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# A TRUNKLINE PLAN FOR THE CITY OF



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DEPARTMENT — LANSING

PLANNING DIVISION

MICHIGAN STATE HIGHWAY DEPARTMENT

JOHN C. MACKIE—COMMISSIONER

May 25, 1960

J. D. Cruise  
Chief Planning Engineer

Attached hereto for your review and consideration is a plan for development of a State trunkline system for Bay City, Michigan.

This plan was evolved through the cooperative efforts of staff members of the Department's Planning Division and the staff of the Bay City Planning Commission. It represents the level of agreement for long-range planning objectives which have been achieved by these two planning agencies.

The State Trunkline system, as here designated, represents a system of integrated highways adequate to the anticipated needs within the foreseeable future.

The plan is based on a study of pertinent, factual data as related to existing and potential land uses, traffic volumes and characteristics and with general topographical conditions.

The report incorporates a logical sequence of development which is intended as a guide for action by the Programming Division and to indicate the priority by which route location studies should be initiated.

It is recommended that the priorities schedule as shown in the phase development plan of this report be followed and that route location studies be begun in order that construction projects can be scheduled in the 1963-64 program.

Robert F. Van Hoef, Director  
Planning Division



CITY OF BAY CITY  
CITY HALL  
BAY CITY, MICHIGAN  
March 24, 1960

Trunkline Development Plan for City of Bay City, Michigan  
Resolution for Adoption

WHEREAS: The Planning Commission of the city of Bay City has made detailed and comprehensive studies affecting urban development, and;

WHEREAS: The said City Planning Commission has established a Master Street Plan, and having conducted a public hearing, has adopted such plan, and;

WHEREAS: The Michigan State Highway Department has, in cooperation with said Planning Commission, established a plan for development of State trunkline routes within the city, and;

WHEREAS: The plan for trunkline development is entirely compatible to, and integrated with the city Master Street Plan, now;

THEREFORE BE IT RESOLVED: That the plan titled "State Trunkline Development Plan - Bay City" be adopted as a part of the Master Plan of the city of Bay City and that it be recommended to the Michigan State Highway Department for development.

Signed Melton Bennett Date 3-17-60  
Chairman, Bay City Planning Commission

Signed Donald R. Dickey Date March 17-60  
Secretary, Bay City Planning Commission

**A TRUNKLINE DEVELOPMENT PLAN**  
**FOR**  
**BAY CITY, MICHIGAN**

**Introduction:**

Purpose - - - - - Scope

The purpose of this report is to present a plan for State Trunkline development in Bay City.

The plan, as herein delineated, is the result of a series of comprehensive and analytical studies concerning the transportation needs of the city and the surrounding area as evidenced by traffic desire patterns as related to the existing and planned uses of the land.

The basic data was prepared by the Bay City Planning Commission working cooperatively with the Planning Division of the State Highway Department.

The resultant product of these cooperative studies is a State trunkline plan which is in complementary integration with the city Master Street plan. It can be developed by stage development processes with each planned unit being a component part of the ultimate plan and without at any time being violative of the long-range planning objectives of the city or the contiguous areas.

\* \* \* \* \*

MICHIGAN STATE HIGHWAY DEPARTMENT  
JOHN C. MACKIE, COMMISSIONER

# BAY CITY AREA TRUNKLINE PLAN



## LEGEND

- ==== LIMITED ACCESS EXPRESSWAY
- PROP. LIMITED ACCESS EXPRESSWAY
- OTHER TRUNKLINES
- ===== OTHER ROADS



## SCALE



Office of Planning — February 1960

## THE BAY CITY AREA TRUNKLINE SYSTEM

in relation to

### THE URBAN TRUNKLINE PLAN

A fully comprehensive analysis of the transportation requirements for Bay City would not be complete unless a determination was made of the entire urban area surrounding that city.

An urban State Trunkline system must be fully integrated with the street system of that city, but equally important is the manner in which the urban system is connected with the area system in order that a logical plan for penetrating and bypassing routes are accomplished.

Bay City has a considerable traffic interchange within the Tri-city area of Midland, Saginaw, and Bay City, as well as with Flint and the Detroit Metropolitan area to the south. It is also a trade area center providing services to an extensive agricultural area in the east, the thumb area.

The presently planned area trunkline system should satisfy the expressed traffic desire patterns and those anticipated in the future.

The Interstate route penetrates the area satisfying the movement from Saginaw, Flint, and Detroit to Bay City and with a bypass carries the recreational traffic from the populous areas around the city without the penalty of friction with local traffic.

The interchange of traffic between Bay City and Midland is easily satisfied by the multi-lane divided highway of M-20 and the Saginaw-Bay City movement is also amply provided for in the presently planned Interstate highway, coupled with present US-23, the River Road.

M-15 is now developed as a multi-lane divided highway south of Kosciuszko Street and with the development of M-15 easterly at this point, the major traffic desire along this axis is satisfied. In fact, because the greatest percentage of traffic on M-15 is destined to bypass the area, the plan for the urban area will better satisfy the total movement along the M-15 axis.

The movement from the thumb area is served by the route of M-20 which studies prove will be adequate to demands.

The presently planned urban trunkline system, together with the area trunkline plan which is now nearing completion, will be adequate to the anticipated traffic volumes and will provide maximum mobility to and through the area.

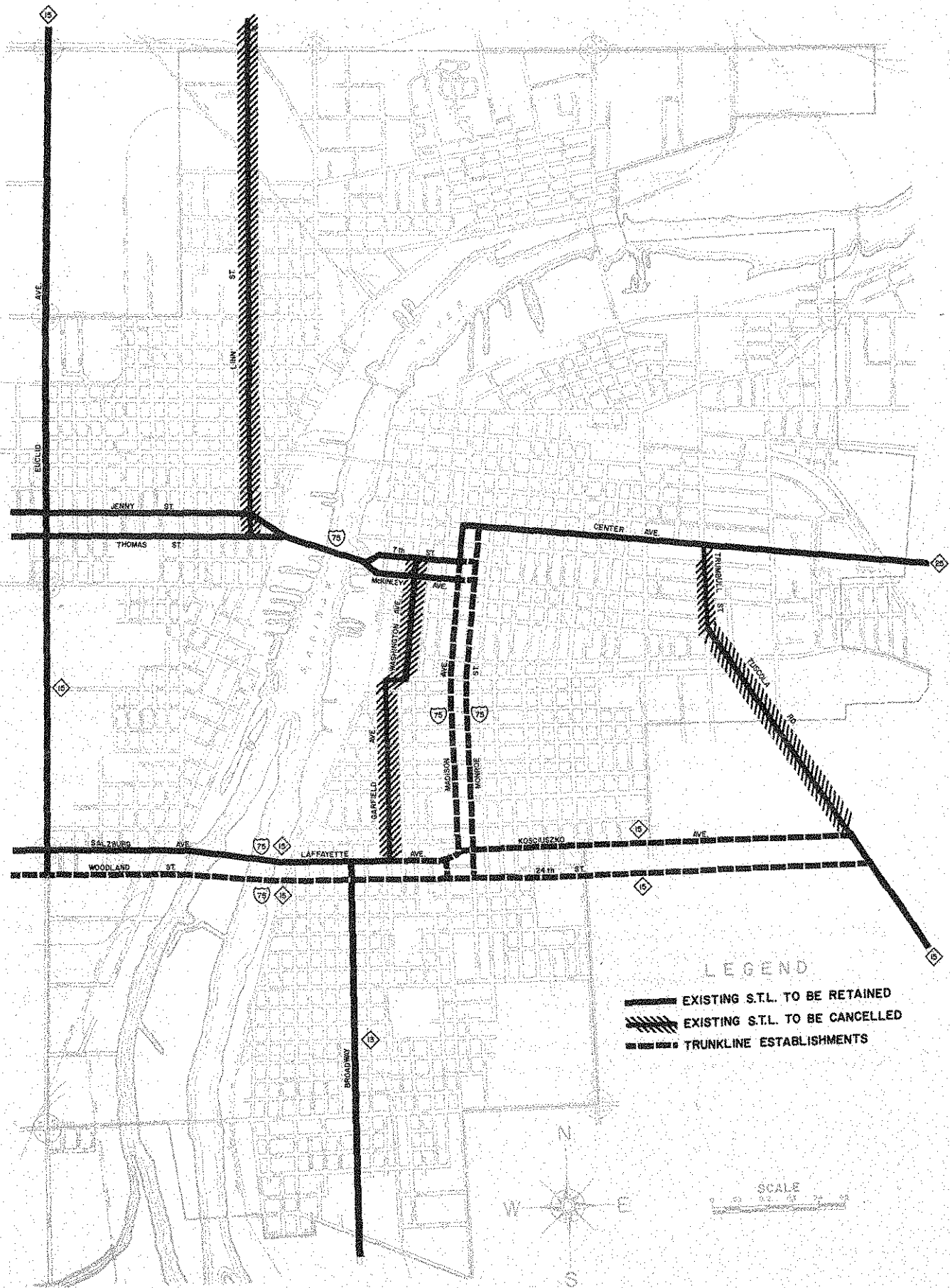
The area plan satisfies the traffic desire patterns which will result from the existing and potential land use developments, as State and local planners can envision these patterns. It is a logical and sound assumption that the system will suffice for a reasonable period of years into the future; if, however, an unprecedented rate of land development would take place, the system would be revised and improved to provide adequate service.

The system as herein shown is not necessarily an ultimate system, but is a system adequate to the anticipated desire within the foreseeable future.

\* \* \* \* \*

# CITY OF BAY CITY

## TRUNKLINE DEVELOPMENT PLAN



## THE BAY CITY TRUNKLINE PLAN

### Phase Development

There are four essential elements of consideration which determine and guide the development of a city trunkline plan:

1. Which units of a city's major street system should be designated as State trunkline routes?
2. How can any suggested revision to the existing system be accomplished?
3. How can improvement projects be programmed with assurance that each planned unit will be a component part of the ultimate system?
4. What should be the logical timing of improvement projects?

#### Point One.

The designation of State trunkline on certain portions of the city's major street system was determined by a comprehensive study of traffic destinations within the city. The streets designated as State trunkline generally will serve to carry traffic to land uses which are recognizable attractors of state-wide traffic and thus are logically units of the State Trunkline System.

The trunkline system, as herein proposed, is not designed to serve all land uses which attract traffic of state-wide characteristics, but rather those of highest index of attractiveness. In this respect, there are areas which may conceivably, in the future, become of sufficient importance that they may be rated as state-wide traffic attractors which should be served by the State Trunkline system. When this event occurs, or is about to occur, the system will be revised to provide this service. The system is an ultimate system, in that it is an ultimate plan as concerns the needs within a period of the foreseeable future. It does not preclude the further expansion of the system as service demands would warrant such action.

#### Point Two.

The formal acceptance of a trunkline development plan by the Planning Commission of a city and the Planning Division of the State Highway Department is the initial step in the process of bringing this system into being. The second step is a determination of a logical sequence of development which is dependent upon such items as availability of funds at local, state, and federal levels, approval for participation by the Bureau of Public Roads, and contractual agreements between the legislative body of the city and the executive office of the Department.

In this phase of operations, certain steps were obvious. First was the cancellation of trunkline designation on Henry Street. There has been considerable damage to residences fronting Henry Street caused by the movement of heavy commercial carriers. The people have made repeated requests to have commercial carriers prohibited from this street, and in fact, the city did erect signs prohibiting commercial carriers from using this street. This is, of course, in violation of the law which is not prohibitive of any vehicular use, except for reason of weight and length. A second trunkline cancellation is recommended; M-15 between Kosciuszko and Center Streets. An analysis of the Origin-Destination data, coupled with the land uses involved, proved quite conclusively that traffic would be better served and good land use conservation methods observed if this portion of M-15 would be deleted from the trunkline system. It did not serve a sufficient amount of traffic of state-wide characteristics to warrant its inclusion in the State trunkline system if provisions for effectively bypassing the city would be provided.

The first actual construction would be on Madison and Monroe Streets. These two streets would operate as one-way streets to carry traffic to the central business district of the city from the east (M-15), from the south (M-13), and from the Interstate route on the west. This construction, coupled with the establishment of Lafayette Street as State trunkline between Garfield and Madison and Monroe Streets, would make possible the immediate use of this initial construction.

The opening of Madison-Monroe-Lafayette as trunkline would then permit the deletion of the Garfield Washington axis now designated as State trunkline.



The next phase of stage development of the State trunkline system is the designation of Kosciuszko Street easterly to Tuscola Road as State trunkline; with this step accomplished, the deletion of Tuscola Road from Kosciuszko Street to Center Street could be effected.

The next phase of development should logically be the extension of Madison and Monroe Streets southerly one block and coupled with development of a new location south of and parallel to Lafayette from Madison-Monroe westerly to Broadway Avenue.

The next priority of development appears to be the establishment of a road south of and parallel to Kosciuszko from Madison-Monroe easterly to Tuscola Road, after which these two roads would be put in one-way operation.

The last item of construction would be the extension of the new road south of and parallel to the Lafayette-Salzburg axis. This will be the most costly and most ambitious project of the entire development plan. It is suggested that engineering feasibility studies begin at an early date in order that determination of location and design will be made as quickly as possible. In this report we have shown a new structure across the river and channel; this is not a decision, but should be considered as diagrammatic only. The present structure on Salzburg has a 30' clear roadway which will not provide adequate capacity for this axis which will be designated as the Interstate loop to Bay City. The engineering studies will determine ultimate treatment of this route which can be either an expansion by widening of the existing facility or by providing a new multi-lane structure or by building a separate bridge to be used in conjunction with the present facility and both placed in one-way operation.

The balance of the system as shown would appear to be adequate for anticipated traffic volumes within the period of the foreseeable future.

## THE MAJOR STREET SYSTEM

in relation to

## THE URBAN TRUNKLINE PLAN

The designation of State Trunkline routes within an urban area is predicated on a study of the principal land uses within the city which attract traffic of significant and mensurable proportions from origins beyond the immediate area of influence of this city; this type of traffic is a responsibility of the State Highway Department and should logically be served by roads and streets under the administration of the State.

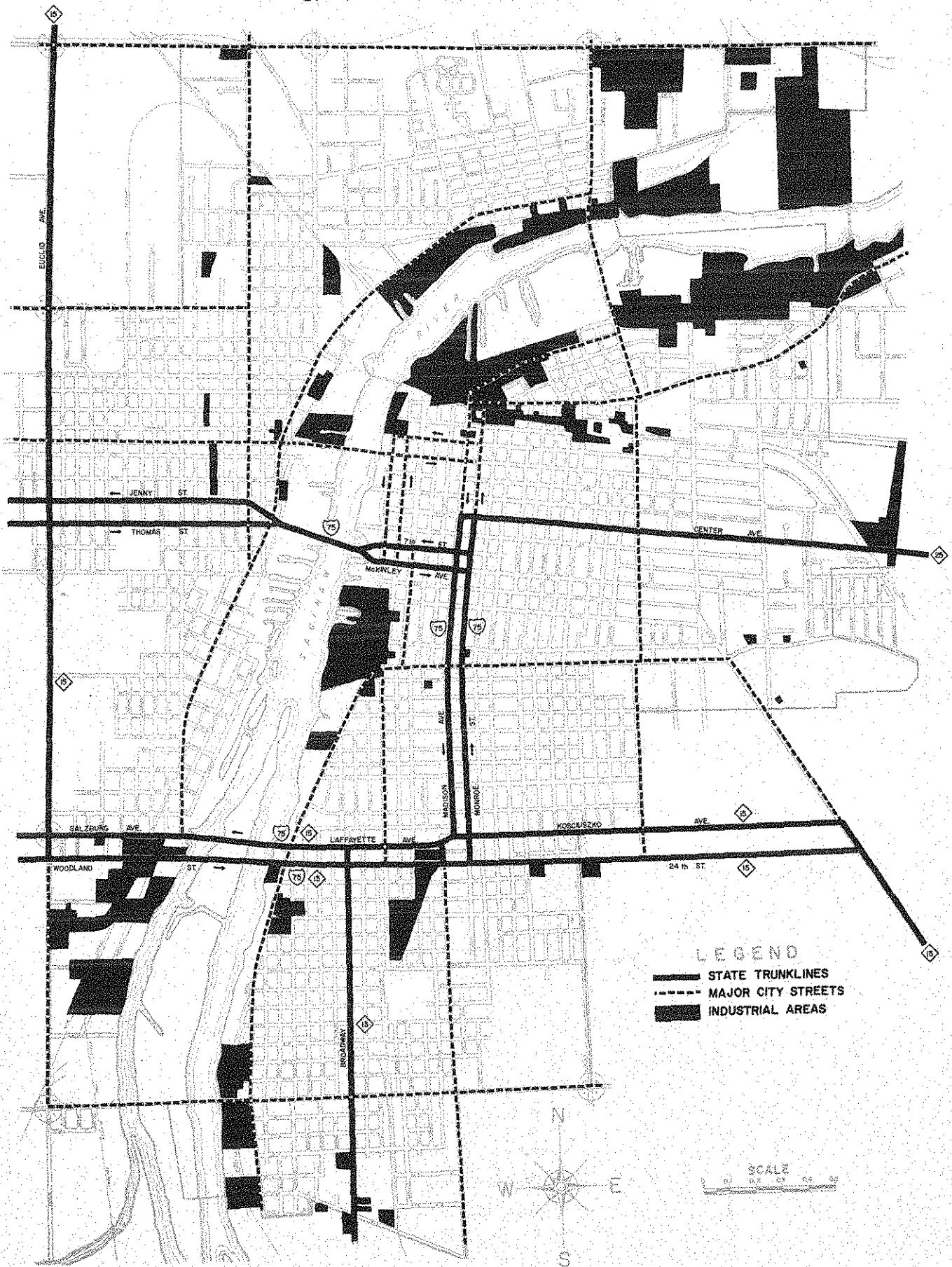
The urban trunkline system within the urban area must first be adequately connected with the area trunkline system in order that entering traffic can effect a safe and unrestricted transition to the urban system, and secondly, and as importantly, it must be fully integrated with the major street system for the most effective traffic distribution within the city.

The area system is established and connections to the urban system is accomplished in a manner which promotes good transitional movement. This process must be further repeated by the manner in which the urban trunkline system is integrated with the major street system of the city.

The Bay City Plan Commission has developed a major street plan which has been adopted by the legislative body of that city. That major street plan is based on a fully comprehensive study of existing and potential uses of the land and of the travel desire patterns caused by their principal traffic attractors. The Urban Trunkline plan is in harmonious balance with the major street plan.

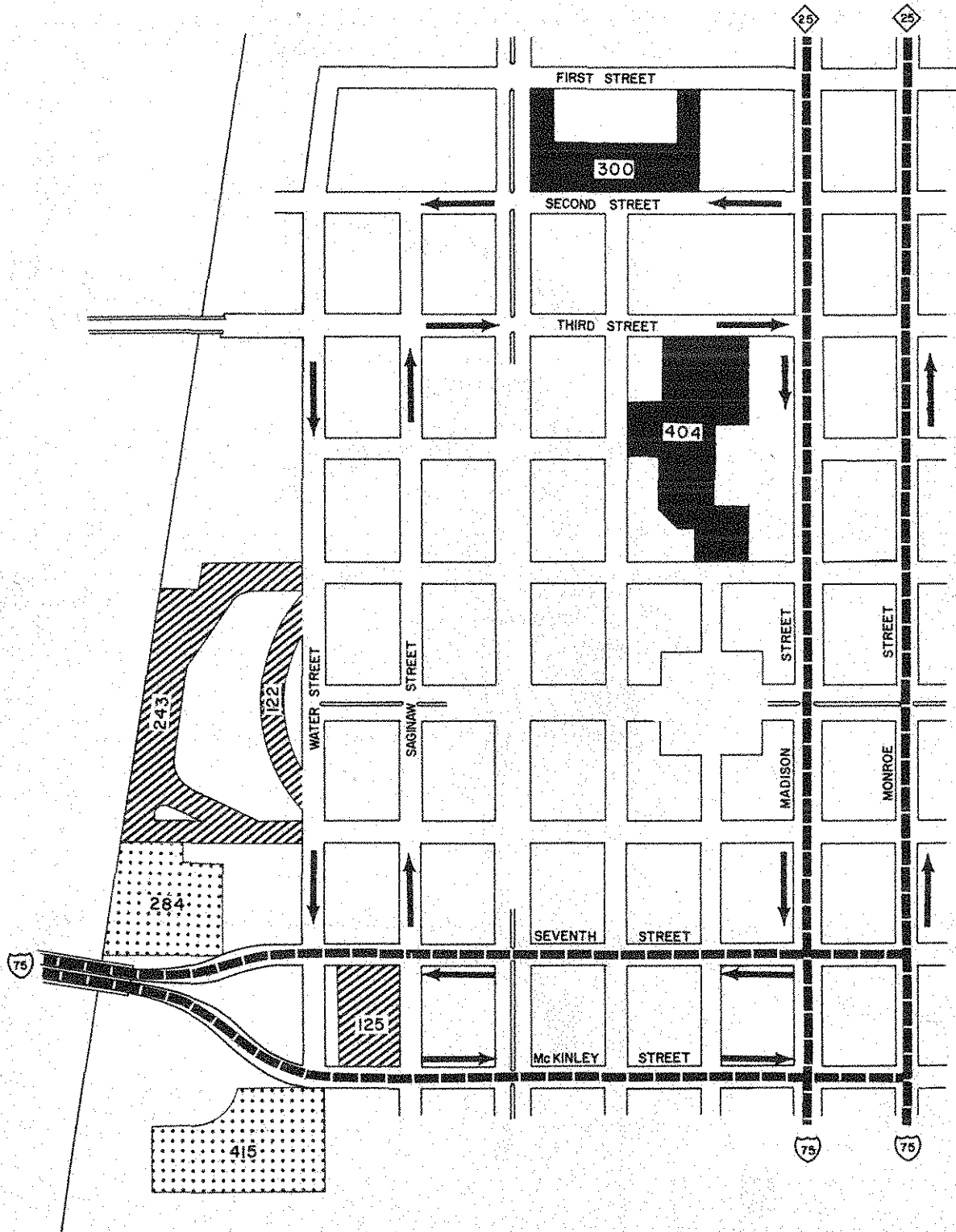
# CITY OF BAY CITY

## MAJOR STREET PLAN & INDUSTRIAL AREAS







# CITY OF BAY CITY

## DEVELOPMENT PLAN CENTRAL BUSINESS DISTRICT



### LEGEND

-  STATE TRUNKLINE
-  CUSTOMER PARKING
-  PUBLIC PARKING
-  PARKING BEING DEVELOPED

SCALE  
0 100 200 300 400 500 600

## DEVELOPMENT PLAN CENTRAL BUSINESS DISTRICT

The central business district of Bay City is afflicted with the ills common to most of the nation's larger cities. It was developed over a period of years with low and high rise structures indiscriminately placed, with streets serving these structures woefully inadequate to the demands of traffic and further complicated by a real lack of parking areas.

The problem of the central business district in Bay City, as in most cities, has been essentially one of adjustment to a continual evolution in city commerce and in increased transportation.

A series of remedial measures, as revisions to zoning ordinances and adoption of one-way street operational systems, are among the factors which have been employed by the city as being the most effective means of control for community growth. It is, however, and must be considered as a compromise to a long-range plan for development.

The Bay City Plan Commission is aware of the problems and have developed a long-range plan for complete redevelopment of their central business district.

A most important part of the redevelopment of the Central Business District is the planned program for interior traffic circulation and parking facilities which are well integrated with the trunkline development plans.

First, the one-way street system to serve the C.B.D. is a natural and logical extension of the units of the trunkline plan of one-way streets, and secondly, the existing and proposed parking areas are strategically located to best serve the terminal areas and will produce a minimum friction with the traffic of the proposed trunkline and major street system.

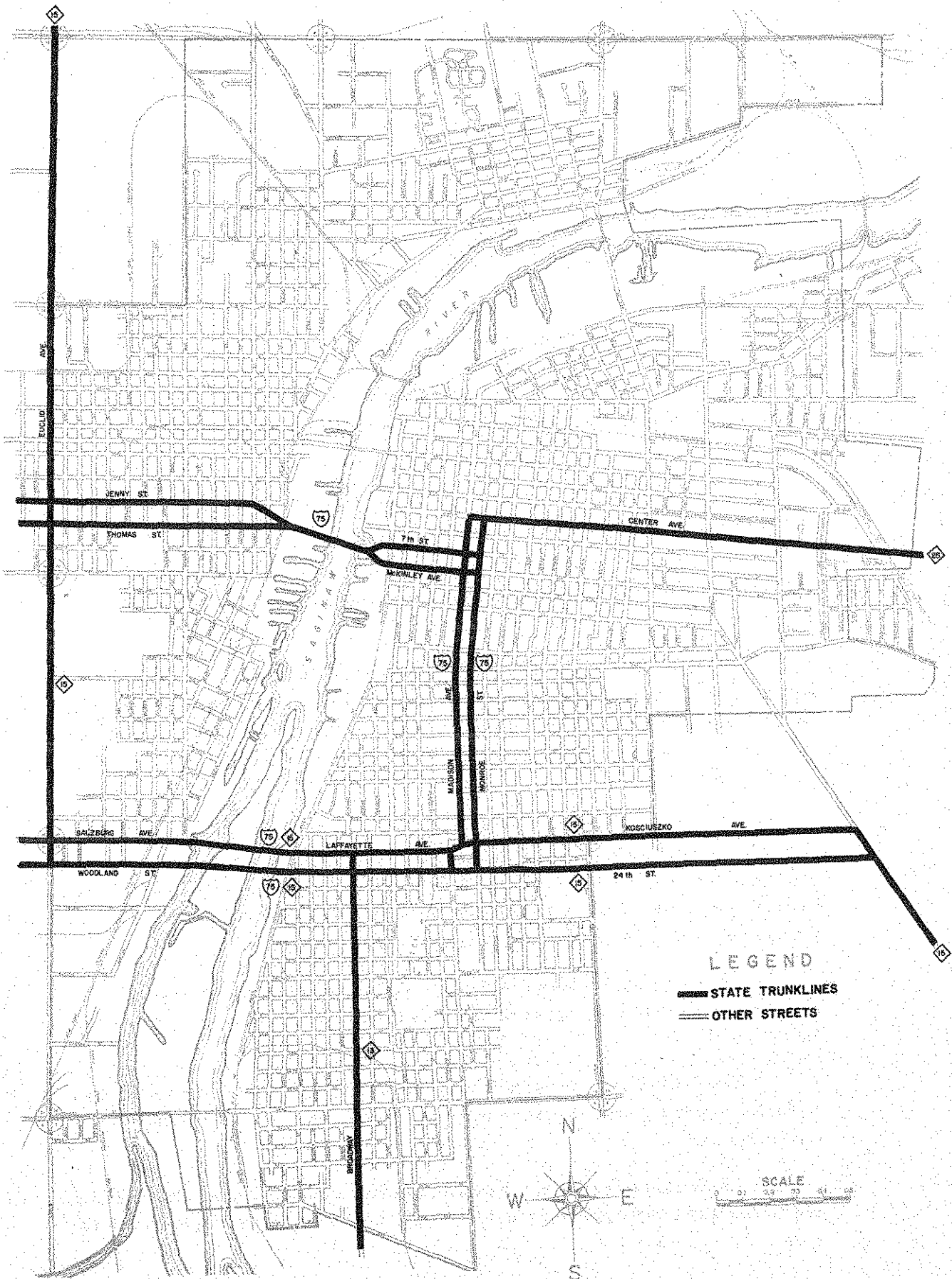
A continued aggressive parking program is essential for development and operation of the arterial network, especially in view of the State Highway Department policy and that of the Bureau of Public Roads, that curbside parking will be eliminated from any trunkline where the Department schedules and constructs a widening project on an existing street or where a highway is completed on a new location.

The Bay City Planning Commission is pursuing a very active course in land acquisition for terminal parking areas and it is evident that this course of action will not be deterred.

There will be, of course, still many interim measures which the city will have to employ to prevent abuse to the core city until such time as the redevelopment plan can be realized.

The trunkline development plan will be a first concrete step by which the city can initiate steps in the ultimate plan for the redevelopment of the central business district.

# CITY OF BAY CITY ULTIMATE TRUNKLINE PLAN



## ULTIMATE TRUNKLINE PLAN

The plan for trunkline development in Bay City is the result of a total study in transportation planning. It embraces land use planning and a comprehensive analysis of the traffic desire patterns which are the result of those land uses.

The plan, as here advocated, will produce optimum mobility of traffic entering or passing through the area at a very good ratio of utility to cost.

The designation of "ultimate" for this development plan is perhaps not properly definitive. In this growing and expanding society where quantities and modes of transportation are constantly changing, and end is never in sight. This plan, however, does represent an adequate system based on a projection of traffic desire patterns for the existing and future uses of the land as planners have predicted such developments.

### Conclusions

1. The plan for trunkline development is a sound approach to transportation planning in the Bay City area.
2. It is a system of minimum miles yet still providing adequate distribution facilities for the demands as are predicted within the foreseeable future.
3. It can be constructed by stage development processes with a minimum amount of disturbance to the balance of the city's traffic movement.
4. There is an assurance that each unit will be a necessary element of a master plan regardless of further and unprecedented development of the city's commerce.
5. The plan can be readily expanded to provide for a more extensive system if the demand by future land development makes this necessary. Because the plan is based on a land use plan for development, any facility which may be needed in the future can be provided without disruption of established land uses.
6. This plan is a common goal of both the Department and the city and its development will prove mutually beneficial.

# OFFICE MEMORANDUM



MICHIGAN  
STATE HIGHWAY DEPARTMENT  
JOHN C. MACKIE, COMMISSIONER

June 6, 1960

File: 09000 C-10

To: R. Van Hoef, Director  
Planning Division

From: Harold G. Bauerle, Director  
Traffic Division

*Harold G. Bauerle*

Subject: Ultimate Trunkline Plan - City of Bay City

We have reviewed the ultimate trunkline plan for the City of Bay City in accordance with your request of April 21st and have the following comments:

The east-west one-way street system on the west side of the Saginaw River involving Jenny and Thomas Streets is working satisfactorily according to our latest information. The Seventh-McKinley portion of this facility on the east side of the Saginaw River has caused some problems, mostly due to the present termination of the system on a two-way street. The north-south one-way system will relieve this situation; however, there may still be problems in this intersection of the two one-way systems. The southerly east-west one-way street system represents a major improvement in this area; and, considering the continuity of the system easterly from existing M-15 and westerly to I-75, this facility should provide some relief for the northerly one-way system.

It may be necessary in the future to consider an additional one-way pair for M-25 between downtown Bay City and the east limits. It may as well be necessary in the future to consider a north-south extension of the one-way system from the southerly City limits north to the southerly east-west one-way system.

We would recommend that all of the involved one-way systems be extended beyond the trunkline termination point so as to minimize or eliminate any operational problems involving trunkline turning movements. This would be particularly true for the north-south one-way street system and the easterly terminus of the northerly east-west one-way system. It is our understanding that the overall Bay City master plan does, in fact, extend these systems on a local basis.

In general, we feel that the plan, as presented, is a good one and feel that, while future expansions of several of the routes may be necessary, the system shown with one-way extensions will take care of the traffic situation for a number of years in the future.

HGB:MNC:vio

cc: L. J. Mikulich