# PORT HURON

# STATE HIGHWAY PLAN

planning division

michigan state highway department

john c. mackie, commissioner

# PORT HURON

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michigan state highway department

with the participation of the

u.s. department of commerce

bureau of public roads

#### purpose

The Michigan State Highway Department has analyzed all pertinent information in order to formulate the best possible highway plan for the Port Huron area. This analysis involved:

- a. determination of the inadequacy of existing traffic routes
- b. determination of the best possible solution to alleviate congestion due to inadequate traffic facilities in and around the city

The primary purposes of this plan are:

- a. creation of a highway system which is compatible with community objectives and the needs of the State
- b. improvement of highway service for the community
- c. improvement of the economic potential of the area
- d. advancement of better statewide and nationwide highway service
- e. accomplishment of these objectives in a logical sequence

#### recommendations

#### INITIAL DEVELOPMENT

Studies made previously by local officials and the Michigan State Highway Department Office of Planning have determined that there are certain highway problems in the Port Huron area which require solution. The problem of access between Port Huron and the Detroit area will be improved by the construction of Interstate 94 which completes the freeway route between the western Michigan-Indiana State Line and Sarnia, Canada. The relocation and construction to freeway standards of the four-mile section of M-21 from Ditty Road to Michigan Road will improve conditions on this easterly section of M-21 and the interchange of traffic between M-21 and I-94.

More recently, Planning Division members and Port Huron city officials with their consultants have determined that congestion on highways in Port Huron also needs to be alleviated. North-south access and improvement of circulation to the central business district are two of the most urgent tasks confronting state and local officials. To satisfy these needs, alternative proposals have been studied and the benefits and disadvantages of each have been weighed according to their impact upon the economic, social, developmental and transportation factors of the City of Port Huron. The studies and estimates involved indicate that the existing state highway system cannot provide sufficient traffic capacity. Improvement of M-21 as an urban penetrator to supplement the construction of I-94 is necessary to permit adequate access from the south and west.

In concurrence with local officials, Planning Commission and other community representatives, the Highway Department Planning Division recommends the following proposals for the Port Huron area:

That Griswold and Oak Streets be widened and improved to meet state highway standards for one-way pairs, be connected with the I-94 and M-21 freeways, and replace the parallel portion of Lapeer Road, which will revert to local jurisdiction.

That Military-Huron and Erie-Seventh Streets be converted to a one-way pair to accommodate north and southbound traffic in the congested areas of the city.

The adoption of these proposals would assure adequate capacity and smoother traffic flow in the Port Huron area and would integrate well with land uses and other state highways and major streets. Residential land and school districts on both sides of the one-way pair would retain many of their characteristics and functions and the downtown area and the industrial sections would prosper by the improved access.

# ultimate development

In order to provide a comprehensive system of state highways for the future, the highway plan for Port Huron includes suggestions which go beyond plans presently programmed and the level of agreement which currently exists. These recommendations follow:

When the downtown development plan advances to the fourth stage, or when the Huron-Military Street bridge becomes unsafe for traffic use, the creation of a new structure and streets to complete the downtown loop should be considered. Specific location is undetermined, but should be somewhere between Fort and Fourth Streets and the St. Clair River shoreline.

When traffic volumes warrant, an urban freeway penetrator from the west should be considered (possibly between Oak and Griswold Streets).

A freeway extension to bypass the Port Huron urbanized area to the north may become a necessity as the community and areas to the north continue to develop.

Proposals for initial development which have been agreed upon by the city legislative body and the State Highway Commissioner will thus become an integral part of the ultimate highway system. The recommendations for an ultimate state highway system can be implemented any time it becomes desirable or necessary, upon further agreement between the local governing body and the State Highway Commissioner.

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May 22, 1962

E. A. Bellenbaum Chief Planning Engineer Office of Planning

Dear Mr. Bellenbaum:

This is to introduce "The Port Huron State Highway Plan". The completion of this study has been made possible by the cooperative efforts of various divisions of the Michigan State Highway Department, the City Plan Commission of Port Huron, the St. Clair Regional Planning Commission, local officials, and private planning consultants. The study was prepared in participation with the U.S. Department of Commerce, Bureau of Public Roads. It is based on extensive analysis of existing community conditions and future development potential of the area. It represents the level of agreement which has been attained by the Michigan State Highway Department and the City Plan Commission of Port Huron in arriving at a mutually acceptable proposal for the development of the city's state highway system. Those conclusions which are agreeable to the City and the Planning Division are to be recommended to the Route Location and Programming Divisions for precise design and construction consideration.

Final recommendations include those objectives which will be implemented through the programming procedure of the Department in the next few years, as well as those which might eventually become a part of the highway system of the Port Huron area.

Respectfully,

Robert S. Boatman, Director

Planning Division

# michigan state highway department

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## preface

Highway transportation planning can best serve the basic needs of the public by providing rapid, efficient and safe movement of goods and persons. Agreement between community planning officials and the Michigan State Highway Department on the elements of an urban state highway plan is a requirement which precedes any major state highway construction. This is a policy which has been established by the State Highway Commissioner.

Preparation of state highway plans for urban areas is the responsibility of the Planning Division of the Michigan State Highway Department. Staff members working with community planners and officials gather data and compile the background material necessary for the formulation of a highway plan. A thorough study and analysis of existing and future community characteristics and traffic service projections lead to recommendations for local highway systems improvement programs. Upon the completion of initial planning, reports are submitted to the Route Location and Programming Divisions for more detailed engineering and programming studies. Final agreement on proposed highway construction must be reached between the legislative body of the community and the State Highway Commissioner.

The State Highway Plan for Port Huron has been designed to conform as nearly as possible to the desires of the community and its characteristics of development and to provide comprehensive traffic service which will help to stimulate the economic and physical development of the urban area. Because all of these routes were planned within the framework of community and area characteristics, each section of this report will examine these characteristics of Port Huron in relation to the recommended highway system.

The State Highway Plan for Port Huron was prepared with the participation of the Bureau of Public Roads of the U.S. Department of Commerce, and has been made possible by the cooperation of the various divisions of the Michigan State Highway Department, the St. Clair Regional Planning Commission, the Detroit Metropolitan Area Regional Planning Commission, the St. Clair County Road Commission, and the various departments and officials of the municipalities of the Port Huron Area.

inventory

# inventory

#### **ECONOMIC SETTING**

A study of the economic situation in the Port Huron area provides a basis upon which to predict future employment and consequently, future population. Combining economic and population data lead to predictions of the future residential patterns and other uses that residents of Port Huron will make of the land. This land use pattern will be a basis upon which to plan the highway system of the area.

Because of its advantageous location at the southern extreme of Lake Huron, Port Huron developed into the first land link between Canada and Michigan. Early growth of the city began with the era of lumbering, a primary industry which helped to establish the city as a shipbuilding center. However, depletion of lumber resources coupled with the demand for steel ships spelled the eventual decline of these industries in the city. The community began to establish a new base for its economy with the introduction of rail transportation facilities. The potential importance of the city as a port of entry from Canada resulted in the rail line extension via a tunnel under the river to the Canadian rail lines of Sarnia, Ontario. By the early 1900's, Port Huron emerged as a rail center. A combination of heavy industry, retail trade, and agriculture, produced a stable economy. The growth of primary metal fabricating industries, coupled with the gradual decline of railroad transportation, characterizes the more recent economy of the area.

#### **ECONOMIC TRENDS**

Port Huron's present economic base is built primarily upon manufacturing, retail trade and agriculture. Its geographical location at the extreme fringe of the Detroit Metropolitan Area has permitted the retention of its character as a relatively self-contained community. Agricultural employment, although gradually declining since the war, still represents nearly 10% of the St. Clair County labor force -- this is twice the State average. Table 1 shows that manufacturing employment suffered a rather severe decline during the past decade while non-manufacturing employment remained relatively stable. Recent information indicates that the economic horizon of Port Huron is brightening. Seven new industries employing more than 300 persons have recently added to its economy. An expansion in the number of self-employed and government workers has made an increase in total non-farm employment possible. It is in these categories where increased employment is possible, particularly when the potential inherent in the service industries is considered. A dynamic economy, however, depends upon the expansion of the industrial base in the area, which provides the payrolls that in turn enable the growth of additional services and trade.

TABLE 1 PORT HURON LABOR FORCE, 1950 - 1960

	1950	1955	1960
Total Non-Farm Employment	24,400	26,400*	26, 500*
Manufacturing Employment	11,700	10,400	8, 700
Non-Manufacturing Employment	12,700	13, 300	11, 900

<sup>\*</sup>includes self-employed, domestic workers, and unpaid family workers Source - Michigan Employment Security Commission

The number of unemployed varied from 6 to 10% of the labor force during the period 1954-1960 because of the decline in manufacturing and the inability of other forms of employment to take up the slack.

The labor force of St. Clair County utilizes the City of Port Huron as its primary source of retail goods and services. According to the State Highway Department publication, "Highway Classification in Michigan", Port Huron's retail trading area includes much of the eastern half of the thumb region. The Central Business District Study for Port Huron prepared by Vilican-Leman Associates, includes slightly more of the eastern thumb (particularly in the northeast) in the Port Huron trade area than the Highway Study. Table 2 illustrates and compares the trend of effective buying income per person (average income per capita minus taxes), in Port Huron, St. Clair County and Michigan since 1950. The effective buying income has gradually increased in Port Huron and St. Clair County, but at a slower rate and with less numerical change than in the State of Michigan as a whole. Currently, effective buying income in the study area is only slightly below the State average. As in other parts of the State, the prosperity of Port Huron rests upon the ability of the area to increase the size of its employed labor force.

TABLE 2 Effective Buying Income per Capita (in dollars) 1950 - 1960

	Port Huron	Port Huron St. Clair County	
1950	\$ 1706	<b>\$</b> 1378	\$ 1465
1952	1551	1443	1551
1954	1655	1480	1686
1956	1709	1530	1812
1958	1736	1599	1810
1960	1899	1750	1964
·			

<sup>(1)</sup> Sales Management, Survey of Buying Power

A significant share of the sales and services of the area is related to the automobile. Trends in automobile registration also reflect highway usage. Table 3 shows the trend in automobile registration between 1950 and 1960 in St. Clair County. The increase of 25.7% represents almost an 8% increase over the population changes during the same period.

TABLE 3 MOTOR VEHICLE REGISTRATION, St. Clair County, 1950 - 1960

	1950	1955	1960
Passenger	31,012	37, 425	38, 884
Commercial	3, 306	4, 249	5, 311
Farm Vehicle	1,495	1, 735	796
Trailers	4,025	4,703	4,970
Mobile Homes	215	298	378
Motorcycles	401	375	562
Municipal	381	383	401
Watel o	40.025	40 160	E1 200
Totals	40, 835	49, 168	51, 302

## population trends

Between 1950 and 1960, the population of St. Clair County increased 17% which is somewhat below the State average of 22.8%. Townships of predominantly rural character gained little in population, with several experiencing a minor loss of inhabitants between 1950 and 1960. The urbanizing influence of Detroit caused a rise in population in the southern part of St. Clair County. Resort townships along the lake also contributed to the county population increase. Although the City of Port Huron grew only 10% between 1940 and 1960, it caused the urbanizing townships around the city (Burtchville, Fort Gratiot, Kimball, Clyde, Port Huron and St. Clair, along with the City of St. Clair and the City of Marysville) to grow 104.4% from 16,400 to 33,500 in the same period.

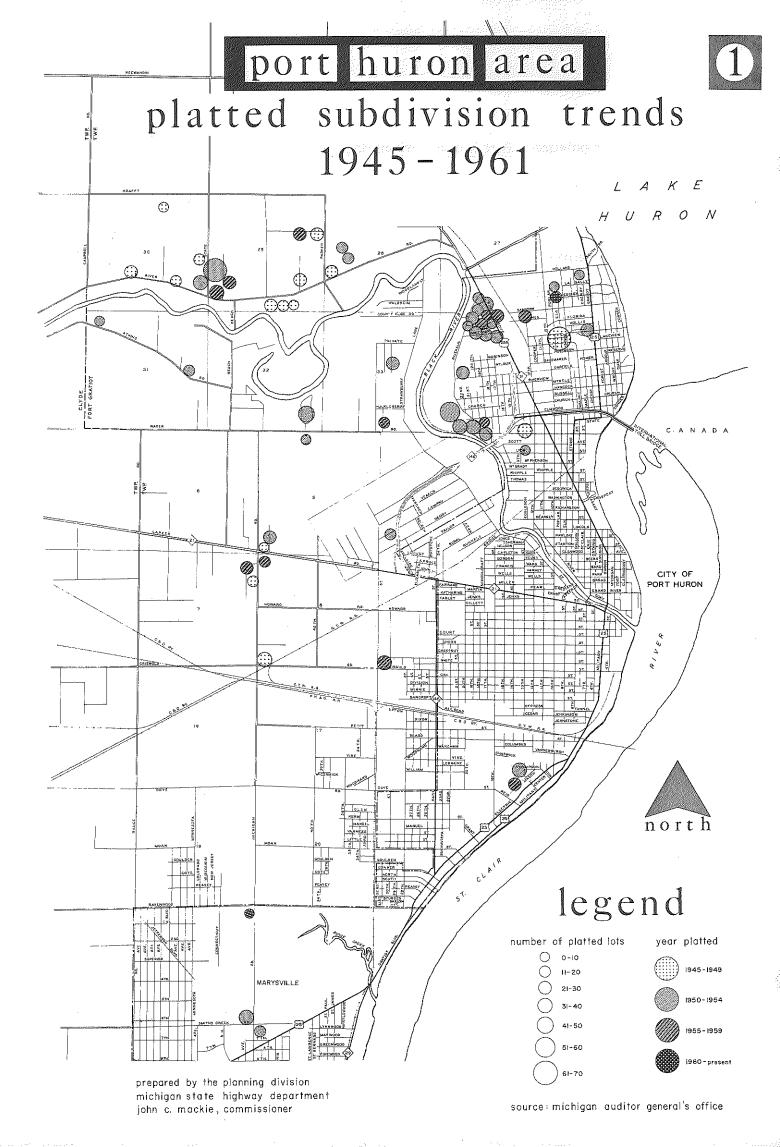
The growth in areas to the north and northwest of the city appears to be somewhat greater than in the south or west. Excluding the city and urbanizing townships, the population of the remainder of the county grew 39% to 37,600 by 1960. As a result, Port Huron, the townships and cities around Port Huron, and the remainder of the county each contain about 1/3 of the total population of the county.

Recent population gains in the Port Huron Area are reflected in Table 4, which shows the tendency for the residential area to develop north of the city. This is also portrayed on Map 1, a graphic presentation of subdivision trends since 1945. New subdivisions have been developed primarily in areas north of the Blue Water Bridge and the Black River, with significant concentrations along the state highways and river bluffs. Scattered growth which has occurred west of the city is not as significant in size or ultimate consequence as the trend on the northern fringe of the city.

Table 4 Population - Port Huron, Urbanizing Townships and St. Clair County

				Per	cent Chang	ge
	1940	1950	1960	1940-50	1950-60	1940-60
City of Port Huron	32, 759	35, 725	36,084	+ 9.1	+ 1.0	+ 10.1
Urbanizing Townships						
Fort Gratiot and Burtchville (North)	2, 289	4, 559	7, 314	+99.2	+60.4	+219.5
Clyde, Kimball and Port Huron Twp. (West)	7,417	12, 090	15, 199	+63, 0	+25.7	+104.9
St. Clair, City of St. Clair and Marysville						
(South)	6, 700	8,430	11,019	+25.8	+30.7	+ 64.9
Remainder of County	27, 057	30, 795	37, 585	+13, 8	+22.1	+ 38.9
Entire Population St. Clair County	76, 222	91, 599	107, 201	+20.2	+17.1	+ 40.6

<sup>\*</sup>Location of Township in Relation to the City is Noted in Parenthesis



## existing land use

Existing land use is a major factor in the determination of the location, design, and function of the highway. It determines the origin and destination of trips, the direction of major traffic flow, and the fluctuation of traffic. Conversely, the highway system determines and physically alters the land uses—which it serves by providing an impetus or hindrance to activities which are affected by transportation. Nearly all the uses of land require transportation service in varying degrees and transportation routes must be attuned to the diverse demands which manifold land uses entail. If possible future conditions guiding development are to be determined, past development and current trends concerning the interdependence of land use and transportation facilities must be investigated.

In the Port Huron area, most urban development is situated along the river and the lake shore. Thus, the length of the city, in a north-south direction, is more than three times its width. See Map 2. An extensive analysis of land uses was accomplished by the 1947 Master Plan studies. Most of the land within the developed portion of Port Huron is residential in character, providing the "home base" of the labor force and traffic-generating inhabitants of the urban area. Residential land extends from the central business district in an irregular pattern, with the greatest density of development immediately adjacent to the downtown area, the river, and the lake shore.

Commercial land, although comprising a relatively small percentage of the total land area, is an extremely important part of the urbanized section in terms of employment, tax base, and the traffic generation and parking problems which it creates. The majority of commercial land in the Port Huron area is concentrated in the central business district with limited strips of business development on Pine Grove and Lapeer Avenues. (Shown in Map 2).

The Master Plan for the City of Port Huron proposes more small neighborhood shopping centers throughout the residential area. Better distribution would result in easier access to basic commercial goods and services by all residents of the city.

Industrial land use in Port Huron has concentrated along the Black River where it flows into the St. Clair River, and on the rail line which cuts through the southern half of the city. Most of the newer industrial facilities in the city are located in flat areas with both railroad and highway frontage, particularly to the south of Port Huron and in the contiguous urban settlement of Marysville.

The Master Plan for the city proposes the development of a large amount of the vacant and agricultural land within the city for public use, such as parks, playfields and playgrounds because the outdoor recreation area is rather limited. Other civic projects

include redevelopment of 52 acres of land along the St. Clair River for use as a park, civic center, retail stores, increased space for downtown parking, and more retail capacity in the heart of the central business area. In addition, approximately onethird of the land within the city is devoted to streets and alleys.

The varying types and intensities of land use contribute to the generation of traffic in differing proportions. Some areas of the city are almost completely developed and have little room for expansion. Other sections within the city remain vacant or are used for agricultural purposes, and are possible locations for future urban expansion and development, and consequent traffic generation and attraction.

# area development factors

The physical development pattern which will occur in any area is partially predictable. Certain factors -- soils, topography, availability of public utilities, and transportation -- can be studied and their effect upon development determined. With this knowledge, predictions can be made concerning future development patterns.

In the Port Huron area, soils, topography and surface drainage present no formidable problems to the evolution of a highway plan. The topography is relatively flat, with the Black River the only barrier to be bridged. Although some of the soils in the area are imperfectly drained, they do not offer any major limitations to route choices. Poorly drained soils, however, will somewhat limit urban development in Port Huron and Kimball townships. The most outstanding growth can be expected north of the City of Port Huron in areas of sandy, well-drained soils between the St. Clair and Black Rivers.

The availability of public utilities will determine, in part, the type of development which will occur. The City of Port Huron is served adequately by water, gas, electricity, telephone and sewerage facilities. Gas and telephone services can be extended to areas outside the city without difficulty. Water and sewer lines, which are necessary for industrial, commercial and residential growth, are not generally available beyond city limits. The evolution of a regional water supply and disposal system, presently under consideration, could materially affect area development.

Highways and streets constitute an important development factor, because land adjacent to transportation lines has historically been susceptible to rapid development. The street pattern of Port Huron consists of radial major thoroughfares superimposed upon an incomplete rectangular grid. The continuity of the rectangular street system is interrupted in both directions by the Black River, which bisects the city. The Port Huron area is served north and south by US-25, M-51, M-29, and M-146, and east and west by M-21. Regional highways benefit the area by providing transportation routes for goods and people to other sections of the state. The local streets and roads aid and encourage development by providing transportation facilities within the region.

Zoning provides an additional index of the future growth. Depending upon the stringency of enforcement, zoning is an effective tool to guide the direction and location of urban expansion and growth. Thoughtful, progressively planned zoning changes may also direct the rate of civic development. Political activity provides limitations upon the effectiveness of zoning as a tool for controlling urban growth, but if adhered to, zoning regulations will have an outstanding influence on the future of the community.

Map 3 indicates the zoning pattern now existent in the Port Huron area. There is no zoning whatever in Fort Gratiot Township. Several zoning districts in the city and other municipalities have been combined to simplify interpretation of the map. Residential categories have been designated as "extensive" if the lot size requirement exceeds 10,000 square feet per lot, and "intensive" if less. Commercial zones include all types

of retail sales establishments, office and professional buildings -- industrial uses include light and heavy manufacturing plants, wholesale firms and railroad yards and buildings.

Concentrations of commercially-zoned uses are found in three areas: the central business district; places of heavy traffic flow, such as the Blue Water Bridge approach and the 10th Street-Griswold intersection; and west of the city along the route of I-94.

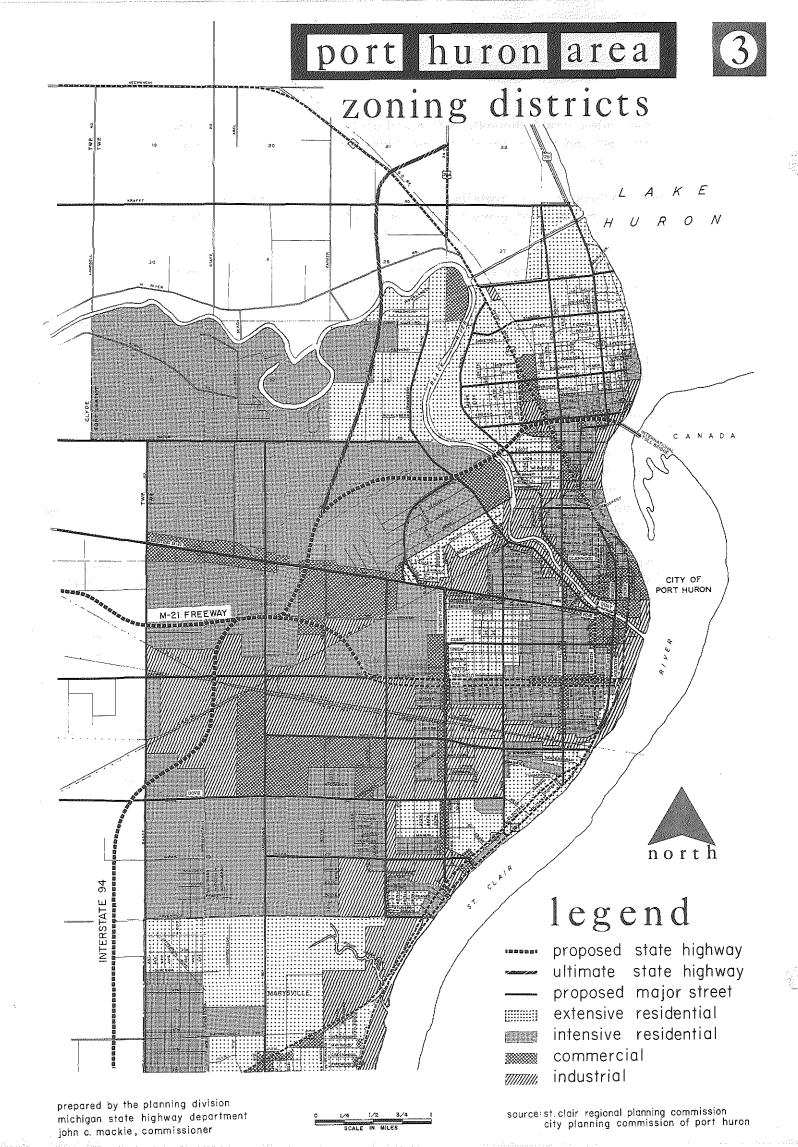
Industry is rail, freeway and river-oriented, with the most significant room for growth at the freeway and railroad crossings west of the city.

Significantly, large-lot residential growth is being encouraged north and south of the city, away from commercial and industrial centers. This correlates with the current trends which indicate the growth pattern tending toward the north, away from the industrially-zoned western approaches to the city.

Another guide to future development is a comprehensive plan for the physical growth and development of a community. In developing a comprehensive community plan, neighborhood units are determined with an elementary school at their center. The neighborhood unit, therefore, is often coterminous with elementary school attendance areas, bounded by major thoroughfares, with no such facilities running through it. In the design of school district attendance areas, consideration is usually given to providing transportation for those pupils who live too far from school to walk.

Highways, if not well planned, might easily disrupt existing or proposed elementary school service area boundaries. Well located highways may serve as logical boundaries for school service areas, or for existing and future neighborhoods. The proposed route for the state trunkline through Port Huron splits Roosevelt, Wilson, and Tyler elementary school attendance areas, and passes near these school buildings. Consideration may have to be given to revision of these elementary school attendance areas to avoid placing these schools off-center relative to their respective school attendance areas.

The state trunkline also cuts through the Port Huron High School attendance area, but student reliance upon automobiles and buses, as means of transportation to and from school limits the detrimental effect of this bisection. Map 4 shows existing school attendance areas in Port Huron. The implementation of state highway plan proposals will not disrupt school attendance areas to a significantly greater extent than the existing trunkline system.



# existing traffic patterns

Travel between places of residence, shopping, business and recreation determines traffic patterns. These patterns will vary as requirements among these traffic generators fluctuate.

In 1947, Michigan's first origin-destination survey was conducted in the Port Huron-Marysville area. The summarized, tabulated, and analyzed results of the study presented data on the movement pattern of goods and people within, through, and into the study area. Current traffic desire patterns in Port Huron are not significantly different from those described in the 1947 study, but traffic volumes are substantially increased.

The major traffic flow pattern in Port Huron has been determined largely by the physical configuration and location of the urban area. Most of the urbanization has developed on a north-south axis parallel to the St. Clair River. North-south intracity traffic volumes are augmented because of the constant interaction between Port Huron and the cities to the south. Large volumes of traffic generated along the north-south axis of urban development are not adequately accommodated, reducing the accessibility to the central business district. The northern parts of the city lack access to the centers of industrial employment and the other portions of the region. Heaviest volumes of traffic are found on the Military-Electric one-way streets between Port Huron and Marysville, and on Military-Huron, south of the central business district to the entrance of the Blue Water Bridge.

Additional traffic problems arise from the traffic using the Blue Water Bridge between Port Huron and Sarnia, Ontario. According to a 1958 origin-destination survey of traffic on the bridge, approximately 36% began or ended in the Port Huron-Marysville area. Thirty percent of the total traffic was generated by the three-county Detroit Metropolitan Area, making a total of 66% oriented toward points within Port Huron, Detroit and its suburbs.

Traffic volume to the west is considerably less than to the south because Detroit is the greatest regional attractor and because of the limited westward urban development resulting from unfavorable building conditions. Problems of access in this direction are created by the restriction of free vehicular flow on narrow roadways, few of which are developed to state highway standards. The principal state highway in this direction (M-21, Lapeer Avenue) is seriously inadequate because it is narrow and conflicts arise at its junctions with north-south thoroughfares. East-west traffic volume in the first origin-destination study did not indicate a substantial traffic movement on state highways in this direction -- some of the movement undoubtedly occurred on local roads.

The major concentration of local traffic is found in the central business district. As one of the points of principal traffic attraction in the area, downtown Port Huron is being subjected to increasing volumes of traffic utilizing the north-south arteries -- Military-Huron and Erie-Seventh Streets. Tenth Street serves as a close-in bypass of the downtown area and is the only other north-south thoroughfare which bridges the Black River. Some of the traffic now using 24th Street will be carried by I-94, the new Interstate route.



forecast

# economic potential

The prosperity of a community depends upon its ability to provide employment opportunities. In a growing economy with new establishments offering jobs, the increasing population requires additional services and facilities. A declining economy often results in an outmigration of people. Subsequent need for public services and facilities declines correspondingly until an economic stimulus is provided to reverse the trend by private and public means. Port Huron's total non-farm employment has increased less than 10% during the past decade. Basic employment in manufacturing and non-manufacturing including retail trade and repair services has not kept up with the overall trend and has indeed declined. Part of this trend is cyclical in nature, paralleling state trends of employment during the past recession. Other portions of the decline result from the increased automation of existing factories, the lack of major new industrial or retail establishments, and lower employment by the railroad companies. Overall increases in employment have been brought about by government activity, self-employed persons and domestic workers.

However, the economic potential of the area is encouraging. Governmental interest in stimulating local economics has resulted in the redevelopment of older portions of the city. Construction of a St. Clair River port facility to capitalize on the St. Lawrence Seaway project has also begun. The expansion of this port facility offers the opportunity for a more intensive use of the city's rail and trucking firms in order to accommodate water-borne commerce. In the "Port Huron Central Business District Study, Report No. One", by Vilican-Leman and Associates, retail trade was estimated to reach a possible 215,000 shoppers by 1980, doubling the current figure. The improved system of highways to be built in the area will serve traffic generated by increased retail activity, and in addition, will tie Port Huron to the Detroit Metropolitan Area. This relationship has been recognized to be of future significance because of the phenomenal growth of Michigan's largest urban area. Metropolitan Detroit has already grown beyond Mount Clemens, and is edging steadily toward Port Huron. The new I-94 freeway will place Port Huron within minutes of the market provided by Detroit. The city will be in a position to share in Detroit's future service, trade and employment opportunities because of improved access. A possibility attending the future interdependence of the Detroit and Port Huron areas is the potential industrial development along the St. The lack of expansion room and the high investment and operational costs may induce some of the industries along the Detroit River Front to expand along the St. Clair. These factors would tend to enhance Port Huron's position, particularly because of the trucking and railroad advantages, and its relatively large labor force.

## population forecasts

Population projection studies made by the St. Clair Regional Planning Commission predict that St. Clair County will have 580,000 inhabitants in 1980. The Detroit Metropolitan Area Regional Planning Commission makes a more conservative estimate of 150,000 for the same date. Although a tremendous difference exists between the two estimates, even the lower figure represents an increase of about 50% for the next twenty years. (Graph 1) Both organizations expect the growth to occur primarily in the townships adjacent to the City of Port Huron, and in the southern portion of the county, which are under the influence of the expanding Detroit Metropolitan Area.

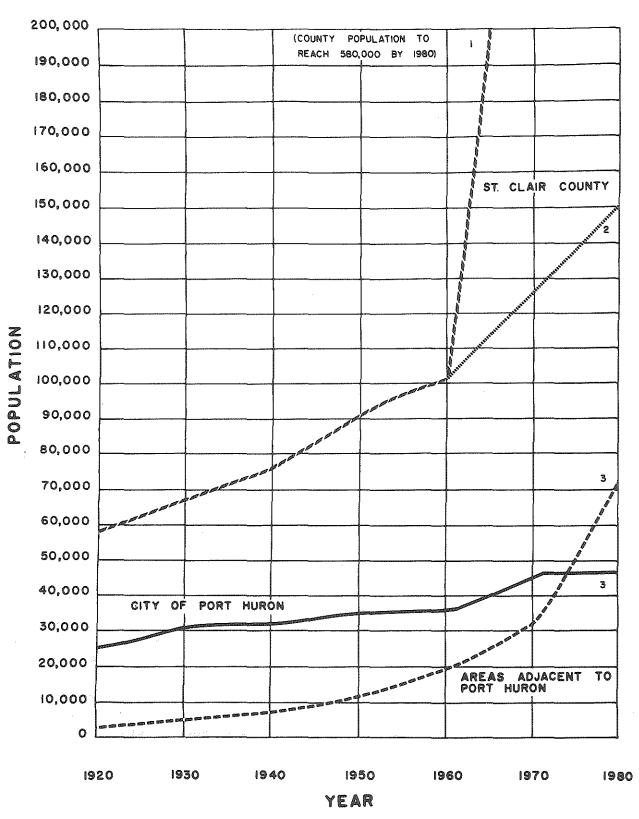
#### Analysis of Trends

Population studies by the St. Clair Regional Planning Commission, the Detroit Metropolitan Area Regional Planning Commission and Vilican-Leman and Associates on population trends of the Port Huron area, indicate that the shift to larger farms and more complex farming operations will probably continue. The population of rural areas not within urban influence will remain relatively stable as in the past decade. Sanilac and Huron Counties having primarily agriculturally-oriented economies may expect little increase in population. Commercial tributary areas in Lapeer and Tuscola counties will probably continue to experience a moderate increase in population. The analyses of the Detroit Metropolitan Area Regional Planning Commission and the St. Clair Regional Planning Commission anticipate continued growth of the City of Port Huron into one of the most important commercial and industrial centers of the region. Despite the expansion of industry and commerce, the population within the city probably will remain relatively stable unless the city limits are expanded by the annexation of surrounding urban areas, or an increase in the development of apartment units.

The urbanizing influence of Port Huron and Detroit has caused a rapid growth of adjacent townships in St. Clair County and the Cities of Marysville and St. Clair. Population projections for these areas made by the DMARPC may be somewhat conservative. Most of the township projections by the St. Clair RPC, with the exception of Ira Township, may be somewhat optimistic, especially when considering the past experience and development patterns in similar areas. If the more conservative of the two estimates is accepted, we may expect at least a 50% increase in the population of St. Clair County within the next 20 years. The population of the five townships adjacent to Port Huron (including the Cities of Marysville and St. Clair) will increase from 31,600 to more than 53,000, approximately 70% more than that of 1960. In other words, these townships and their cities will have almost as many inhabitants as the City of Port Huron has today. The traffic implications of such population increases are obvious.

# PORT HURON AREA

# POPULATION PROJECTIONS



SOURCE: ! ST. CLAIR REGIONAL PLANNING COMMISSION
2. DETROIT METROPOLITAN AREA REGIONAL PLANNING COMMISSION
3. VILICAN-LEMAN AND ASSOCIATES

# future developmental plans, land use & zoning

The basis of planning in Port Huron has been the comprehensive plan of the city which was written in 1947. This plan is actually a composite of individual plans for: land use, residential development, schools, recreation, major thoroughfares, etc.

This plan is now outdated and is being revised. A knowledge of the plan and its revisions is essential to the process which will decide the best highway system for the Port Huron area.

Urban renewal is an integral part of the planning efforts which are changing the physical makeup of Port Huron. The city is in the process of completing The Fort Street Redevelopment Project. A portion of this project -- east of Fort Street and north of Black River -- contains the new Civic Center. All buildings proposed for the Civic Center are completed and the remaining space is to be used for private development or as a park. A study by Vilican-Leman & Associates for the Central Business District of Port Huron indicates that there are areas adjacent to the central business district which would definitely be eligible for rehabilitation or spot clearance.

The CBD study proposes a large-scale revitalization of the area. The construction of the proposed projects will be staged over the next 40 years. The plan calls for almost total reconstruction of an area bounded by the St. Clair River on the east, Court Street on the south, Erie Street on the west, and Glenwood on the north. Military and Huron Streets from McMorron south to Pine are proposed as a mall. The entire CBD area is to be surrounded by a boulevard which is designed to limit the amount of traffic passing through. (See Map 5). This boulevard would require the construction of a new bridge over the Black River.

The site for Port Huron Junior College is on the west side of the Central Business District and borders both sides of the Black River. The enrollment for the school may approximate 4000 persons by 1970. The majority of these students will be commuting either by bus or car. This fact should be considered in the planning of a highway system for Port Huron.

Listed in the Port Huron Master Plan of 1947 are proposed land use areas with assigned population densities. There are five residential areas with proposed average population ranging from 10 persons to 70 persons per gross acre (gross acre is an acre of land including the right-of-way). In 1959, the Port Huron City Plan Commission reported that there are about 218 acres of vacant residential lots within the city as contrasted to about 715 acres in 1947 when the Master Plan was published. If these 218 acres were developed for single-family homes, the population capacity of the city would be approximately 45,000. If Port Huron were to develop in conformity with the proposed land use areas and the average population densities as given in the 1947 Master Plan,

it would have a population of approximately 68,000 when completely developed. The potential of present zoning regulations would permit a seemingly unrealistic population of approximately 80,000. (See Table 5) Areas in public use have a population expectancy of 0.6 persons per gross acre, while neighborhood business and the central business district sections may expect up to 12 persons per gross acre.

The authors of the Port Huron Master Plan expect a good deal of this growth to take place north and west of the present urbanized area.

Industry is expected to follow its present growth pattern along the railroads and river fronts.

Commercial use of land is planned so that business and commercial activity will be stimulated and misuse of land virtually eliminated.

The land will be zoned so that the city will develop according to plan.

TABLE 5 Population Potential of Each Zoning District

Zoning	Vacant	Land	Land in T	Jse	
District	Not Platted	Platted Lots	Residential	Other	Total
R-1	2, 552	7,484	12, 485	188	<b>22</b> , 709
R-2	6, 638	8, 383	19, 261	65	34, 347
R-3	2, 214	6,808	5,438	12	14,472
C-1-A		145	2,046	20	2,211
C-1	oran yang	40	1, 505	47	1, 592
C-2	35	774	2,754	75	3,638
M-1	224	238	<b>62</b> 8	159	1,249
Total	11,663 2	23, 872	44, 117	566	80, 218

CENTRAL BUSINESS DISTRICT PLAN 

SOURCE: VILICAN - LEMAN & ASSOCIATES

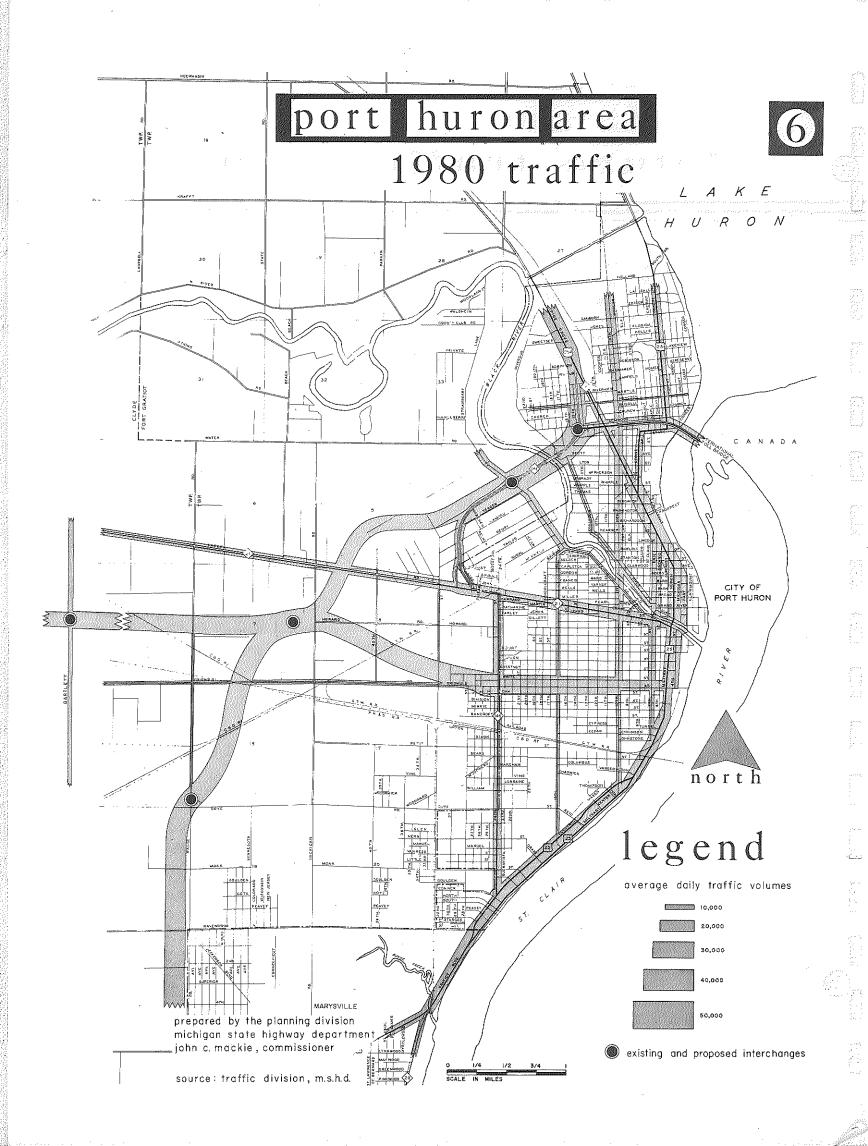
# future traffic volumes

Future vehicular traffic in the Port Huron area will increase tremendously according to the Traffic Division of the Michigan State Highway Department. Traffic Division projections of 1980 traffic flow are illustrated on Map 6 which shows the areas of heavy concentration. As can be seen, north-south traffic is expected to be considerably greater than the east-west volume. Trends projected by Vilican-Leman and Associates show similar increases in total traffic into and out of the central business district with approximately the same distribution. The idea that east-west traffic will not become as important as north-south traffic is strongly supported by trends of growth north of Port Huron in the townships of Fort Gratiot and Burtchville. This premise is reinforced when the flow between Port Huron and the populous attractors to the south is added to local traffic and increased lake shore resort activity. Interaction between Port Huron and the heavily populated Detroit Metropolitan area will continue to be more important than the interaction between Port Huron and the less populous urban complex to the west.

Further complicating the traffic problems in Port Huron is the increased use of the Blue Water International Bridge. Significant volumes will continue as people of Sarnia and Port Huron exchange visits, trade and labor.

The influx of such large volumes of traffic into the central business district would compound existing circulation problems. Conflicts between pedestrian and vehicular traffic would make easy access and smooth flow extremely difficult. Left turn movements and parking would add to the congestion. Intersecting streets, such as Lapeer, Water, and Seventh would produce difficult situations. The current highway system of Port Huron would be inadequate not only for future state highway traffic, but for central business district circulation requirements as well.

These observations and predictions indicate that improved circulation must be provided in and around the central business district of Port Huron, particularly on the north-south axis; and that improved access is also necessary for M-21/94 traffic destined for the City of Port Huron. Suggestions for providing these improvements have been advanced by the city, highway planners, and others. The following section will weigh the advantages and disadvantages of the proposed solution to the Port Huron traffic problems.



analysis

# analysis

The synthesis of the factors discussed in the previous chapters was necessary to provide a basis for the rational selection of alternative solutions to pressing highway problems. Based on the future conditions forecasted for urban development in Port Huron, it is conceivable that there will be a number of possible solutions to the problems of state highway service. A study of the alternatives is necessary in order to demonstrate the diversity of choice available regarding the planning of highways in the city. This section will discuss various possibilities and their advantages and limitations.

#### HIGHWAY DEPARTMENT POLICY

The study of alternate solutions was facilitated by the use of established urban highway standards which led to the elimination of certain routes. Right-of-way standards have been set up by the Michigan State Highway Department to insure widths adequate for modern highways in urban areas. These standards require widths of 86 feet for ultimate four-lane two-way traffic and for three and four-lane one-way traffic. For proposed five-lane two-way traffic 100 foot widths are required and 120 feet for seven lanes. These widths are based on 12 foot traffic lanes, two foot curb and gutter, a buffer strip of widths varying from 9 to 17 feet (for safety to pedestrians, utilities, snow removal storage and as a storm water splash area), and walks 5 feet in width, set one foot inside of the right-of-way. These standards are applicable in the city areas where plats abutting state highways are submitted for approval, and where highway use is anticipated to be of five years duration or more.

In selecting routes for a new highway system in an urban area, the above standards must be used as guidelines. Other considerations will include most of the community development factors, serving as the basis for needed construction of highways in the Port Huron area.

#### **EVALUATION OF ALTERNATIVES**

The alignments to be designated as state highways will be selected on the relative weight of their benefits and disadvantages.

One of the following alternatives will carry east-west state highway traffic in Port Huron:

#### Lapeer Road (Two-Way)

#### Benefits

- 1. Lapeer Road would be the most direct route from the western portion of the city to the central business district.
- 2. This route would provide a connection to the Blue Water Bridge approach.
- 3. This road would not disrupt the existing school attendance areas.
- 4. Lapeer Road would provide access to the businesses which remain after widening the route.
- 5. It would be the most direct route for serving the largest industry within the city (Mueller Brass Co.).

#### Disadvantages

- 1. Lapeer would have to be widened to accommodate anticipated traffic volumes which would create complications in right-of-way acquisition because of the extensive development along both sides of the route.
- 2. This traffic artery would not provide an answer to the downtown congestion problem because Lapeer intersects two of the most congested sections:

  Water-Erie, and Water-Military-Huron.
- 3. This route would not serve the port facility and the proposed Dove Street Industrial Park adequately.

#### Court and Union (One-Way Pair)

#### Benefits

- 1. Union Street has been projected for use as a major thoroughfare in the Master Plan.
- 2. Both of these routes are now one-way.
- 3. These streets do not create traffic congestion within the central business district because they enter this area at an uncongested point.
- 4. Court and Union would provide reasonable service to the port facility and the Dove Street Industrial Park.
- 5. Traffic capacity would be increased by pavement widening.

#### Disadvantages

1. Court Street passes Cleveland Elementary School and Port Huron High School, bisecting the school attendance districts.

- 2. Increased traffic flow would reduce the residential amenities of the area.
- Street construction west of 24th Street necessary to extend both Union and Court would have an adverse affect on the existing shopping center because of right-of-way acquisition.
- 4. These streets would not serve existing industry as adequately as some of the other alternatives.
- 5. Both of these streets would have to be improved to state highway standards at considerable construction cost.

# Griswold Street (Two-Way)

#### Benefits

- 1. Griswold is an existing major street.
- 2. Griswold enters into the less congested lower portion of the central business area.
- 3. The commercially-zoned corridor along Griswold would probably not be affected adversely, although widening might require acquisition of some present commercial establishments.
- 4. Griswold would adequately serve the port facility and industry located along the railroad.
- 5. As a two-way street, it would conform to the Master Plan.

#### Disadvantages

- 1. Griswold would have to be widened because the existing roadway is inadequate to handle future two-way traffic.
- 2. This route would bisect the Roosevelt School attendance district.
- 3. The expense of purchasing right-of-way permitting the widening of Griswold would be prohibitive.
- 4. Traffic would be congested and less efficient because of turns and pedestrian traffic (e.g. school children).

# Griswold and White (One-Way Pair)

#### Benefits

- 1. A one-way pair will handle a greater volume of traffic than a two-way facility with the same number of moving lanes.
- 2. There would be no need to acquire additional right-of-way.

- 3. These streets would provide good service to the port facility and industry located along the railroad.
- 4. This one-way pair would enter the less congested lower half of the central business area.

# Disadvantages

- 1. White Street passes immediately adjacent to Woodrow Wilson Public School and one block from a parochial school.
- 2. Because it passes through the Roosevelt and Woodrow Wilson School districts, this alternative would increase the crossing risk for school children.
- 3. This one-way system would reduce the amenities of residential living because of increased traffic.

# Griswold and Oak (One-Way Pair)

#### Benefits

- 1. Changing of these streets to a one-way pair would allow greater capacity and safety for east-west local and freeway traffic.
- 2. This one-way pair would tie in very well with the lower half of the central business area with a minimum of traffic congestion.
- 3. Industry and port facilities south of this alignment would be provided with access and service.
- 4. A new street would be constructed running east on Oak Street to Military Street.

#### Disadvantages

- 1. Griswold and Oak would traverse the lower third of the school attendance areas.
- 2. This one-way pair would require more right-of-way acquisition at a higher cost than a route on White Street.
- 3. This one-way system would reduce the amenities of residential living because of increased traffic.

#### Freeway along the Railroad

#### Benefits

1. This route would follow an existing delineator of land uses.

- 2. It would pass through marginal land use areas.
- 3. It would serve existing and proposed industry located in the southern section of the city as well as the port facility.

### Disadvantages

- 1. It would require a completely new right-of-way, adding considerably to cost.
- 2. Vehicle distribution to major traffic generators within the city would be difficult.
- 3. The freeway would not provide adequate service to the central business district.

One of the following alternatives will carry north-south state highway traffic in Port Huron:

# Military-Huron (Two-Way)

#### Benefits

1. Existing and future travel patterns would not be altered.

#### Disadvantages

- 1. Projected traffic cannot be accommodated without considerable expense to increase the right-of-way.
- 2. Traffic turning movements and pedestrian-crossing problems exist at nearly every intersection.
- 3. Present congestion on Military-Huron limits the potential of the central business district to the shopper.
- 4. Access to parking facilities within the central business district is inadequate.
- 5. Should traffic continue to increase along this route, the bridge would inevitably have to be replaced at considerable expense to the city and the Michigan State Highway Department.

# Erie-Seventh and Military-Huron (One-Way Pair)

#### Benefits

1. This one-way pair would increase vehicle capacity and create the potential for expanded trade.

- Accessibility to public parking lots within the central business district would be greatly improved, resulting in less conflict with pedestrians. This would allow smoother traffic flow along the entire route by reducing traffic congestion.
- 3. The turning movement problem would be minimized.
- 4. Traffic congestion at the Lapeer-Water-Erie-Huron intersection (a five-leg junction) would be reduced greatly because of fewer turning movements.
- 5. Construction cost for the establishment of this one-way pair would be relatively inexpensive.
- 6. One-Way operation of these streets would conform to the Port Huron Downtown Plan.

#### Disadvantages

- 1. Residential amenities along the route would be reduced because of the increased traffic.
- 2. An extension of Erie-Seventh would be necessary to improve the southward flow of traffic.

# Tenth Street (Two-Way)

#### Benefits

- 1. The existing bridge is in good condition.
- 2. Tenth Street alignment would serve crosstown traffic.
- 3. Existing land uses would not be adversely affected.
- 4. It satisfies existing traffic desires.

#### Disadvantages

- 1. The necessary widening of Tenth Street would involve considerable expense.
- 2. Additional commercialization would occur on Tenth Street, detracting from the central business district.
- 3. Central business district traffic would not be served satisfactorily because Tenth Street is too far away.

# Fort Street and Fourth and Erie-Seventh (One-Way Pair)

#### Benefits

- 1. This one-way pair would complete the downtown loop, thus conforming to the recommendations of the Port Huron Downtown Plan and the Master Plan.
- 2. Congestion within the central business district would be reduced.
- 3. It would provide excellent access to downtown parking facilities east of the central business district.

#### Disadvantages

- 1. A one-way pair would require construction of a new bridge at considerable cost to the city and the Highway Department.
- 2. Right-of-way acquisition would be expensive.

# Erie-Seventh Boulevard (Two-Way)

#### Benefits

- 1. This route acts as a buffer, skirting the central business district between the residential and business areas.
- 2. The use of a boulevard would afford the city an attractive thoroughfare with shrubs, trees and grass.
- 3. It would conform to the first step of the Port Huron Downtown Development Plan.

#### Disadvantages

- 1. Access to the parking area on Quay Street would be difficult for south-bound traffic.
- 2. A boulevard is not as efficient as a one-way street because of a lowered capacity for traffic and congestion at intersections caused by left-hand turns.
- 3. The cost of right-of-way would be prohibitive.
- 4. There would be need for a new bridge (or widening of the existing bridge). at considerable expense to the city and the Highway Department.
- 5. Seventh Street would have to be extended south to provide traffic continuity.

# OTHER ALTERNATIVES CONSIDERED:

A freeway along the St. Clair River and a Tenth Street-Military-Huron one-way pair were considered as possible north-south routes, but because of many engineering and right-of-way problems involved in both routes, they were not seriously considered as alternatives.

A freeway along the river is impractical at this time because of the high cost of right-of-way acquisition and bridge construction. Furthermore, because a freeway has limited-access, adequate service would not be provided to the city. Access to the Blue Water Bridge from the freeway would be difficult. The shortcomings of Tenth Street and Military-Huron as one-way pairs are numerous. Tenth Street could not serve the central business district traffic efficiently because of its distance from this major attractor. Commercialization on Tenth Street would probably increase because of the added traffic. The central business area activities would tend to shift toward the two arterials, undermining downtown development plans.

summary

# summary

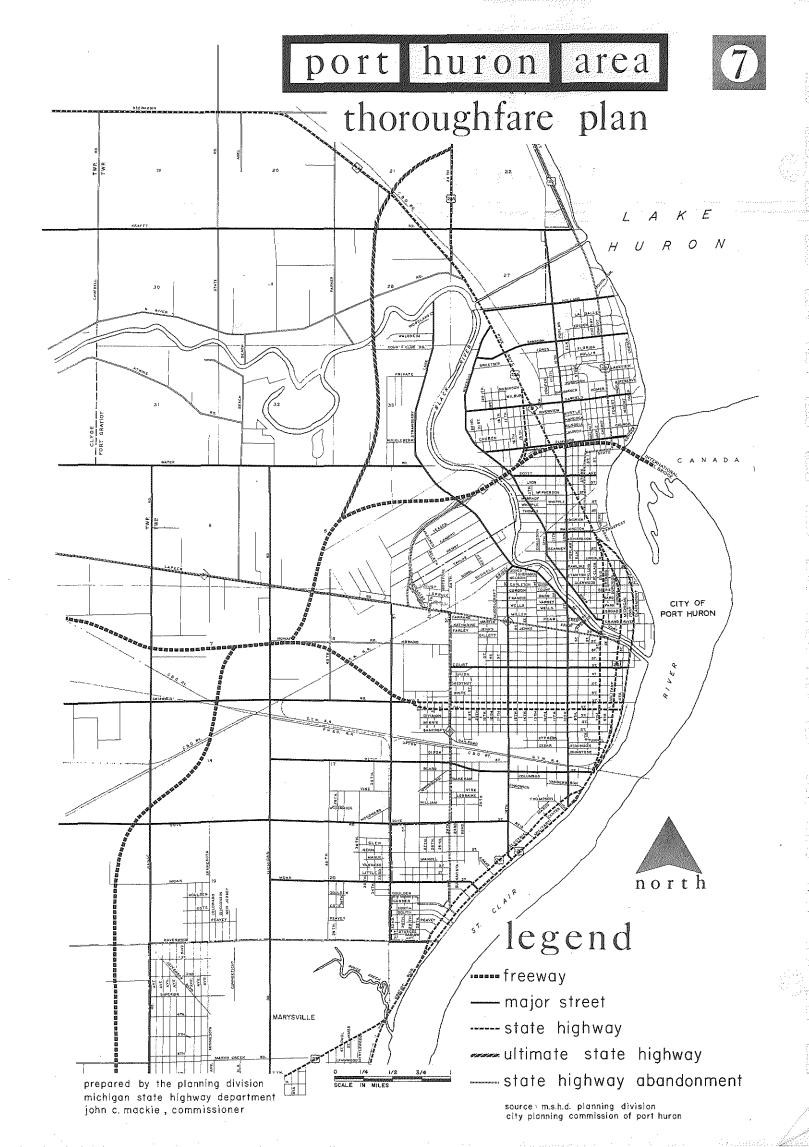
A host of problems and factors affect the course of highway planning events in a city like Port Huron. The economy of the area provides employment for its inhabitants who will migrate in response to the availability of employment. This forms the basis for population change and the requirements of the populace determine the nature of land use development. Land uses and social interaction determine the origin and destination of trips, and the pattern of area traffic.

An analysis of these factors indicates several trends apparent in the Port Huron area. The economic vitality of the region is in a period of cyclical decline. Vigorous action on the part of the city has been taken to insure that the decline does not continue -- an impressive urban renewal project is in its final stages and a program of downtown revitalization has been instituted. The plans are well conceived and, with the industrial promotion and port development, the foundation for an expanding economy in the Port Huron area has been established.

The construction of Interstate Route 94 between Detroit and the Blue Water International Bridge will further enhance the attractiveness of Port Huron for industry and commerce. The State Highway Department has also planned to improve portions of M-21 to freeway standards. The eventual goal will be provision of freeway service from the Indiana border to the Blue Water International Eridge. The completion of these two traffic arteries will stimulate development to the west and southwest of Port Huron, and may reverse the more recent trends of growth towards the north and northwest. Development along the freeways probably will occur not far from interchange access points on easily developed soils, rather than close to Port Huron. Growth to the north along the Lake Shore and River Bluff will continue strong under the influence of natural factors particularly amenable to urban development.

Under these conditions, traffic throughout the area is expected to increase, creating a need for better, safer and quicker access to places of work, trade and business. Added traffic capacity is vital if the downtown development program is to meet the needs of area inhabitants.

To satisfy these needs and objectives, the Planning Division of the Michigan State Highway Department has studied proposals for solutions to the future traffic and development problems in Port Huron. The development objectives of Port Huron and surrounding townships expressed in the Master Plan, zoning ordinances, and special development studies have been used as guidelines in selecting a highway system for the city. The pros and cons of each proposal have been considered, and on the basis of many factors weighed, the following components of the highway system are recommended: (shown in Map 7)

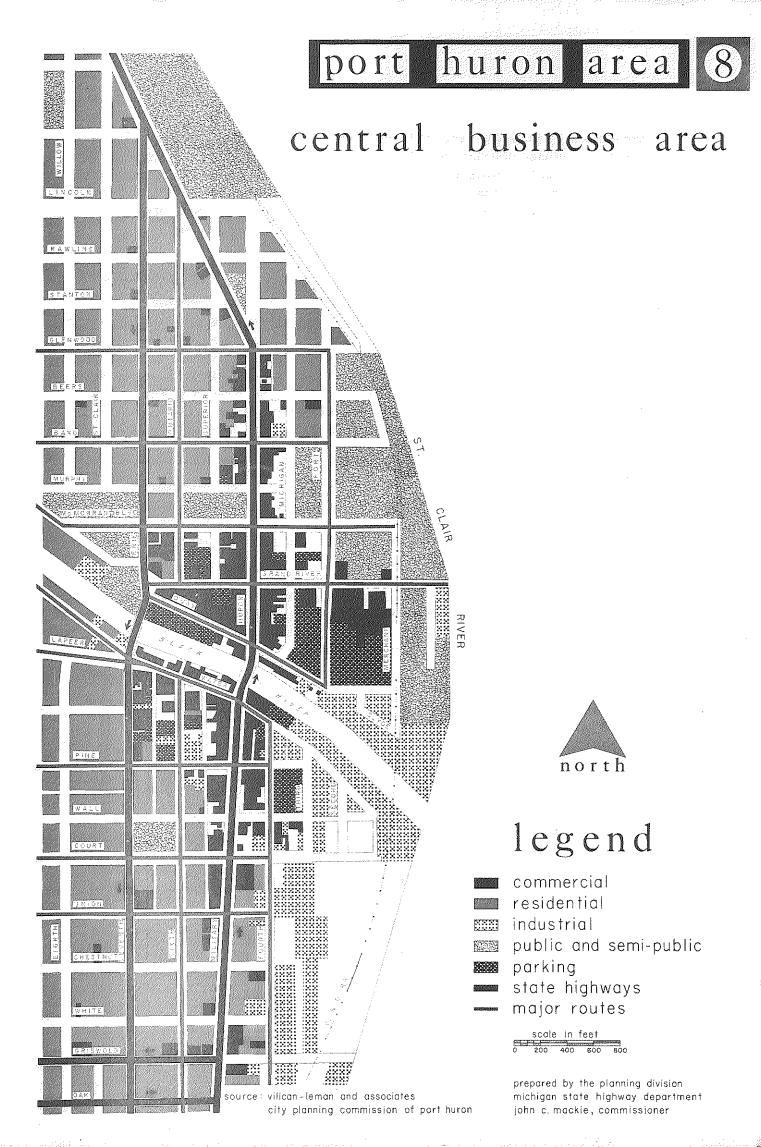


Improved access from the proposed new segments of M-21 and I-94 freeways to the central business district, to industries, port facilities, and other area traffic generators would be afforded via an urban penetrator -- Griswold and Oak Streets as a one-way pair. These streets should be improved to meet State Highway standards. An attempt should be made to stabilize land uses along these streets so that property values will not be prohibitive, should the ultimate need for an expressway penetrator into the city materialize.

To provide adequate north-south access to the downtown area, and to complement the urban penetrator from the west, a one-way pair should be instituted to form a partial downtown loop (See Map 8). This one-way street system would harmonize with the Port Huron Downtown Development Plan. Erie and Seventh Streets should be made one-way southbound and Huron and Military Streets one-way northbound. As implementation of the downtown plan progresses, the completion of the downtown loop should be advanced. A northbound street in the vicinity of Fort Street and the St. Clair River shoreline should be considered as part of the Erie-Seventh one-way pair. Specific location of this facility will depend upon city development and engineering considerations.

As Oak and Griswold Streets which distribute traffic from the west reach their capacity, the construction of a full freeway penetrator with service roads should be considered. The block between Oak and Griswold Streets would be the logical selection for this penetrator if land uses have not changed radically and the central business district has developed according to plan.

Should the Port Huron area become a large urban complex, the necessity of providing an efficient by-pass for traffic interacting between areas to the north and south of the city will become more apparent. The location for this route should be studied and become a part of the ultimate state freeway system.



# OFFICE MEMORANDUM

MICHIGAN STATE HIGHWAY DEPARTMENT JOHN C. MACKIE, COMMISSIONER

April 26, 1962

TO:

R. S. Boatman, Director

Planning Division

File: 77000 C-45 (1)

77000 C-45 (2)

FROM:

H. H. Cooper, Director

Traffic Division

SUBJECT: Proposed Port Huron Trunkline Plan - Traffic Division Comments.

We have reviewed the proposed trunkline plan for Port Huron. Implementation of this plan will greatly improve the operation of trunkline traffic around and into Port Huron as well as aid the flow of local traffic. With the construction of the proposed I-94 Freeway and the M-21 Freeway plus the construction of the Oak-Griswold system connecting these Freeways with Port Huron, the accessibility of Fort Huron will be vastly improved. The Oak-Griswold system will serve as a connection between Port Huron and the statewide freeway system and in turn as an access route with the nationwide system of Interstate Highways.

Development of the Seventh-Military system will improve the operation of traffic in what has been a congested area and result in a more attractive facility both for traffic wishing to enter the central business area and also for local north-south arterial traffic in the City of Port Huron.

In reviewing the proposed plan, we noticed that with the development of the Seventh-Military one-way system and with the presence of the present Military-Electric system to the south, the existing two-way section of Military between these two one-way systems will become a potential bottleneck. We suggest that consideration be given to plans calling for either the eventual widening of this facility or an extension of the Seventh Street one-way facility to connect with Electric Avenue in the vicinity of Tenth Street.

H. H. Cooper, Director

Traffic Division

HHC:HMH:mli

cc: S. J. Levine

# City of Port Huron

# RESOLUTION

September 6, 1961

BY THE CITY PLAN COMMISSION PORT HURON, MICHIGAN

WHEREAS the City of Port Huron has a "recognized" Planning Commission "duly constituted according to existing planning enabling legislation", which Planning Commission has been given the responsibility for the preparation of a Master Plan for the city, and

WHEREAS the Plan Commission, in pursuance of this delegated responsibility, has caused to be made detailed and comprehensive studies of existing conditions and development trends, and on the basis of these studies, made projections of the future development of the community, part or parts of which have been adopted as elements of a Master Plan of community development, and

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

WHEREAS the City Plan Commission and representatives of the Planning Division have cooperatively studied this problem and have prepared such a highway plan, now therefore

BE IT RESOLVED, That the plan entitled "Port Huron Highway Plan", as presented, is consistent with and compatible with the planning and development objectives of the City of Port Huron, and

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

MOTION BY MARTINEK, SECONDED BY NORRIS

5 AYES, O NOES

William A. Bassett, Secretary

City Plan Commission