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CASSOPOLIS

STATE HIGHWAY PLAN

MICHIGAN DEPARTMENT OF STATE HIGHWAYS

PLANNING DIVISION

Letter of Transmittal

COMMISSION:

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GEORGE ROMNEY, GOVERNOR

DEPARTMENT OF STATE HIGHWAYS

STEVENS T. MASON BLDG. LANSING, MICHIGAN 48926
HOWARD E. HILL, Director

December 27, 1966

Mr. E. A. Bellenbaum Chief Planning Engineer Office of Planning

Dear Mr. Bellenbaum:

This letter presents the "Cassopolis State Highway Plan." The study was initiated to review currently programmed M-60 improvements and to develop a plan which will satisfy both existing and long-range highway requirements in the area. The report presents planning analysis of various alternatives considered for implementation.

Recommendations are based on an analysis of economic, population, land use and traffic conditions in the Cassopolis area. The plan was developed in cooperation with other divisions of the Department of State Highways and is acceptable to both Cassopolis and Department of State Highways officials.

Implementation of recommendations presented by the plan will adequately serve regional and best serve Cassopolis area traffic while encouraging economic growth. It is, therefore, requested that proposed recommendations be submitted for engineering studies and construction scheduling.

Roled S. Boutona

Robert S. Boatman, Director Planning Division

WATER WINTER WONDERLAND Z

Acknowledgments

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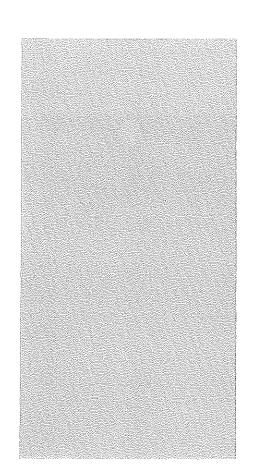


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Preface

The Michigan Department of State Highways has established a policy requiring formulation of a state highway plan, acceptable to both state highway and local community officials, before major highway construction is undertaken in any Michigan municipality. The Planning Division of the Office of Planning is responsible for implementation of this policy. Staff members work cooperatively with local officials in assembling and analysis of information relating to highway planning and in the determination of a plan that will best serve state and local needs. Recommendations set forth in the plan are used as a guide by other divisions of the Office of Planning for preliminary engineering studies and program scheduling.

Summary of

Recommendations

Partial relocation of M-60 at the west of Cassopolis and into the village would best provide improved service to the area and should be considered as an interim program until construction of an entire new east-west facility is warranted (see Map 7). If M-60 is relocated, a location either north or south would provide adequate service for the Cassopolis area and either location would complement a local highway and street network.

The south entrance of M-62 into Cassopolis should be improved by connecting O'Keefe Street (M-62) to Broadway Street (M-60) near the south village limits (Alternative B on Map 6).

1. A planning study is in progress by the System Planning Section of the Michigan Department of State Highways to determine the feasibility of an east-west route through the southern tier of Michigan counties. Current planning indicates a new route, on a new location, will be necessary.

Introduction

The Programming Division of the Office of Planning has programmed funds for improvement to M-60 between Niles and Cassopolis in 1971. Incomplete studies by the System Planning Section indicate the need for a new eastwest route across southern Michigan within the next 20 years. Preliminary planning indicates its location in the western section of the state will be near Cassopolis.

The objective of this study is to determine and recommend M-60 improvements that will expend programmed funds on construction best suited for current and long-range highway service in the Cassopolis area. Business route alternatives from an M-60 relocation either north or south of Cassopolis, which will be required if a new route is constructed, as well as changes or improvements on existing routes will be considered.

The report presents background data necessary for selection and recommendation of highway improvements, and fulfills Department policy requirements for cooperative planning as described in the preface.

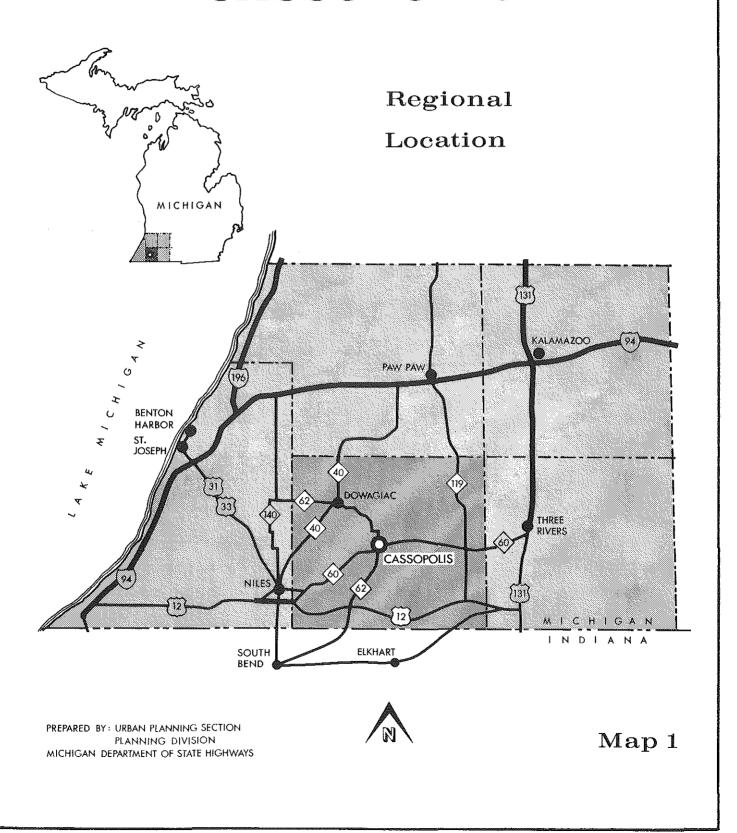
Inventory -Forecast

Cassopolis, the county seat of Cass County, is located in the center of the county; approximately 14 miles northeast of Niles, 20 miles west of Three Rivers, and 8 miles southeast of Dowagiac (see Map 1). Two state highways, M-60 and M-62, intersect at and travel through the village.

State highway M-60, a major east-west route in southern Michigan, extends from Niles to Jackson, where it interchanges with I-94 west of the city. Highway M-62 functions as an area service highway connecting the communities of Eau Claire, Dowagiac, Cassopolis and Edwardsburg. One terminal of the highway is at M-140 east of Eau Claire, and the other is at the Indiana-Michigan state line, where M-62 connects with Indiana state route 23 leading into South Bend.

Cassopolis and its continuous developed area is, for the most part, in LaGrange Township. For purpose of this study, these two governmental units will be considered the study area and used for statistical purposes.

CASSOPOLIS



Economics

Analysis of economic data provides a means of determining trends needed in predicting future growth. Economic data on resident labor force and place of work gives an indication of the economic composition of the Cassopolis study area. Employed resident labor force in the study area in 1960 was 1,163. Resident labor force includes all workers residing within a given geographic area, regardless of where employed. Based on the 1960 census, 80 percent of the area's employed residents worked in Cass County (see Table 1). A breakdown of workers employed outside the county indicated that approximately 48 percent were employed in the South Bend, Indiana, area (10 percent of total employed workers) and 31 percent were employed in Berrien County (6 percent of total employed workers).

Manufacturing is the principal source of employment for the Cassopolis area resident labor force. In 1960, 32.6 percent of the study area labor force was employed in manufacturing. Services employed 22.2 percent of the labor force while 19.4 percent were employed in wholesale and retail trade establishments (see Table 2). Assuming that the Cassopolis study area follows past growth trends of Cass County, most rapid economic growth will occur in the manufacturing, wholesale and retail trade, and services categories.

TABLE 1

Cassopolis Study Area

1960
PLACE
OF
WORK

Cass County	867
Outside Cass County	216
South Bend, Indiana	103
Berrien County	66
Elkhart County, Indiana	11
Elsewhere	36.
Not Reported	46

Source: U.S. Department of Commerce, Bureau of the Census.

TABLE 2

RESIDENT LABOR FORCE

Cass County

Category	1960	Percent of Resident Labor Force	Percent of Cass County Labor Force	1950	Percent of Resident Labor Force	1960	Percent of Resident Labor Force	Percent Change 1950—1960
Total Resident Labor Force	1,179	.)[(0)(0), (0)	8.7	1(0,,415)1"	1/0/0/0	13, 559	1/0/01 (0)	29.7
Employed	1,163	98.,6	9.0	10,019	3955 9	12,871	94.9	28.5
Manufacturing	379	32.6	7.3	3,469	33.2	5,182	38.2	4 ⁰ 0, 4
Wholesale — Retail Trade	226	19.4	11,0	1,455	13.9	2,059	15.2	41.5
Services	258	22.2	10.9	1,599	15.3	2,364	17.4	47.8
Transportation, Communication & Utilities	72	6.2	11.3	628	6.0	636	4.7	1.3
Extractive	104	8,9	3,0	2,083	19.9	1,308	9.7	37.2
Construction	44	3.8	6,6	556	5.8	(66°)	4.9	20.3
Not Reported	80	6.9	12.3	229	2.2	653	4.8	185.2
Unemployed	16	1.4	2.3	432	4,1	688	5.1	59 3

Source: U.S. Department of Commerce, Bureau of the Census.

Population

Population change generally occurs as a result of economic growth or decline and is a factor in determining future highway needs. Analysis of existing and future population is a valuable tool in determining the volume, direction and distribution of future traffic.

Population growth trends for the Cassopolis study area, Cass County and Michigan are shown in Table 3. Growth rates for the Cassopolis study area have been sporadic. The study area had a much lower growth rate than either Cass County or Michigan between 1940 and 1950. Between 1950 and 1960 the Cassopolis study area increased at a greater percentage rate than did Michigan and Cass County.

Numerical population increases have been relatively small. The 8.4 percent increase in population between 1940 and 1950 for the study area represents an increase of 192 people, while the 33.5 percent increase between 1950 and 1960 represents an increase of 833 people. Of these increases for the study area, the Village of Cassopolis accounted for 39 people between 1940 and 1950,

and 500 people between 1950 and 1960.

Population projections, determined by the least squares method, indicate study area population will increase to 4,240 by 1980, a numerical increase of 919 persons over 1960. By 1990, it is estimated that the study area will have a population of approximately 4,760. The Village of Cassopolis is estimated to have a population of 2,490 by 1980 and 2,760 by 1990. This would be an increase of 733 people for the village during the thirty-year period between 1960 and 1990 (see Table 4).

TABLE 3

POPULATION GROWTH

<u> Area</u>	1940	1950	Percent Change 1940 – 1950	<u>1960</u>	Percent Change 1950-1960	Percent Char 1940—1960
Michigan	5,256,106	6,371,766	21.23	7,823,194	22.78	48.84
Cass County	21,910	28,185	28.64	36,932	31.03	68.56
Cassopolis Area	2,296	2,488	8.36	3,321	33.48	44.64
Cassopolis	1,488	1,527	2.62	2,027	32.74	36.22
LaGrange Township	808	. 961	18.93	1,294	34.65	60.15

Source: U.S. Department of Commerce, Bureau of the Census.

TABLE 4

POPULATION PROJECTIONS

			Pencent		Percent			Percent
			Change 1960-		Change 1970=		Change 1980—	Change 1960 -
<u>Are</u> a	<u>1960</u>	1970	1970	1980	1980	<u>1990</u>	1990	1990
Michigan	7,823,194	8,645,000	10.50	9,868,000	14.15	11,725,600	18.82	49.88
Cass County	36,932	40,458	9.55	45,985	13.66	52,109	13.32	41.09
Cassopolis Area	3,321	3,730	12.32	4,240	13.67	4,760	12.26	43.33
Cassopolis	2,027	2,220	9.52	2,490	12.16	2,760	10.84	36.16
LaGrange Township	1,294	1,510	16.69	1,750	15.89	2,000	14.29	54.56

Source: Michigan and County Projections by Population Studies Center, University of Michigan, 1966.
Other projections by the Planning Division, Michigan Department of State Highways.

Land Use

Graphic illustration of land use is one way that the spatial distribution of land development activity may be portrayed. Various types of land use generate differing traffic volumes and, to an extent, determine direction of traffic flow. Land development patterns for the Cassopolis study area are displayed on Map 2. Land uses have been classified into four general categories: residential, commercial, industrial and public/semipublic.

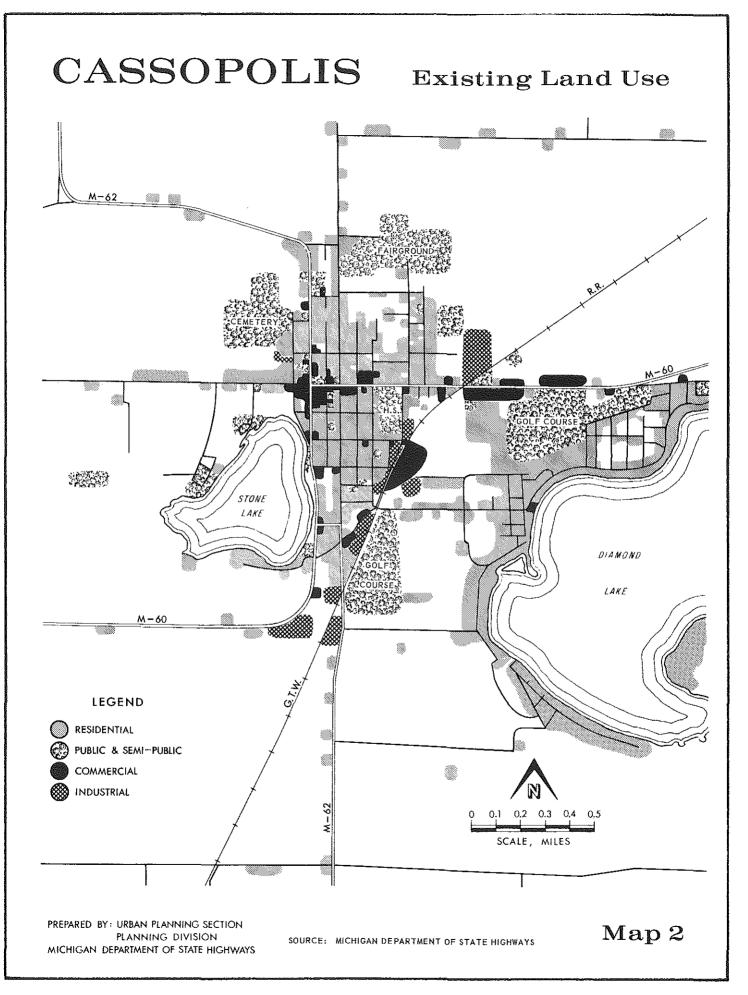
Concentrated residential development is confined almost entirely within Cassopolis and around Diamond Lake. The natural beauty of the lake makes it a major attraction for both tourists and permanent residents.

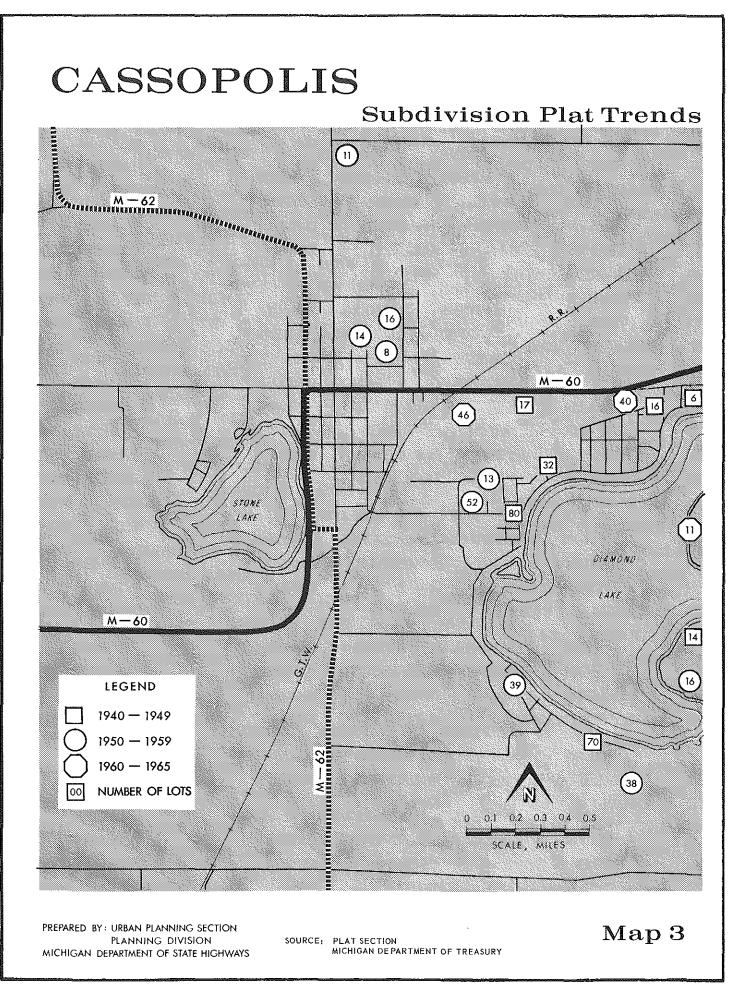
Commercial land uses are scattered throughout the study area. Two primary concentrations of commercial land uses are the central business area, located around the M-60/M-62 intersection, and the shopping center and adjacent strip commercial development located along M-60 east of the village.

Industrial uses are all located in a corridor along the Grand Trunk Western Tracks, extending through the southwest and northeast sections of Cassopolis. The large areas of public and semipublic uses include two golf courses, the Cass County fairgrounds and a cemetery. Other land uses in this category include the high school, located along M-60 east of the central business area, elementary schools, churches and other city and county properties.

Direction of residential growth within the Cassopolis study area, since 1940, is indicated on Map 3. The map shows platted subdivisions by location, number of lots and time period recorded. Practically all residential building activity has been near Diamond Lake east of the village.

Most recent subdivision activity has occurred south of M-60 between Diamond Lake and the Grand Trunk Western tracks. Other subdivision platting has taken place in the north section of the village, where 49 lots were platted between 1950 and 1959, and along the north and west shores of Diamond Lake. Actual population increases, as indicated by population census and estimates, have been rather insignificant.





Traffic

Economic activity, the distribution of population and resulting patterns of land use development, are important influences on traffic volumes and traffic movement patterns.

Information on traffic volumes on M-60 and M-62 within the Cassopolis area was obtained from the Traffic Division of the Michigan Department of State Highways. For comparison purposes, average daily traffic volumes were obtained for the years 1955 and 1965. An origin and destination study, completed in 1963 in Niles, Michigan, provided general traffic patterns for vehicles on M-60 within the Cassopolis area. This study provides no data for M-62, because it does not pass through the Niles study area. Some general observations relative to M-62 can be made, however, based on average daily traffic information and place of work data presented in the economic section of this report, and an origin-destination study conducted on M-60 east of Cassopolis village limits in 1960.

Average daily traffic volumes for 1965 are shown on Map 4. Traffic volumes on M-60 west of the village increase from a low of 2,500 average daily vehicles midway between Niles and Cassopolis to 3,100 vehicles southwest of the village. Traffic on M-60/M-62 increases to more than 8,000 vehicles daily through the central business area. M-60 has

a daily volume of 7,100 vehicles at the strip commercial and shopping center on the east side of the village. Continuing east, average daily traffic on M-60 decreased to 4,700 near the eastern limits of the study area.

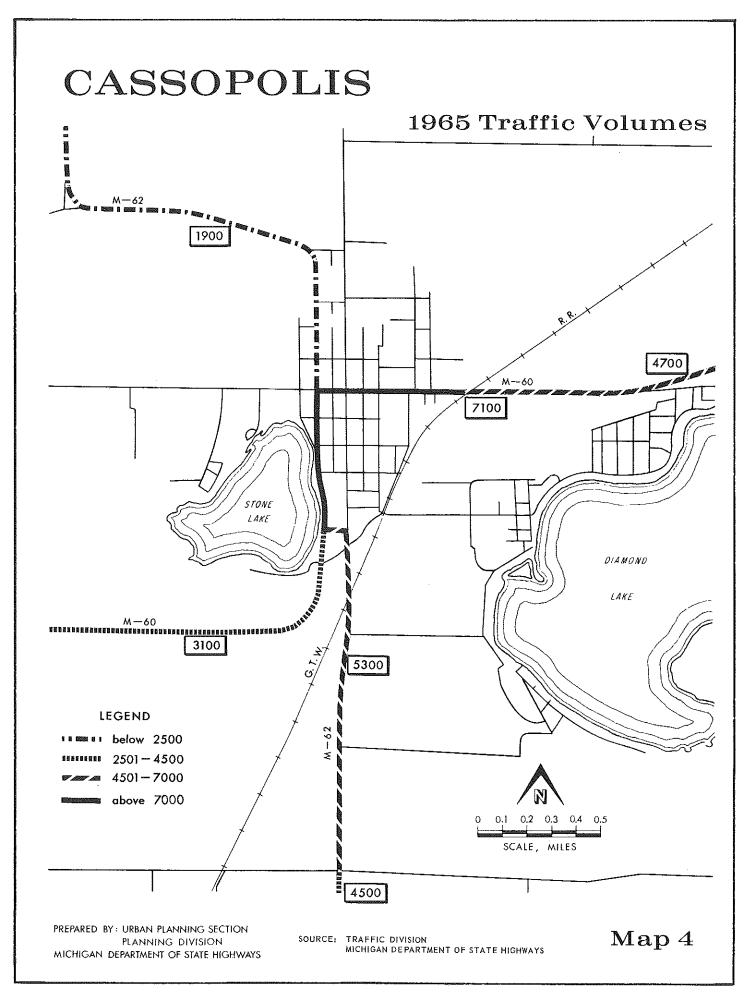
Other than volumes on M-60/M-62 in the Cassopolis central area, highest traffic volumes in the area occur on M-62 between Cassopolis and Edwardsburg to the south. Average daily traffic for 1965 was 5,300 near the M-60/M-62 intersection and 4,500 midway between the two villages. Average daily traffic on M-62 near the north village limit averaged 1,900 vehicles and decreased to 1,800 in the rural sections farther north.

Comparison of 1955 and 1965 traffic volumes show significant changes (see Table 5). Traffic on M-60 west of the village decreased by 2,100 average daily trips and by 700 trips east of the village. The decrease in traffic on M-60 is probably due to construction of 1-94 between 1955 and 1965, and the subsequent switching of a majority of M-60 east-west through traffic to the new facility. Traffic on M-62 south of Cassopolis village limits increased by 2,500 vehicles daily.

During the same period, traffic on M-62 in the northern portion of the Cassopolis area increased by 200 vehicles daily.

The Village of Cassopolis and the four Townships of LaGrange, Penn, Calvin and Jefferson constituted external traffic zones for the 1963 Niles origin-destination survey. It indicated that Cassopolis was a terminal for 85 percent of the 942 total study area terminal trips, and Penn Township, where most of the residential development along the north shore of Diamond Lake is located, accounted for 13 percent of the terminal trips on M-60. LaGrange Township, which surrounds the Village of Cassopolis, was the terminal for approximately one percent of the terminal trips. The small number of terminal trips in this township indicated that urban development is concentrated within the village limits.

The origin-destination survey conducted in 1960 on M-60, east of Cassopolis village limits, had 10,795 interview trips. Of the total trips, 81 or 0.75 percent had an origin or destination in Elkhart; 148 or 1.37 percent in Mishawaka; and 1,672 or 15.49 percent in the South Bend area.



Assuming no relocation of M-60, traffic estimates for 1990 on existing M-60, and on existing M-62 at its intersection with M-60, were made by the Traffic Division of the Michigan Department of State Highways. Projections for M-60 show that 1990 traffic is expected to increase to 7,340 vehicles daily west of the Cassopolis study area and reach a high of 14,200 vehicles daily after dualing with M-62. Traffic volumes on M-62 near the intersection with M-60 are expected to be 7,200 daily vehicles by 1990.

The dependence of Cassopolis area residents for employment and shopping on the Elkhart and South Bend, Indiana, urban areas could account for the relatively high levels of traffic on M-62 in the southern section of the Cassopolis area. The 1960 census indicated that 53 percent of the 216 workers in the Cassopolis area working outside Cass County worked in these areas. Also, a large percentage of comparison shopping by Cassopolis area residents is most likely done in South Bend and Elkhart.

TABLE 5

AVERAGE 24 - HOUR TRAFFIC VOLUMES

Route	Location	1955	1965
M-60	West of Village Limits	5,200	3,100
M-60	East of Village Limits	7,800	7,100
M-62	South of Village Limits	3,000	5,300
M-62	North of Village Limits	1,700	1,900

Source: Michigan Department of State Highways, Traffic Division.

Analysis

Alternative improvements considered for M-60 are: A. Relocation north of Cassopolis, B. relocation south of Cassopolis, C. Modification to the present alignment, D. continued use of present facilities.

If M-60 is relocated, either north or south, an M-60 business route could be provided the community by using portions of existing M-62. Several alternatives are possible from either direction. Alternatives are: M-62 on present alignment, partial relocation of M-62, and complete relocation of M-62 within the community. Following is a discussion and description of alternative business route alignments if M-60 is relocated and an analysis of possible improvements if M-60 is not relocated as a new facility.

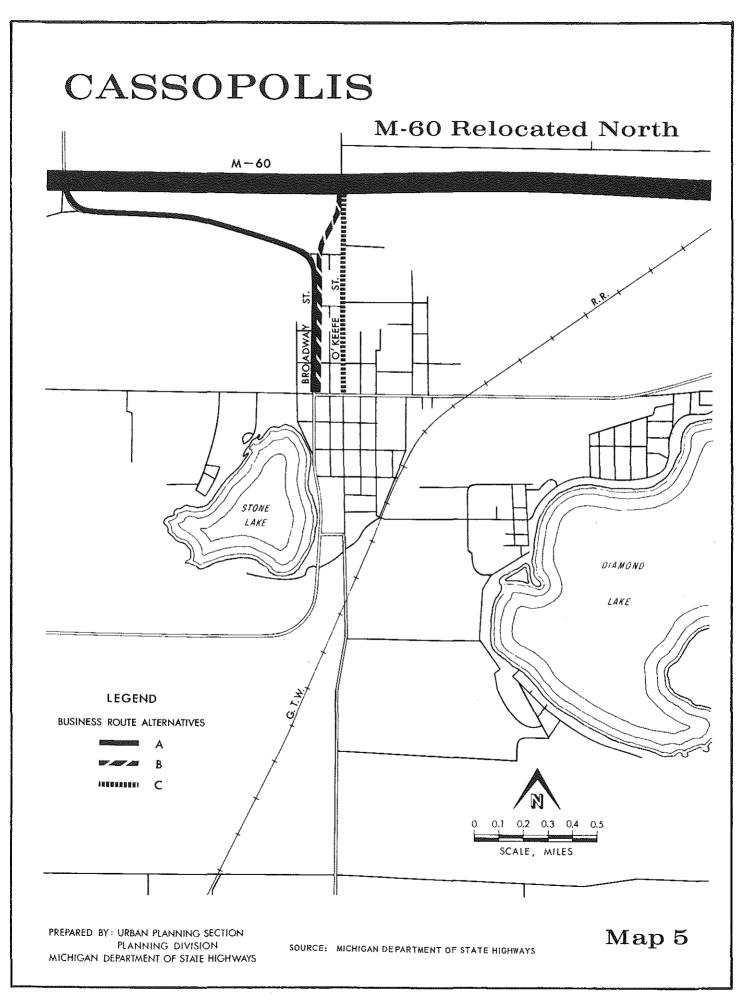
Business Route for Relocation North

Use of existing M-62 as M-60BR (Alternative A on Map 5) would result in a long route with sharp curves. According to 1966 Highway Sufficiency Ratings, improvements would be required for surface conditions outside Cassopolis and for surface and safety conditions within the village. The primary advantages of this alternative are that it would involve use of a route that is already a state highway and traffic would not disrupt existing land uses.

A second alternative for a business connection would involve use of O'Keefe Street connected to Broadway Street (existing M-62) near Hilton Street (Alternative B on Map 5). This alternative would provide a direct connection between the village

and relocated M-60. Little disruption of land use would result as existing M-62 would be used within the village, and the construction necessary to join O'Keefe with Broadway may not require elimination of existing structures. Construction would be required to improve surface and safety conditions on M-62 within the village, and to bring O'Keefe Street up to state highway standards.

Use of O'Keefe Street, the third alternative, would provide the most direct route from an M-60 relocation to the north (Alternative C on Map 5). However, this alternative would traverse a residential area. The entire street would require improvements to meet highway specifications.



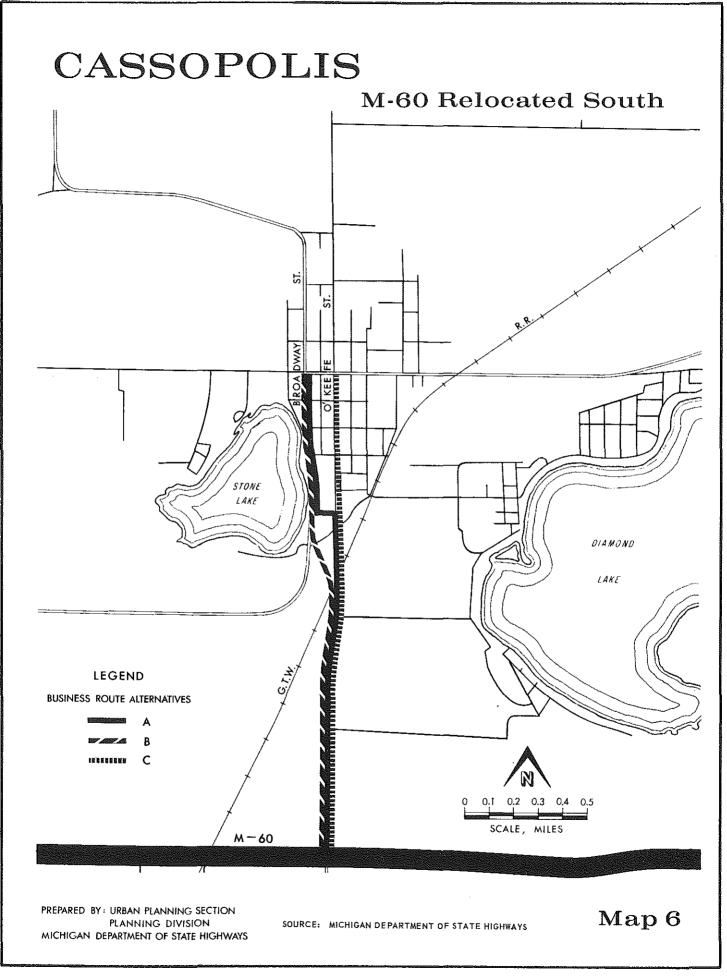
Business Route for Relocation South

Existing M-62 (Alternative A on Map 6) would provide a direct business route into the village. Construction would be required to improve surface, base and safety conditions on all portions of the existing route within the village. Traffic patterns on this route would not be substantially changed, and there would be no major disruption of existing land uses.

Use of existing M-62 with a connection from O'Keefe to Broadway near the south village limits is the second business route alternative (see Alternative B on Map 6). Alternative B would eliminate abrupt turning movements required on the existing system. Reconstruction of existing M-60/M-62 to the central business area would be required to improve

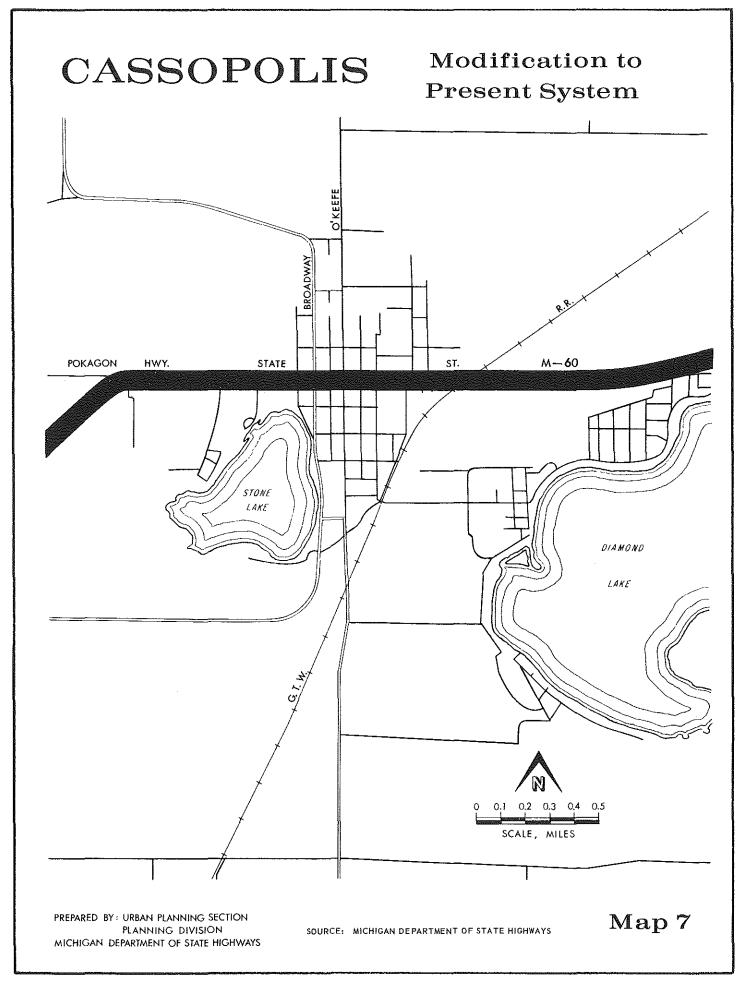
surface conditions. Little disruption of land uses would result, since existing routes would be used for most of the system within the village. Connection of M-62 to existing M-60 may not require elimination of existing structures.

A third alternative for a business route from the south would be use of O'Keefe Street north through the village (Alternative C on Map 6). This alternative would provide the most direct business connection into the village. It would, however, result in state highway traffic passing directly through a residential area, causing disruption of land uses. Improvements would be required to bring the route up to state highway standards.



Modification of Present System

This alternative involves a short relocation of existing M-60 from a point west of the study area (west of Stone Lake) connecting with Pokagon Highway /State Street west of the village limits and following State Street to connect with existing M-60 in Cassopolis (see Map 7). Advantages of this alignment are; elimination of the existing sharp curve into Cassopolis, elimination of the M-60 and M-62 dual section within the village, provision of a direct route through the village and elimination of the 90 degree right turn within Cassopolis on the present route.



Continued Use of Existing System

A final alternative for M-60 is continued use of the existing system. Improvements would be required to the existing system for surface, base and safety conditions from the divided section west of Niles to the Cassopolis south village limits, according to the 1966 Sufficiency Ratings. Improvements would also be required for surface and base conditions within the village.

Conclusion

Following are some of the more important points concerning which of the M-60 alternatives would best serve the area:

When comparing a north or a south relocation of M-60, no significant difference in service to Cassopolis is evident.

Because most recent urban growth has been to the east near Diamond Lake, it is doubtful if increased urban development would be generated by an M-60 relocation to either the north or south.

A relocation to the north would provide better service on a regional basis by giving Dowagiac, as well as Cassopolis, more direct service.

Although no significant difference in service to the Cassopolis area would be provided by either a north or south relocation, a south location would provide a more direct route to Niles.

A large percentage of traffic on both M-60 and M-62, outside of Cassopolis, is terminal traffic; therefore, Cassopolis would benefit most by improved access directly into the village, rather than from an M-60 bypass.

The Urban Planning Section's recommendation for highway improvement in the Cassopolis area is modification of the present system involving the partial relocation of M-60 to Pokagon Highway/State Street and State Street to existing M-60 (see Map 7). This program would be considered an interim treatment to improve traffic operations until construction of an entire new east-west facil-Conclusions are based on ity. the foregoing information and on the fact that current traffic forecasts indicate no immediate need for more capacity. Service to Cassopolis can be best provided by improved access from the west.

If, in the future, it is determined that M-60 is to be relocated to serve regional and state-wide through traffic, either alternative (north or south) would provide adequate service to the Cassopolis area. Though a relocation to the south would provide a more direct route to and from the west for Cassopolis area residents, a northern location may provide better regional highway service. O'Keefe Street connected to Broadway (existing M-62) is preferred for a business route from an M-60 relocation to the north (see Map 5). Second preference is existing M-62 and third is O'Keefe Street through the village.

O'Keefe Street connected to Broadway Street near the south village limits is preferred for a business route from an M-60 relocation to the south (Alternative B on Map 6). Second preference is continued use of the existing system and third is O'Keefe Street through the village.

No matter which M-60 alternative is selected for implementation, consideration should be given to improving the M-62 south entrance into Cassopolis. Priority of alternatives for this improvement are the same as those suggested for alternative business routes from a south M-60 relocation.

Resolution

VILLAGE OF CASSOPOLIS

OFFICE OF THE CLERK Cassopolis, Michigan 49031

RESOLUTION OF VILLAGE COUNCIL VILLAGE OF CASSOPOLIS

WHEREAS: The Planning Division of the Office of Planning of the Michigan Department of State Highways has been delegated the responsibility of preparing, in cooperation with local officials, a highway plan which plan represents the level of agreement which has been reached on long-range planning objectives, and;

<u>WHEREAS</u>: The Village of Cassopolis Council and representatives of the Office of Planning have cooperatively analyzed the prepared highway plan, now:

THEREFORE BE IT RESOLVED: That the plan entitled, "Cassopolis Area State Highway Plan," as presented, is consistent with and compatible with the planning and development objectives of the Village of Cassopolis, and;

BE IT FURTHER RESOLVED: That the said highway plan as cooperatively developed and presented herewith be approved for presentation to the Michigan Department of State Highways for programming.

I hereby certify that the above is a true and correct copy of the Resolution passed by the Common Council of the Village of Cassopolis, Michigan, at a Regular meeting held on the 17th day of April, A.D. 1967.

Sarrie J. Tietsort

OFFICE MEMORANDUM



March 16, 1967

To:

R. S. Boatman, Director

Planning Division

From

H. H. Cooper, Director

Traffic Division

Subject

Traffic Division Critique of the

Cassopolis Area State Highway Plan.

This is to advise you that we consider the recommended Cassopolis Area State Highway Plan to be an adequate appraisal of the trunkline needs of the present and future traffic in the Cassopolis area. If the M-60 corridor is relocated around Cassopolis, either to the north or to the south, then the connection proposed in the report should offer adequate traffic service to the village. If M-60 is not relocated, then the proposed State Street extension will improve traffic service to the west of Cassopolis as well as eliminating the right-angle turn in downtown Cassopolis. The short relocation of M-62 will eliminate the undesirable right angle-turn at the Reid Street connection between O'Keefe and Broadway Streets.

H. H. Cooper Director Traffic Division