	11,000,000
1923	7,000,000
1924	14,950,000

A two-cent-per-gallon gasoline tax was authorized by the legislature in 1925. This tax was increased to three cents per gallon in 1927. The construction program was about \$20,000,000 annually in 1925 and 1926. This amount increased to \$30,000,000 annually during the 1927 through 1931 period.

The gasoline tax was again increased to 4.5 cents per gallon in 1951. Perhaps the largest highway construction program ever undertaken by State forces was begun in 1956. This construction of the Interstate Highway System continued on for some 36 years at a cost of \$4.7 billion. John C. Mackie proposed a 15-year construction program, which would extend into the early 1970s. His last 1957-1958 biennial report forecast a \$190,000,000 construction budget for 1959. The Department's staff for September 1958 was 4,455 employees. The gasoline tax was increased to seven cents per gallon in 1961. An estimated annual construction budget for this period was \$300,000,000. By the early 1970s, the \$700,000,000 from bonding had been expended, and the annual construction budget declined to an average \$178,000,000.

The gas tax was increased to 11 cents per gallon in 1978 and 15 cents in 1984. In 1983, James Pitz sold \$135,000,000 in bonds, and the program increased to an annual average of \$433,000,000 for the 1984-1989 period. The programs last reported year, 1989, was \$460,000,000.



PLATE 13: 1992 SUFFICIENCY RATING FOR THE TRUNK LINE SYSTEM

The 1992 sufficiency study of the State Trunk Line System showed that 21 percent of the Interstate, 39 percent of the primary, 48 percent of the secondary, 51 percent of the urban, and 78 percent of the non-federal highways were rated as being in poor, or very poor, condition.





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PLATE 14: CONSUMER PRICE INDEX GROWTH SINCE 1800

This chart of the growth of the Consumer Price Index appeared in the 1991 edition of *Cost Estimating* by Rodney D. Stewart, a Wiley-Interscience publication. We see rapid growth since 1967.



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INFLATION: ITS HISTORY, CAUSES, AND EFFECTS



Cost Estimating by Rodney D. Stewart A Wiley-Interscience Publication

PLATE 15: CONSUMER PRICE INDEX/GASOLINE TAX FOR MICHIGAN

The growth in the Consumer Price Index in the 28 years following 1967 was 342 percent, or 12 percent per year. The rise in the State gasoline tax during this period was 114 percent, or four percent per year. The lag between the Consumer Price Index and the State gasoline tax was 6.3 years in 1978 and 7.6 years in 1984. If the tax is raised in 1995 to 20 cents per gallon, the lag will be 14.6 years. With a tax of 27 cents per gallon in 1995, the lag will be 4.6 years.

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PLATE 16: STEWARDS OF THE STATE 1949-1969

While John C. Mackie was State Highway Commissioner in 1963, the newly elected governor George W. Romney called for a Constitutional Convention, which eliminated the post of State Highway Commissioner and created a State Highway Commission. This form of government has existed for the past 30 years.

STEWARDS OF THE STATE

HIGHWAY COMMISSIONERS



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PLATE 17: M.D.O.T. REPORTING 1905-1994

This chart shows the State of Michigan's record for its biennial and annual reporting of achievement to the people of the state for the 1905-1994 period. It does, to a certain degree, reflect upon the State's accountability. Between 1905 and 1964, when the State Highway Commissioner form of government was existent, 90 percent of its time was accounted for through biennial reporting. John Mackie filed the last biennial report in 1958. There was a 20-year gap in reporting between 1959 and 1979. This, of course, was a relatively inactive period in the Department's life when only \$4 billion of Interstate Highway construction work was completed. There are nine annual progress reports for the 1980-1989 period when the Department became the Michigan Department of Transportation. Reporting for the 30-year period between 1964 and 1994 when the State Highway Commission form of government was in power was, therefore, about 30 percent. Does this form of government reflect accountability?

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If annual reports were prepared for only 30 percent of the 30-year period between 1964 and 1994, what can we say about the Department's accountability? What are they accomplishing in the way of goals or achievements? What is the public's perception of a State agency that doesn't report its activities? How do Department employees perceive its activities? Are they motivated to do their best? It is said that achievement is the single strongest motivation of the individual. If we don't record our achievements, how do we affect the motivation of our employees? Is outsourcing of design services the best choice for the Department? We have no way of knowing the answer to any of these questions without the production of an annual report. All private companies with 3,000 employees produce an annual report for their stockholders. Should the Department of Transportation forego the advantages that such a report would produce for them?



M.D.D.T. REPORTING 1905-94

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PLATE 17

FRIENDS REMEMBERED

Bob Addy (1) Khaireldin Ahmad Shams Aigoro Arlene Allen Sue Allen Marsha Anderson Louis Andriacchi Chuck Arnold Al Ashari Art Ashley Tarik Ataman Bill Atchinson Sam Awwa David C. Bacon (17) **Richard Bacon** Lori Baetz Keith Baguley John Baker Glenwood Baker Wanley Bardell Ivan Bartha Leonard Bashaw George Basmadjian (1) Jay Bastian Harold Bauerle R. Baumgartner Ken Baur (8) Gary Beasley **Regine Beaubeouf** Steve Beck Rob Beckon Robert Beckon Larry Beckon Charles W. Beilfuss Bernie Beilner Art Bekmanis Natalie Bekmanis Dwight Bell Tim Benson **Tony Benson** A. Berarducci (3) Terry Berquist Gary Bilow Therese Binkley Mike Blackledge

Stan Blackledge Ron E. Blake Wendell Blikken **Rich Blood** Gary Blundy Joe Boladian **Bobbi Bolvard** Bob Bond Weldon Borton Ed Boucher Sue Bourdon Steve Bower James Boyd **Robin Brace** Ross Bremer (1) A. Robert Briere Ken Briggs Wayne Britten **Bill Browell** C. H. Brown Cheryl Brown Joe Brown (1) **Rita Brown** Ruby Brown Larry Buehler James Burge C. Burnette Larry Burrill Keith Bushnell Terry Butts Rudy Cadena Vhybirt Cameron Nancy Campbell Bruce Campbell **Bob** Carpenter Oliver Carrier C. H. Cash Jack Casler Sam Castronovo Pen Chao Jeff Chapman Walt Charles Larry Chick Dick Christenson Larry Christenson Phil Christy K. C. Clark Tom Clark Keith Claus Don Cleveland Jean Clinton (2) Max N. Clyde Jerry Cohen Tom A. Coldman **Charlie Connelly** B.A. Conradson Stan D. Cool Harold Cooper Noel Copiaco Howard Cox Warren Cox Herb Crane Gary Croskey Jack Cruise John D.Cruise Robert V. Cullen (11) **Dick Culver** Barney A. Cyberski Robert D'Alcorn Gerry Dalling Tapan K. Datta L. A. Davidson **Mickey Davis** Ray D. Davis Pete DeCamp Alex Decess Robert V. DeCorte Jim DeGrand **Edward Deibler** Frank DeRose, Jr. Pat Detzler Dave DeVaughn Pete Devlin Harold Devore Al Dewey John Dobelek (3) **Dick Doell Brian Dollman-Jersey** L.J. Doyle Jud Doyle

Steve Driver Paul Dunning Don Eddy Jim Edick Jim Eggert **Orvil Emery** Virginia Emery Victor Enciso Mary Enochs Nejad Enustun Bill R. Erben George Erickson Glen R. Etelamaki Doug Ewald Jason Falardeau **Tim Feazel** Gordon Fellows Larry Felsing Gerard Feuerstein Mark Fisher Mike Flajole Richard Folkers (14) Ted W. Forbes (9) Dan Fortusniak **Don Foster Terry Frake** Marty Fransted Tony Freed (1) Don Freeman Alan B. Friend **Roger Fudge Bob Fuhr** Terry Gaffney Ric G. Galindo Steve Galindo Jim Galloway Victor Ganser Jose Garcia **Ron Garrison** Lewis Gensley (5) Edward F. Gervais Art C. Gibson (1) Amy Gill Charlie Giller John Gooding Richard M. Gould John Gray (1) Jim Green Roy L. Greenman Bruce Greenshields (10)

Jeff Grossklaus Phil Grotenhuis Sam Guarrazzi Ron Hafner Brad Hagerty John Haley Darrel Hall Paul T. Hamilton (7) Carol Hardman Ross Harger (3) Mike Harju Dawn Harrington **Russ Harrison** William C. Hartwick Doug Harvey Fred Harwood John G. Hautala Walter M. Haydon Allen T. Hayes Herb Hefke Herb J. Henry Ruth Henry P. Hershkowitz H. M. Heywood **Chuck Hicks** Robert R. Hicks (1) Dave Hill Larry Hill Tom Hill Bill J. Hitchens Joe Hobria Dwight A. Hornbeck Rick Houk John Hovt Matt Hrebeck (4) Mike Huber (2) Ron Huebshman Steve Ilieff Joe Ingle Dane Ismail (6) Alan Isola Marshall Jacks (1) Carolyn Jadobs **Bob** Jenkins Joseph C. Jenkins **Charlie Jennett** Raja Jildeh Lyle Job Bruce Johnson (6) Jim Johnson

Ed Johnsonbaugh Mike Jones Mike L. Jones Morris Jones Kurt L. Junde Brett Kach Nancy H. Kagan (9) Inder Kakar John Kalmbach Otto Kalmbach Pete Kamarainen Bob Kelly John Kelsch Kevin Kennedv Gene Kerchaert Norm Kieliszewski Lee A. Kinney Karl L. Kleitsch John Knecht James Knight **Barb Kohls** Ken Kosloski Harry Krashen (6) Mike P.Krause Calvin Kring Dave Kroll Ken Kruger Tom Krycinski Opel Kuhl Louis M. Kukielka Sudhakar Kulkarni Dick Kuzma Al Lampela George Langen Rob A. Larson Gary Lawson Sam Lawson John Lazar Becky Leahy Bill T. Lebel Shvu Tu Lee Max Leffler (2) Harold Lemon Bill Lepczyk Tom Levario Samuel J. Levine Carlos Libiran Paul Libutaque Rob Lippert George Lipscomb (4)

David M.Litvin Richard Long (1) Rod Lamore (4) Ellen Lurie Jerry Luther Lynn Lynwood Olin Mace John C. Mackie Robert E. Maki Thomas L. Maleck A. F. Malo (3) **Kip Malott** Ali Mandavi JoAnne Markey Joe Marlow Bob Marsh Joe Marson James Martin (1) Jerry Martin Geroge Masters Fred Mathis Jesse Maxie Gary Mazurek Jonas Mbonu G. J. McCarthy Lisa McClanahan **Rodney McClish** Pete McDougall Paul McKinley Carl McMonagle Tim McNea Judi McNes Adrian Memro Mary Memro D.A. Merchant Joe Meszaros John Meyers John Michaels Paul Michelin Waldimar Mikucki Pete Millard **Bill Milliken** Arnold Misteli Steve Moore David A. Morena (6) E. E. Morey Ed Morse **Bob Muller** Jim Murton Jim Myquist

Julius Negri Robert Nelson Tom Nelson Frank Nevarez James P.Neve, Jr. Dave Newell Norbert Nev Ed Nienviski Paul A. Nordgren Pat M. Nowak Leo J. Nowicki Lyle Nustad (11) **Chuck Occhiuto** Jim O'Connor Randy Olin Brian O'Loane Bill H. Opland Don Opland Don E. Orne Pat O'Rourke Rob W. Osgood **Rich Ostroski** Martin O'Toole John Ouderkirk Carolvn Overton Laurel W. Painter Don Papcun JoAnne Parrish Ish Patel Greg Perkowski Jim Peterson Judy Peterson **Tony Phillipich** Jim Pitz **George Platsis Dick Poland** Louis Powell Al Prager **Rick Pratt** Jerry Prior Sandy Prior W. F. Proudfoot **Gonzolo** Puente **Ron Ramsey** Jan Rathbun Tom M. Rathbun H. J. Rathfoot Ernest F. Rav Carroll Reed Jeff Reid (15)

Llovd B. Reid Vern Richey Jack Rick **Fred Rieger** James Rienstra **Robert Rigotti** Jim Ritchie Gerald Ritchie Ron Roberts Frank Rock Pablo Rojas Frank A. Ronan Walter Roth Kitty Rothwell Irving J. Rubin Larry A. Rubin Ken Rudick Kyle Rudlaff Jerry Runyon Craig Russell **Robert Russell** Pat Rvan John M. Salman Ron Salmon Adrian Sanchez Mark Sanchez John Sanford Jeff Saxby **Doug Schaffer Bill Schins** Wayne Schnoover Edwin G. Schoppe Pat Schreiner Mike Schreiner E.O. Schultheis Frank Schwarzenberg Jill Scraver Sharif Shakrani Tom Shawver A. C. Sherman Kirt Sheth (4) Mike J. Sibal Ron Sickles Francis Simoneau (4) **Balaram Singh** Frank C. Skebensky **Carol Smith** George Smith Noel Smith Roger J. Smith

Bob Smrek Dan Sokolincki **Bob Sommers** D.J. Sonnenberg Frank M. Spica Wieslaw Spiewla David W. Starr Win Stebbins Walter L. Steinfatt Leo Stelly (2) Paul Stoltz **Desi Strakovits** Larry Suboski Edward D. Suino Harold Svacha Larry L. Swanson Edward W. Swanson Mark Sweenev Jerry Swift Mike Tarazi Craig Taylor Gary D. Taylor Lou Taylor William C. Taylor (16) Les Tedhams Brian Thelen Will Thompson Ken Thorp Andrew Tilma Lyle Tinkham **Ross Tooker** Julie Townsend Jerry Tunney **Bill Turner** Paul Uberhurst Rudolph M. Umbs (8) Ken Underwood Lee Underwood Tom Urbanik II Steve Urda Maury VanAuken Ton VandenBerg Dale Vandenberg David F. VanHine (2) Mark VanPortfleet Paul VanRaalte Gerry VanValkenburg Murray D. VanWagoner David G. Vaughn Mark VerPlanch

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Clavton H. Voss Stephen J. Vrocan Jack Warder W. B. Washington Marcia Watson E. Weidenhoefer Herm Welke Bev Wellington Phil Wetosky **Bunny Whaley** Dock Whaley (4) Gary White (6) Barb Wickerham Don Wickham D. R. Wiertella John E. Wisniewski G. Mennen Williams Larry Wiggins **Paige Williams** John A. Wills Ed Winkler Paul Wisney John P. Woodford Dave Worgul Sandy Wright Walker Wright Yung Wu John Wysack **Dorothy Younger** Ben Zamora Tom Zander Ron Zaskowski Mike Zavadil Bob Zelski Charles M. Zeigler Bob Zielinski · Viadimir Zokvic Amy Zokvic

City of Detroit (1) Wayne County Road Commission (2) M.S.H.D. and City of Detroit (3) Michigan State Police (4) Detroit Edison (5) Federal Highway Administration (6) Tri-County Plan (7) Eaton County (8) Michigan State University (9) University of Michigan (10) Automobile Club of Michigan (11) Macomb County Road Commission (12) City of Jackson (13) Oakland County Road Commission (14) Caltrans (15) Ohio Department of Transportation (16) Carrier and Gable (17)

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Stanley D. Lingeman 724 N. Verlinden Avenue Lansing, Michigan 48915 (517) 372-1719

Employer 1971-1993: Michigan Department of Transportation, Lansing, Michigan

MAJOR PROJECTS

1992-1993: Transportation Engineer, Design Division

The review of road design plans for M-59, a \$50 million project in Macomb County

1982-1991: Transportation Engineer, Design Division

The preparation of plans, proposal, and cost estimates for a pavement overlay on US-10 in Bay County, five (5) sound-wall projects on I-94, and five (5) railroad projects throughout the state

<u>1980-1981</u>: Transportation Engineer, Traffic and Safety Division

The review of high-accident locations for intersection safety projects

<u>1977-1979</u>: Supervising Engineer Data Services, Traffic and Safety Division

The development of computer applications

<u>1975-1976</u>: Supervising Engineer Reflective Devices, Traffic and Safety Division

The development of state-wide freeway signing policy and the production of freeway signing contracts

1971-1974: Supervising Engineer Accident Analysis, Safety and Traffic Division

The development of the M.A.L.I. Index, Automated Collision Diagram, and S.C.R.E.E.N. projects for the analysis of traffic accident experience on the state trunk-line system.

1969-1970: Assistant District Traffic Engineer: M.D.O.T., 301 East Louis Glick Highway, Jackson, Michigan 49201

Final signing of Glick-Washington loop in Jackson

1958-1966: Assistant District Traffic Engineer: M.D.O.T., 18101 W. Nine Mile Road, Southfield, Michigan 48075

Construction signing on I-94, M-39, and US-24 in Wayne County. Removal of street parking on US-12 in Dearborn, M-153 in Garden City, and M-53 in Warren to provide for left-turn lanes

EDUCATION

University of Detroit - B. S. Civil Engineering Michigan State University - M.S. Transportation Engineering

LICENSE

1964-1993: Registered Professional Engineer in Michigan

AFFILIATIONS

1961-1993: Fellow Member, Institute of Transportation Engineers