



# CITIZENS RESEARCH, INC.

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A  
FIVE-YEAR CAPITAL IMPROVEMENTS  
PROGRAM  
FOR  
FRANKLIN COUNTY, OHIO  
1965-1969

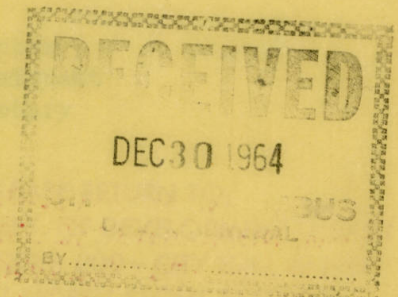
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A Pilot Project  
Prepared  
by  
CITIZENS RESEARCH, INC.

December, 1964



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CITIZENS RESEARCH, INC.

Citizens Research is an independent, non-political, fact-finding organization devoted to efficiency in local government. C-R's two main functions are (1) to assist public officials in improving the operation of government, and (2) to keep the public informed about local public affairs.

This capital improvements study for Franklin County is a report designed primarily to carry out the first of these two functions.

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In 1964, at the request of the Franklin County Commissioners, Citizens for Progress prepared a report which would present for the first time the capital improvement plans of the Franklin County, Ohio government and its constituent agencies.

The County Five-Year Capital Improvements Program, which includes the study as well as planning, was completed in December, 1964. It was presented to the County Commissioners and other governmental officials at that time and the following action would take place:

- 1. That the pilot Five-Year Program would be studied by the County Commissioners;
- 2. That it be aired in a public hearing before citizens, county officials, and planners;
- 3. That it be revised where necessary;
- 4. That it be adopted by the County Commissioners as a guide for coordinated growth in our community.

That additional Capital Improvements Programs for the County be prepared, studied, and adopted each year starting in 1965.

The Five-Year Program

The Five-Year County Capital Plan calls for the expenditure of almost \$40,000,000 over a five-year period. This includes \$24,535,582 in county funds, \$19,400,900 from Federal and State grants, and private fund raising campaign, \$570,000 from the City of Columbus and the State of Ohio.

The program is summarized as follows:

A

FIVE-YEAR CAPITAL IMPROVEMENTS

PROGRAM

FOR

FRANKLIN COUNTY, OHIO

1965-1969

A Summary of the 26-Page Report

In April, 1964, at the request of the Franklin County Commissioners, Citizens Research began to prepare a report which would present for the first time the projected capital improvement plans of the Franklin County, Ohio government and county-related agencies.

This pilot County Five-Year Capital Improvements Program, which includes data on finances as well as planning, was completed in December, 1964. It was presented to the County Commissioners and other governmental officials at that time with the hope that the following action would take place:

1. That the pilot Five-Year Program would be studied by the County Commissioners; that it be aired in a public hearing before citizens, public officials, and planners; that it be revised where necessary; and that it be adopted by the County Commissioners as a guide for coordinated growth in our community.
2. That additional Capital Improvements Programs for the County be prepared, studied, and adopted each year starting in 1965.

The Five-Year Program

The proposed Five-Year County Capital Plan calls for the expenditure of almost \$52,000,000. This includes \$26,633,500 in county funds, \$19,400,900 from Federal sources, \$4,869,000 from a private fund raising campaign, \$970,000 from the City of Columbus and \$63,000 from the State of Ohio.

The projects can be summarized as follows:

Hospitals - Replacement of all non-fireproof buildings, expansion of three hospitals, a new satellite hospital, changes and additions to four other hospitals, a new school of nursing, a new nurses residence, expansion of patient services, and a net increase of 600 hospital beds.

Public Housing - (1) An addition of 396 dwelling units at Bolivar Arms; (2) 278 units at the Alum Crest Homes adjacent to the County's Alum Crest Hospital (it now appears this project will be rejected by the Federal government); (3) a Senior Citizens Center and Hi-Rise Apartments (260 units) at Summit and Second; and (4) Golden Age Homes (380 units) at West Broad and Central.

County Engineer - Major road improvements include:

Stelzer Road - Seventh Avenue to Agler  
Wilson Road - West Broad to Sullivant  
Morse Road - Cleveland to State Route 3  
Frank Road - Interstate 71 to State Route 3  
Clime Road - Georgesville Road to State Route 3  
17th Avenue Freeway

Other projects include three bridge improvements, 30 to 35 miles of road blacktopping annually, and five other road widenings or extensions.

Other Lands & Buildings - Other miscellaneous projects include: (1) re-wiring Court House Building, (2) additional improvements to the newly acquired Godman Building, and (3) general improvements at the Child Welfare Board's Franklin Village.

#### Comments and Suggestions

As a follow-up to the preparation of the pilot Five-Year Program for the County, the following comments and suggestions are made by Citizens Research relative to implementing a sound program of capital planning for Franklin County.

1. The basic responsibility for initiating a capital program, for requesting staff agencies to collect the information and prepare the program, and for holding public hearings on the proposed program should be in the hands of the County Commissioners.
2. An agency should be responsible for the collecting and analyzing of all departmental capital requests each year. The agency that appears best able to do this job is the Franklin County Regional Planning Commission.
3. Financial information necessary in the preparation of a capital improvements program should be collected and made available by the County Auditor's office.
4. One of the best methods available for carrying out County Capital Improvements Programming is through the employment of a County Administrator.

As permitted by State law, the County Commissioners can employ such a County Administrator and assign to him, as one of his functions, the general overall preparation, financial analysis, and administration of the County's capital program. The Administrator would be directly responsible to the County Commissioners and could make use of the County Auditor's office and the Regional Planning Commission to the extent that these agencies would be needed in preparing the capital program.

5. There is a need for better communication among County agencies, and for improved public information to interested citizens about County activity---general operations as well as capital projects.

To this end, the County should provide sufficient funds for the preparation and distribution of administrative and financial reports of the various County agencies.

Particularly needed are:

- A. An annual report by the County Auditor including statistics and data on all County operations, capital outlay, and debt financing. This should be in addition to the report prepared for the State Auditor and published each Spring in a local newspaper. The report might be patterned after the one published by the Columbus City Auditor.
  - B. The proposed Annual County Operating Budget prepared for adoption by the County Commissioners. This document should include a general budget policy statement, a breakdown of revenue estimates, comments on the reason for an increase or decrease in each agency's allocations, and comparisons with recent years' operations.
  - C. The proposed County capital improvements program.
  - D. Annual reports by:
    1. The County Engineer.
    2. The County Commissioners - and all agencies directly responsible to the Commissioners.
6. Some projects were omitted from this pilot program because of lack of available information or indefinite plans. Such projects should be surveyed and considered in future capital programs. Included in this list of capital projects are:
    1. County water and sewer lines and facilities.
    2. County Parks Commission projects.
    3. Columbus Metropolitan Parks land acquisition and development.
    4. Addition to the Juvenile Detention Center.
    5. Improvements or conversions to the Benjamin Franklin T.B. Hospital.
    6. Purchase of land for new County Courthouse at existing or new site.
    7. Construction of a New Court House.
    8. County-wide Garbage Disposal System.

## INTRODUCTION

The purpose of this report is to give the government of Franklin County the information it needs to study and eventually adopt a County Capital Improvements Program. This proposed program was prepared by Citizens Research, Inc. at the request of the Franklin County Commissioners. It should be emphasized that this is a pilot project which brings together for the first time, the projected capital improvement plans for a five-year period (1965-1969) of the county and county-related agencies.

For the last three years, Citizens Research has reviewed and analyzed the City of Columbus' Capital Improvements Programs. In discussing these programs, the Capital Improvements Committee of Citizens Research became interested in the possibility of a similar type of program for the County. Thus, in April of 1964, Citizens Research prepared a report on what the role of a capital improvements program might be for the County. This report was brought to the attention of the County Commissioners and, at the same time, Citizens Research volunteered to assemble the information for a pilot Five-Year Capital Improvements Program for Franklin County, including data on finances as well as planning. The position of Citizens Research as a non-political, fact-finding organization was an important factor in the decision made by the County Commissioners to accept C-R's offer on April 14, 1964.

### Why a Capital Improvements Program?

There are many reasons for and advantages of a capital improvements program. Some of these include:

- (1) The needs of all agencies can be seen in relation to one another, thus promoting cooperation on individual projects and in future planning.
- (2) The most desirable order of priority can be established for the various public improvements by seeing the needed projects together and comparing their urgency and their relative benefits.
- (3) Site acquisition and designing of buildings can be done well in advance of construction, thus enabling more thought to be given to layout and circulation.
- (4) Capital improvements expenditures and the operating budget can be studied together and thus permit realistic future planning.
- (5) The public can become more aware of the activities and the plans for expanded services of the County if open hearings are held with each agency. At such meetings, the County Commissioners, the representatives of the agencies, and interested groups and individuals could discuss the proposed plans. The reports of these meetings in the newspapers would reach even more people.



FINANCING THE PROGRAM

In order to place capital improvements financing in it's proper perspective, a short general survey of county government financing is presented in the section that follows.

General County Financing. The residents of Franklin County, as of every county, pay taxes to and receive benefits from many levels of government. Taxes collected directly by the Federal Government include those in income, excise, and sales. A proportion of these is returned to the counties in the form of federal aid to highways, hospitals, airports, welfare, public housing, and urban renewal. This money may come directly to the counties or may be distributed among the counties and municipalities by the State.

The State of Ohio also collects taxes directly. These include gasoline tax, motor vehicle license tax, sales tax, and others. Some of this is returned to Franklin County in the form of the road fund, a major portion of which comes from motor vehicle licenses and a small part from gas tax. The size of the road fund is determined by formula, and the fund is administered by the County Engineer. Other benefits from state taxes are direct expenditures on road construction; part of the proceeds from the sales tax, which is distributed at the discretion of the Budget Commission (the County Auditor, the County Treasurer, and the County Prosecuting Attorney), and others.

The County Treasurer collects taxes certified by the County Auditor on behalf of many agencies other than the County such as the State of Ohio, the municipalities in the County, school districts, and Metropolitan Parks.

The total amount of collection in Franklin County for the eleven years from 1953 to 1963 can be seen in Chart I (page 2) and of distribution in Chart II (page 2). The rapid increase in property tax is evident in Chart I, and a resultant increase in the amount spent on schools and the County is shown in Chart II.

Chart III on page 3, shows how Franklin County's share of the monies collected by the Treasurer is supplemented by federal and state aid and from other sources. Chart IV on page 3, shows the steady increase in county operations and in health, welfare, and corrections. Chart IV also shows the erratic nature of capital improvements spending.

The trends in capital improvements expenditures can be seen more clearly in Charts V and VI on pages 4 and 5. In Chart V, the Special Assessment Bonds, the Highway Fund, and the Metropolitan Parks income are relatively steady while the General Tax Bonds fluctuate widely. These bonds must be approved by the voters for special projects. For instance, the issuing of ten million dollars in hospital bonds created the high figure in 1958. The uneven source of revenue results in equally erratic expenditure figures as seen in Chart VI.

Chart I  
TOTAL FRANKLIN COUNTY TAX COLLECTION, 1953-63  
(in millions of dollars)

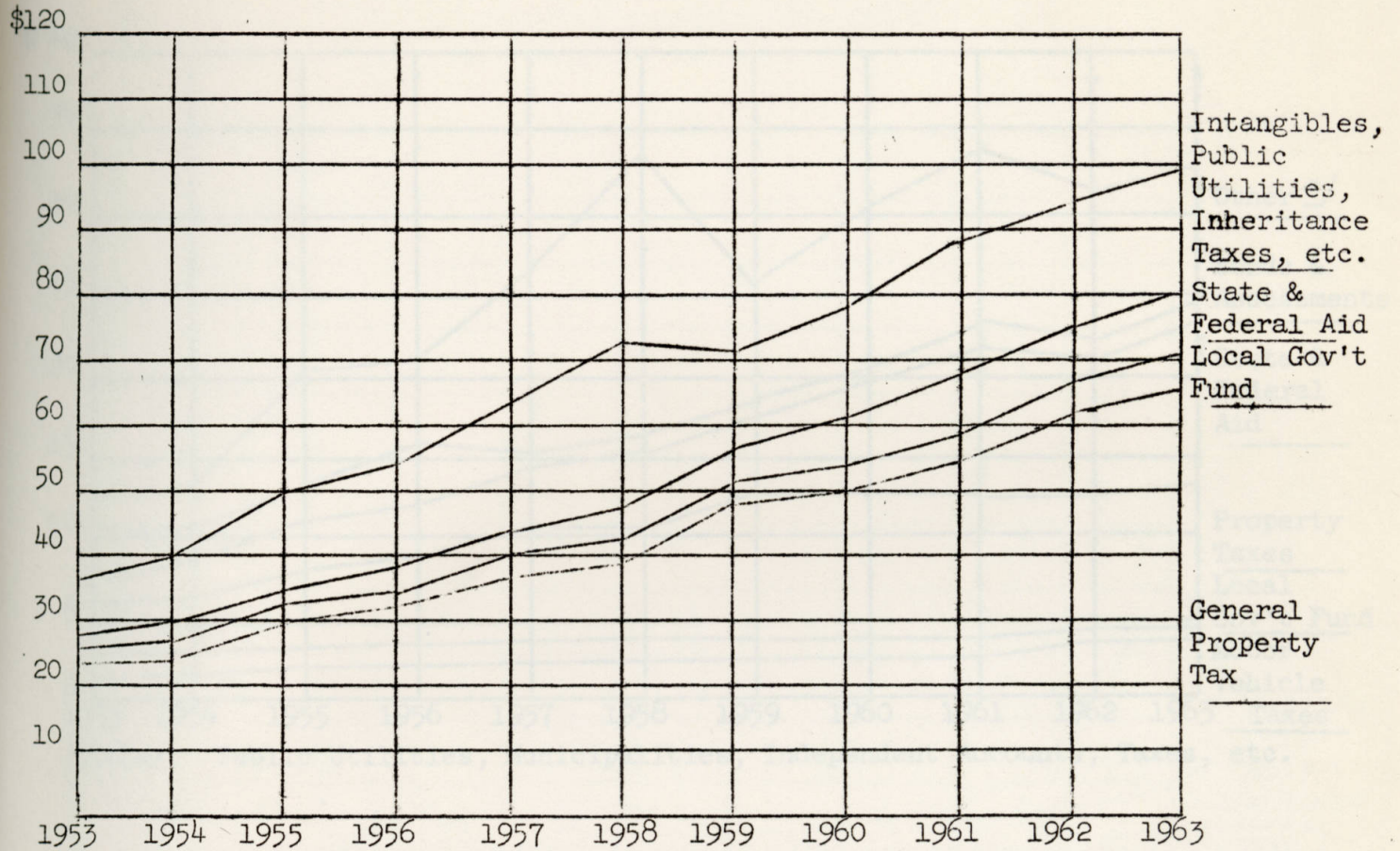


Chart II  
TOTAL FRANKLIN COUNTY TAX DISTRIBUTION, 1953-1963  
(in millions of dollars)

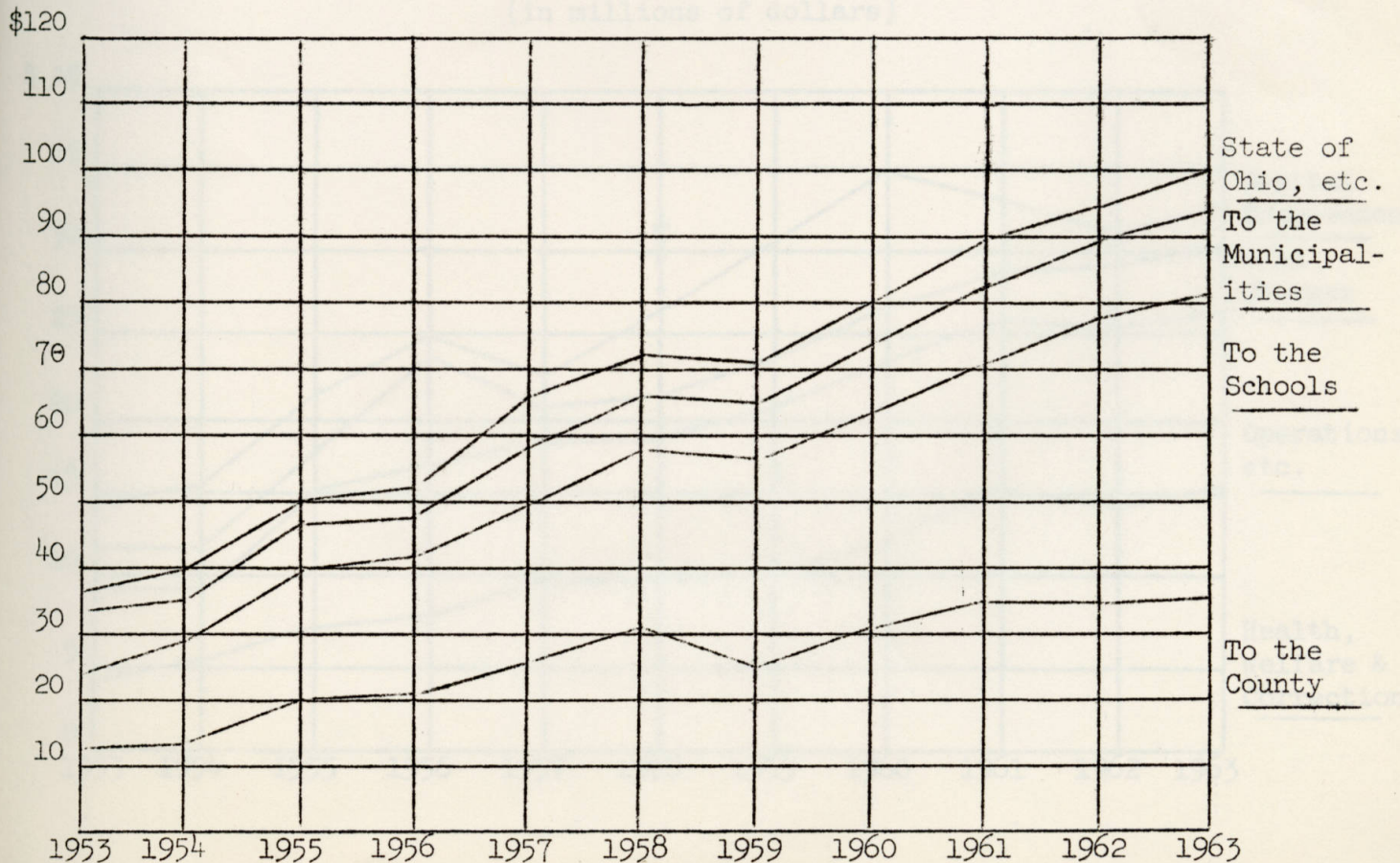


Chart III

FRANKLIN COUNTY USE REVENUE, 1953-1963  
(in millions of dollars)

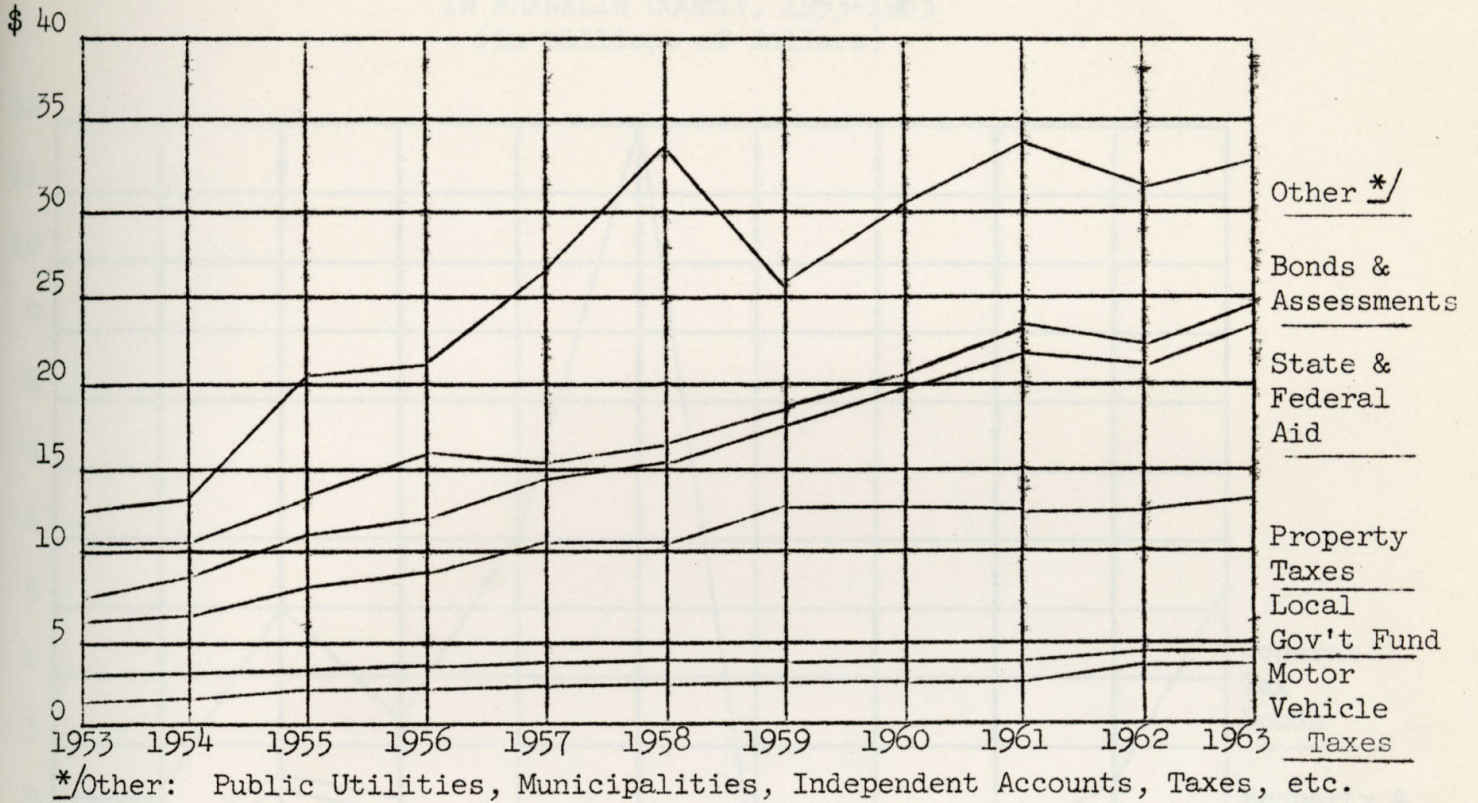


Chart IV

FRANKLIN COUNTY EXPENDITURES, 1953-1963  
(in millions of dollars)

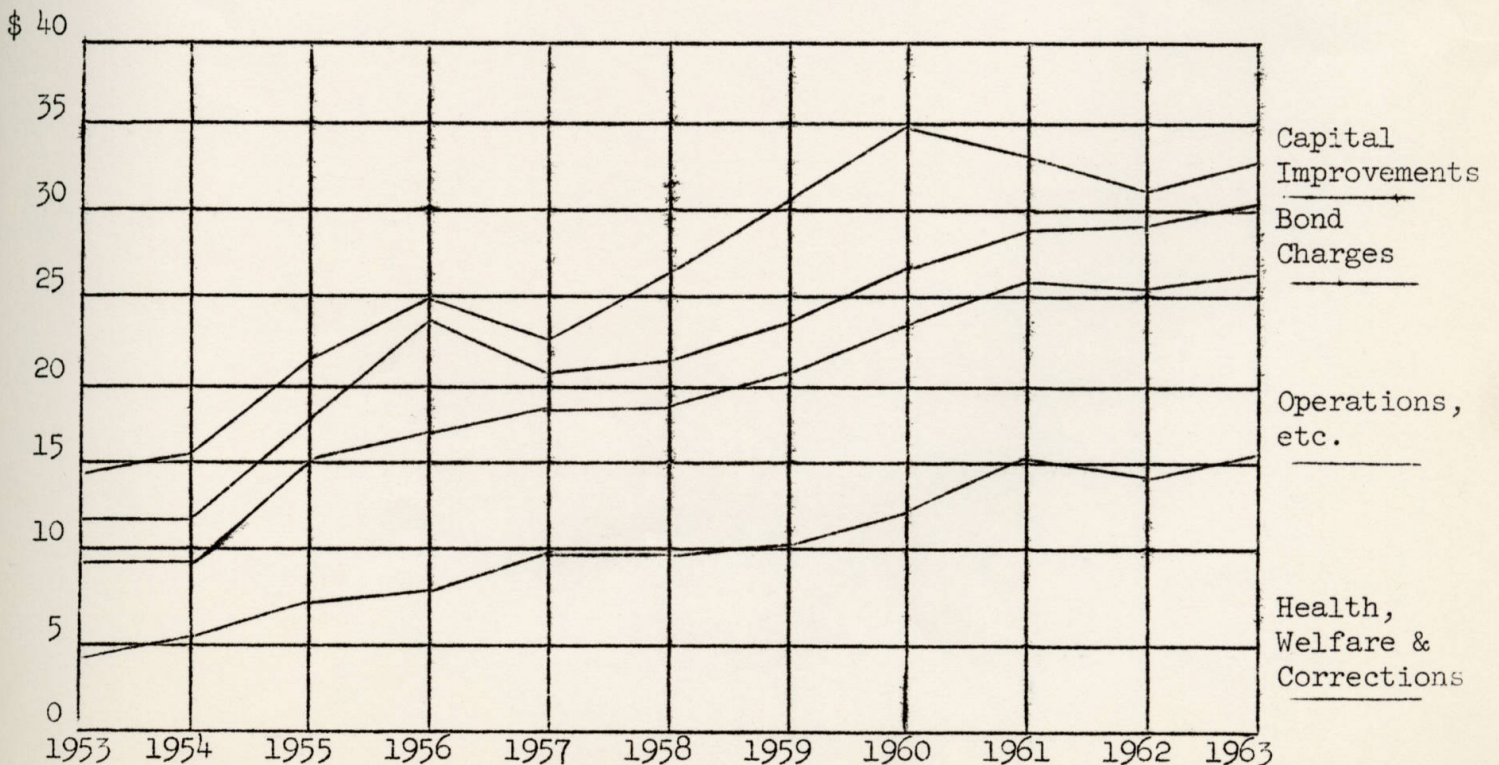


Chart V

FINANCING OF CAPITAL IMPROVEMENTS  
IN FRANKLIN COUNTY, 1953-1963  
(in millions of dollars)

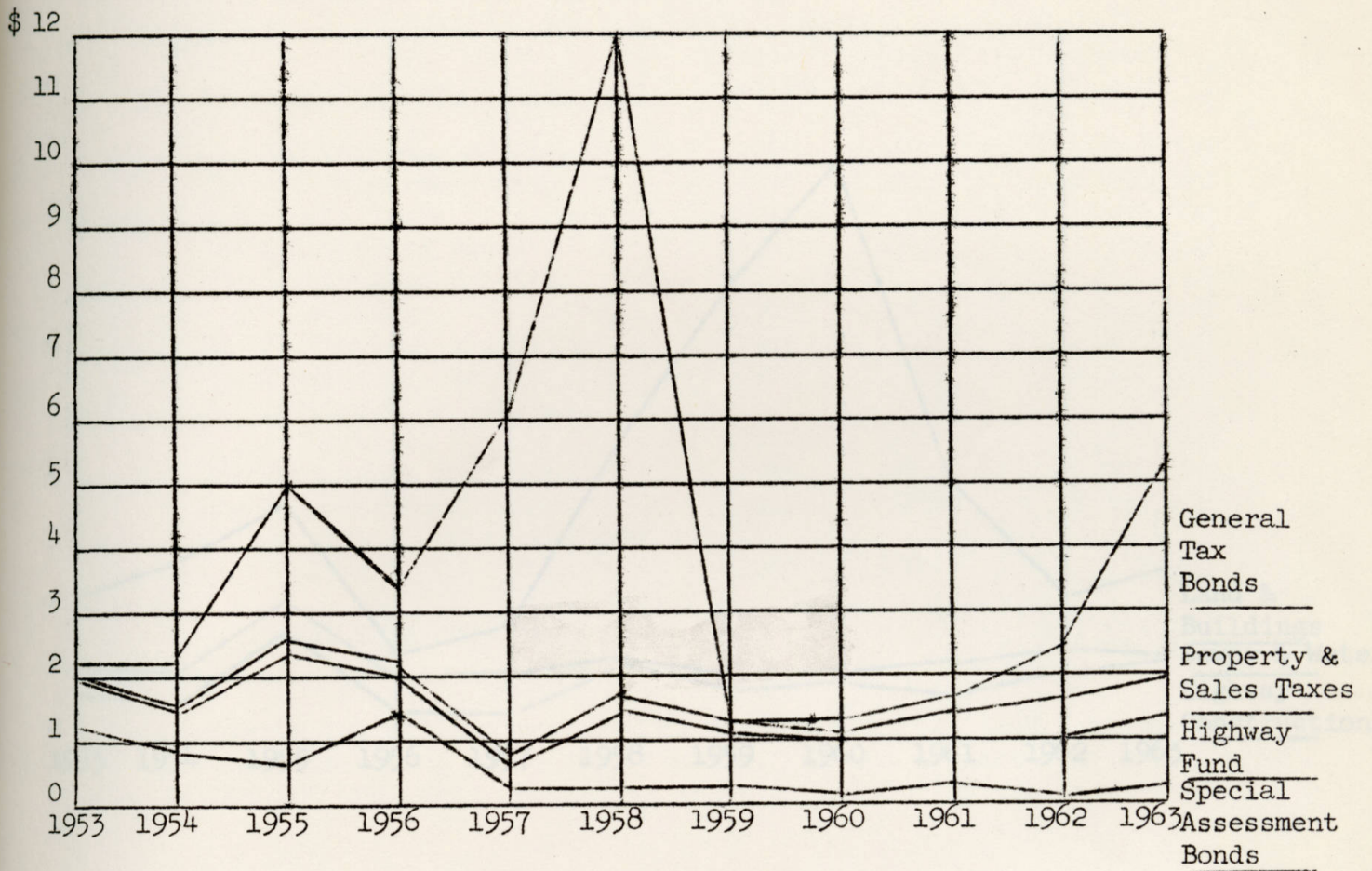
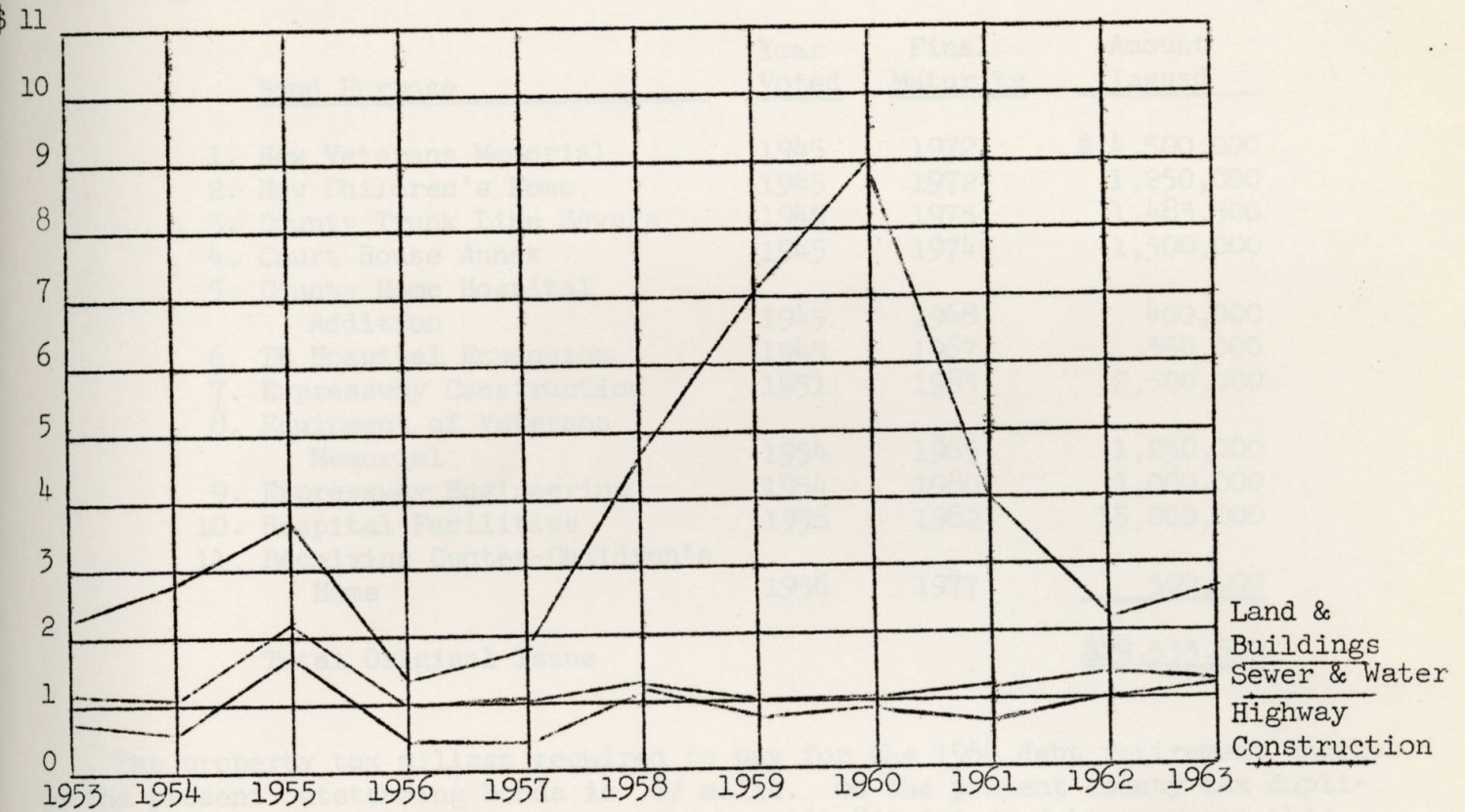


Chart VI

CAPITAL EXPENDITURES IN FRANKLIN COUNTY, 1953-1963  
(in millions of dollars)



of \$2,050,000, this amounts to about \$1,500,000 in debt payments this year.

The total net indebtedness of a county cannot exceed 5% of the first \$100 million of tax duplicate plus 1 1/2% of the balance over \$20 million. For Franklin County, the debt limit as of January 1, 1963 was \$31,500,000. Bonds outstanding on that date amounted to \$19,240,000 (\$17,905,000 in public voted bonds, \$1,335,000 in unvoted bonds). Therefore, the debt margin as of 1963 was \$12,260,000.

Unvoted or Inside Bonds. The unvoted bonds outstanding as of January 1, 1963 amounted to \$1,335,000. These bonds and their original purposes of issue were as follows:

Bond Purpose	Year Issued	Amount	Amount Outstanding
1. Re-Assessment of Tax Map	1953	\$ 456,000	
2. Children's Day Office Building	1954	150,000	
3. County Sewerage System	1955	690,000	
4. Re-Assessment of Tax Map	1956	339,000	
<b>Total Original Issue</b>		<b>\$ 1,635,000</b>	

STATUS OF OUTSTANDING GENERAL TAX BONDS

Public Voted or Outside Bonds. As of the beginning of 1964, Franklin County had a total of \$17,983,000 in public voted bonds outstanding. These bonds and their original amount of issue were as follows:

<u>Bond Purpose</u>	<u>Year Voted</u>	<u>Final Maturity</u>	<u>Amount Issued</u>
1. New Veterans Memorial	1945	1972	\$ 4,500,000
2. New Children's Home	1945	1972	1,250,000
3. County Trunk Line Sewers	1945	1975	1,483,500
4. Court House Annex	1945	1974	1,500,000
5. County Home Hospital Addition	1945	1968	400,000
6. TB Hospital Expansion	1945	1967	350,000
7. Expressway Construction	1951	1985	2,500,000
8. Equipment of Veterans Memorial	1954	1965	1,250,000
9. Expressway Engineering	1954	1980	1,000,000
10. Hospital Facilities	1956	1982	15,000,000
11. Receiving Center-Children's Home	1956	1977	<u>300,000</u>
Total Original Issue			<u>\$29,533,500</u>

The property tax millage required to pay for the 1964 debt retirement charges on the present outstanding bonds is .87 mills. On the present county tax duplicate of \$2,030,000,000, this amounts to about \$1,800,000 in debt payments this year.

The total net indebtedness of a county cannot exceed 3% of the first \$100 million of tax duplicate plus 1 1/2% of the balance over \$100 million. For Franklin County, the debt limit as of January 1, 1964 was \$31,950,000. Bonds outstanding on that date amounted to \$19,240,000 (\$17,983,000 in public voted bonds, \$1,257,000 in unvoted bonds). Therefore, the debt margin in 1964 was \$12,710,000.

Unvoted or Inside Bonds. The unvoted bonds outstanding as of January 1, 1964 amounted to \$1,257,000. These bonds and their original amount of issue were as follows:

<u>Bond Purpose</u>	<u>Year Issued</u>	<u>Year of Maturity</u>	<u>Amount Issued</u>
1. Re-Assessment of Tax Dup.	1960	1965	\$ 456,000
2. Children's Home office Building	1961	1972	150,000
3. County Buildings Improve- ments	1962	1972	690,000
4. Re-Assessment of Tax Dup.	1962	1968	<u>384,000</u>
Total Original Issue			<u>\$ 1,680,000</u>

The property tax millage required to pay for the 1964 debt charges on the county's unvoted bonds is .12 mills. With the present tax duplicate of \$2 billion, this amounts to approximately \$243,600 in debt payments for unvoted bonds this year.

The debt limit on unvoted county bonds is 1% of the first \$100 million of tax duplicate and one half of 1% of the balance over \$100 million. For Franklin County, the debt limit for unvoted bonds as of January 1, 1964 was \$10,650,000. Bonds outstanding on that date amounted to \$1,257,000. Therefore, the debt margin for unvoted bonds in 1964 was \$9,393,000.

The \$9 million debt margin is deceiving, however. If the total county debt is at the debt limit, then neither unvoted nor voted bonds can be issued. Another more important factor is the amount of unvoted property tax the county can afford to allocate for debt retirement of unvoted bonds each year.

\* \* \* \* \*

Source of Funds	1963-1964	1964
Property Tax	1,500,000	1,500,000
State of Ohio	1,000,000	1,000,000
County General Fund	1,000,000	1,000,000
Other Vehicle License & Fees	1,000,000	1,000,000
Child Welfare Funds	1,000,000	1,000,000
Federal	1,000,000	1,000,000
County General Fund	1,000,000	1,000,000
State of Ohio	1,000,000	1,000,000
<b>Total</b>	<b>10,000,000</b>	<b>10,000,000</b>

SUMMARY OF THE FIVE-YEAR PROGRAM, 1965-1969  
Franklin County, Ohio

<u>Project</u>	<u>Total (1965-1969)</u>	<u>Source of Funds (1965-1969)</u>	<u>1965</u>	<u>1966</u>	<u>1967</u>	<u>1968</u>	<u>1969</u>
Hospitals	\$19,869,000	\$15,000,000 VB 4,869,000 P	-----ALLOCATIONS BY YEARS UNAVAILABLE AT THIS TIME-----				
Public Housing	18,906,400	18,286,400 R 320,000 Col 300,000 I	\$ 3,724,400 R 320,000 Col	\$ 8,048,000 R 300,000 I		\$ 6,514,000 R	
Highways & Bridges	13,044,000	11,216,500 T 650,000 Col 1,114,500 F 63,000 S	2,264,000 T 650,000 Col 782,000 F 63,000 S	1,100,000 T	1,382,500 T 332,500 F	1,320,000 T	5,150,000 T
Improvements to Franklin Village	75,000	75,000 W	75,000 W				
Electrical Wiring at Court House	15,000	15,000 G	15,000 G				
Rehabilitation of 2nd & 3rd floors of County Services Building	27,000	27,000 G	27,000 G				
<b>TOTALS</b>	<b>\$51,936,400</b>	<b>\$51,936,400</b>	<b>\$ 7,920,400</b>	<b>\$ 9,448,000</b>	<b>\$ 1,715,000</b>	<b>\$ 7,834,000</b>	<b>\$ 5,150,000</b>

VB - Voted Bonds	T - Motor Vehicle License & Gas Tax
P - Private Funds-Hospital Fund Campaign	W - Child Welfare Funds
R - Revenue Bonds	F - Federal
Col - Columbus	G - County General Fund
I - County Inside or Non-Voted Bonds	S - State of Ohio

Note: The totals for each year, 1965-1969, do not include the hospital figures, which are unavailable at this time.



## COUNTY HOSPITAL IMPROVEMENTS

The 1964 county bond issue for the hospitals is designed to implement the uncompleted projects carried over from the 1956 hospital capital improvements program and to meet the demands for hospital services by an increasing population. This newest expansion program includes the replacement of all non-fireproof areas, the expansion of three hospitals, a new satellite hospital, changes and additions to four other hospitals and a new school of nursing and nurses residence. Patient services such as operating room, x-ray, laboratory, emergency and others will be expanded and the number of medical-surgical, special pediatric, psychiatric and rehabilitation patient units increased for a net gain of about six hundred beds.

These projects have been programmed after careful study by planning committees of the individual hospitals and related to community need by the Columbus Hospital Federation and the Ohio Department of Health's Division of Medical Facilities, (the Hill-Burton Authority). The overall projection was also evaluated in connection with expansion plans.

The satellite hospital was proposed as an economic and efficient way to provide quality of service for eastern Columbus and Franklin County. The hospital will be built at Noe-Bixby and East Broad and will be a part of the administration of Mt. Carmel Hospital, the parent institution. The continued development of the satellite hospital system is based upon the operating experience of Doctors West, a satellite of Doctors Hospital.

The Finances. The hospitals represented by the Columbus Hospital Federation have three main sources of financing; bond issues, coordinated fund-raising campaigns and the private funds of each hospital. The 1956 bond issue for 15 million dollars was issued in 1957 (\$5 million) and 1958 (\$10 million). To supplement this bond issue, a \$4 million fund-raising campaign was conducted by the Columbus Hospital Federation. Thus, the program initiated in 1956 entailed an expenditure of \$19,461,315.29 from sources outlined in Table H-1. The additional \$3.6 million provided by the participating hospitals resulted in a \$23 million expansion program.

Since 1956, the hospitals have also used their own funds (about \$16 million) for additional improvements, some of which are currently underway. These capital improvement projects include a new power plant at St. Anthony, the construction of Doctors Hospital West (the first satellite hospital in the area), a new pavilion for psychiatric care and the renovation of the last older wing at Mt. Carmel, the completion of the ninth floor of the hospital and an addition to the School of Nursing at Riverside Methodist, additional remodeling and construction of a research center at Children's Hospital, major remodeling in old Grant Hospital for physical medicine and rehabilitation, renovation and improvements at St. Ann's and Mercy, and construction of the north wing at Doctors Hospital.

In addition to the funds provided by the hospitals, the amount budgeted for this current program is \$19,869,000. The bond issue was approved in November, 1964, for \$15 million and the remainder (\$4,869,000) is to be raised by a coordinated fund-raising campaign for the member hospitals by the Columbus Hospital Federation.

The details on hospital projects can be found in Table H-2. The allocations by year are not available at this time. Final determination will be based upon the availability of additional funds from Federal and other sources, the scheduling of the sale of bonds by county officials, the outcome of the private campaign by the Columbus Hospital Federation and other conditioning factors to be considered by the County Hospital Commission of Franklin County.

	<u>Bond Funds</u>	<u>Fund Raising Campaign</u>	<u>Ford Foundation</u>	<u>Total Paid</u>
Children's	\$ 1,978,833.00	\$ 618,603.02	\$104,200.00	\$ 2,701,636.02
Doctors	706,262.00	121,900.00		828,162.00
Grant	5,836,868.00	662,875.50	151,000.00	6,650,743.50
Mercy	383,224.00	42,200.00	25,000.00	450,424.00
Nt. Carmel	527,567.00	430,330.00	218,000.00	1,175,897.00
St. Ann's	526,400.00	476,100.00	40,000.00	1,042,500.00
St. Anthony	745,845.00	305,600.00	45,000.00	1,096,445.00
White Cross Riverside	4,467,700.00	982,736.71	168,000.00	5,618,436.71
Bond Expenses	<u>12,500.00</u>			<u>12,500.00</u>
<b>TOTAL</b>	<u>\$15,000,000.00</u>	<u>\$3,568,015.29</u>	<u>\$793,200.00</u>	<u>\$19,361,215.29</u>

Source: Columbus Hospital Federation - June 30, 1964

Table H-1

1956-1961 HOSPITAL EXPANSION PROGRAM

Franklin County, Ohio

	<u>Bond Funds</u>	<u>Fund Raising Campaign</u>	<u>Ford Foundation</u>	<u>Total Paid</u>
Children's	\$ 1,978,833.00	\$ 618,603.02	\$104,200.00	\$ 2,701,636.02
Doctors	706,262.00	121,900.00		828,162.00
Grant	5,836,868.00	669,875.56	151,600.00	6,658,343.56
Mercy	388,044.00	42,900.00	35,900.00	466,844.00
Mt. Carmel	657,547.00	450,300.00	218,900.00	1,326,747.00
St. Ann's	206,400.00	476,100.00	48,900.00	731,400.00
St. Anthony	745,846.00	305,600.00	45,800.00	1,097,246.00
White Cross Riverside	4,467,700.00	982,736.71	188,000.00	5,638,436.71
Bond Expenses	<u>12,500.00</u>			<u>12,500.00</u>
TOTAL	<u>\$15,000,000.00</u>	<u>\$3,668,015.29</u>	<u>\$793,300.00</u>	<u>\$19,461,315.29</u>

Source: Columbus Hospital Federation - June 30, 1964

Table H-2

1965-1969 COUNTY HOSPITAL IMPROVEMENTS  
Franklin County, Ohio

<u>Hospital and Projects</u>	<u>Cost Scheduled for Five Year Period</u>	<u>1965</u>	<u>1966</u>	<u>1967</u>	<u>1968</u>	<u>1969</u>
<u>DOCTORS: (Dennison &amp; Third Avenue)</u>						
1) Replacement of Center Wing	\$ 1,650,000	\$	\$	\$	\$	\$
2) Construction of new South Wing (replacement of present Annex)	791,000					
<u>Total for Doctors</u>	<u>\$ 2,441,000</u>	<u>\$</u>	<u>\$</u>	<u>\$</u>	<u>\$</u>	<u>\$</u>
<u>ST. ANTHONY: (Hawthorne &amp; Taylor)</u>						
1) Replacement of main section of Hospital	\$ 5,000,000	\$	\$	\$	\$	\$
<u>MERCY: (South High &amp; Markison)</u>						
1) Replacement of all but East Wing plus 30 additional medical-surgical beds	\$ 2,682,000	\$	\$	\$	\$	\$
<u>CHILDREN'S: (South 17th &amp; Stone)</u>						
1) Monroe Street Project: new construction and remodeling	\$ 312,000	\$	\$	\$	\$	\$
2) Expansion of Rehabilitation Clinic	60,000					

Note: Allocations by year not available as of this date.

Table H-2 (continued)

COUNTY HOSPITAL IMPROVEMENTS

<u>Hospitals and Projects</u>	<u>Cost Scheduled for Five Year Period</u>	<u>1965</u>	<u>1966</u>	<u>1967</u>	<u>1968</u>	<u>1969</u>
<u>CHILDREN'S: (continued)</u>						
3) Expansion of General Clinic	\$ 100,000	\$	\$	\$	\$	\$
Total for Children's	\$ 472,000	\$	\$	\$	\$	\$
<u>GRANT: (East State &amp; South Sixth Street)</u>						
1) New School of Nursing for 200 Students	\$ 2,500,000	\$	\$	\$	\$	\$
2) Remodeling of Town St. Bldg.	500,000					
Total for Grant	\$ 3,000,000	\$	\$	\$	\$	\$
<u>RIVERSIDE METHODIST: (W. North Broadway &amp; Olentangy River Road)</u>						
1) Addition of new long term care unit	\$ 2,440,000	\$	\$	\$	\$	\$
<u>MT. CARMEL:</u>						
1) 140 Bed Satellite Hospital - East Broad and Noe Bixby Road	\$ 3,500,000	\$	\$	\$	\$	\$
<u>ST. ANN'S: (Bryden &amp; Kelton)</u>						
1) Construction of Nurses Residence	\$ 162,000	\$	\$	\$	\$	\$
2) Remodeling for surgical suite and other services	102,000					

Note: Allocations by year not available as of this date.

COUNTY HOSPITAL IMPROVEMENTS

<u>Hospital and Projects</u>	<u>Cost Scheduled for Five Year Period</u>	<u>1965</u>	<u>1966</u>	<u>1967</u>	<u>1968</u>	<u>1969</u>
<u>ST. ANN'S: (continued)</u>						
3) Remodeling for 26 medical-surgical beds	\$ 70,000	\$	\$	\$	\$	\$
Total for St. Ann's	\$ 334,000	\$	\$	\$	\$	\$
<b>GRAND TOTAL</b>	<b>\$19,869,000</b>	<b>\$</b>	<b>\$</b>	<b>\$</b>	<b>\$</b>	<b>\$</b>

Note: Allocations by year not available as of this date.

## METROPOLITAN HOUSING

A Housing Authority is a non-profit organization established under Ohio State law (Chapter 3735, Revised Code of Ohio) to provide "safe and sanitary housing accommodations to families of low-income." The Columbus Metropolitan Housing Authority was established on May 8, 1934. It is a separate layer of government, but similar to the county in that it is a creature of the State. One of the major capital projects that the C.M.H.A. is planning, the Alum Crest Homes, will be coordinated with the County's Alum Crest Home and Hospital. The C.M.H.A. is not included in the Columbus Capital Improvements Program, and since this report is designed to be as comprehensive as possible, Citizens Research felt that the C.M.H.A. program should be included.

The Projects. The first of C.M.H.A.'s projects, OH 1-10 (B) is a continuation of OH 1-10 (A) at Bolivar Arms. The area of the project is bordered by existing Leonard and Bolivar on the north, Trevitt on the east, Acheson on the south, and Monroe on the west. OH 1-10 (B) will have 396 dwelling units which will probably include one high rise apartment building. This project is expected to start in 1968 and be completed in 1970.

Ohio 1-12 is more closely allied with the County than any of the other projects. This project is the Alum Crest Homes which will be built northwest of the Alum Crest Hospital area at Frebis and Alum Creek Drive. The buildings will be designed for congregate living with a central food service and central linen service if desired. The project is for older people who cannot completely take care of themselves but who do not need to be hospitalized. One advantage of the location is that if medical problems would arise, the people would be close to medical care and, if necessary, readily moved into the hospital. The project involves a total of 278 units. Because the land is already owned by the County, it is planned that this project will be underway in 1965 or 1966 - the usual delay caused by land acquisition being avoided. A certain amount of the money will need to come directly from the County because public housing cannot buy community space equipment or central equipment. This project is scheduled for completion in 1968.

The Second Avenue Senior Citizens project, OH 1-13, will have three nine-story high rises that are connected to each other by a central elevator system. These three buildings will contain 224 dwelling units. In addition, there will be nine garden apartment buildings with four dwelling units in each. Thus, the total number of units in the entire project will be 260. The area for this project is bordered by Second Avenue on the north, Summit on the east, First Avenue on the south, and Auto Lane Alley on the west. There will also be a Community-Recreation House in this area primarily for the elderly. The entire project is scheduled to be under construction in 1965 and be completed eighteen months later.

The final project, proposed OH 1-14, is in the planning stage and is the result of Governor Rhodes' plan for Golden Age Homes. These homes are actually for people of any age who have been released from institutions and have no other place to go. As of this time, the number of dwelling units is scheduled to be 300. The area for the project is south of West Broad at Central Avenue on land owned by the State. Since this project was initiated by the State, the State Government will pay for the equipment that public housing cannot buy. 1966 is proposed as the starting date for this project.

The Finances. The projects of the Columbus Metropolitan Housing Authority are financed by revenue bonds. The debt charges of these bonds are then paid by the Federal Government in an annual contribution equal to the total debt charges for that year.

When the C.M.H.A. cooperates with another governmental unit in the construction of a project, the other unit pays an amount equal to the amount that the C.M.H.A. cannot legally provide. Examples of this are the community space and central equipment at the Alum Crest Homes which will be provided by the County, similar equipment at the proposed Golden Age Home which will be provided by the State, and a Community Recreation Center at the Second Avenue Senior Citizens project, most of which will be provided by the City.

Table M-1

1955-1959 COLUMBUS METROPOLITAN HOUSING AUTHORITY  
Revenue Bonds

Project	Debt Scheduled for Five-Year Period	Source of Funds for Five Year Period	1955
CH 2-10 7 (for 20 units)	\$ 6,514,000	\$ 6,514,000 R	\$
CH 2-10 8	4,348,000	4,018,000 R 330,000 Co	\$
CH 2-10 9	4,044,400	3,724,400 R 320,000 Co	3,724,400 R 320,000 Co
CH 2-10 10	4,000,000	4,000,000 R	\$
CH 2-10 11	\$	\$18,206,400 R 320,000 Co 300,000 Co	4,374,400 R 320,000 Co
<b>GRAND TOTAL</b>	<b>\$23,256,400</b>	<b>\$23,256,400</b>	<b>\$ 4,294,400</b>

R - Revenue Bonds  
Co - County  
Col - Columbus



Table M-1

1965-1969 COLUMBUS METROPOLITAN HOUSING AUTHORITY  
Franklin County, Ohio

Project	Cost Scheduled for Five-Year Period	Source of Funds for Five Year Period	1965	1966	1967	1968	1969
OH 1-10 B (or OH 1-11) <u>BOLIVAR ARMS</u>	\$ 6,514,000	\$ 6,514,000 R	\$	\$	\$	\$ 6,514,000 R	\$
OH 1-12 <u>ALUM CREST HOMES</u>	4,348,000	4,048,000 R 300,000 Co		4,048,000 R 300,000 Co			
OH 1-13 <u>SECOND AVENUE SENIOR CITIZENS HOUSING AND RECREATION CENTER</u>	4,044,400	3,724,400 R 320,000 Col	3,724,400 R 320,000 Col				
OH 1-14 <u>GOLDEN AGE HOMES</u>	<u>4,000,000</u>	<u>4,000,000 R</u>		<u>4,000,000 R</u>			
TOTAL BY SOURCES OF FUNDS	\$	\$18,286,400 R 320,000 Col 300,000 Co	\$ 3,724,400 R 320,000 Col	\$ 8,048,000 R 300,000 Co	\$ -0-	\$ 6,514,000 R	\$ -0-
GRAND TOTAL	<u>\$18,906,400</u>	<u>\$18,906,400</u>	<u>\$ 4,044,400</u>	<u>\$ 8,348,000</u>	<u>\$ -0-</u>	<u>\$ 6,514,000</u>	<u>\$ -0-</u>

R - Revenue Bonds  
Co - County  
Col - Columbus

COUNTY ENGINEER

The elected County Engineer runs an agency that has almost complete administrative autonomy. However, the Engineer's jurisdiction is Franklin County; his finances, although coming mostly from State collected taxes, are recorded by the County Auditor's office; and his projects are reviewed by the County Commissioners.

The Projects. The major projects of the County Engineer for the next five years include: widening of Stelzer Road to four lanes (52 feet) from Seventh Avenue to Agler, extension of Wilson Road as a two lane highway from West Broad to Sullivant Avenue, widening of Morse Road to four lanes (52 feet) from Cleveland Avenue to the 3-C highway, extension of Frank Road from State Route 3 to Interstate 71, extension of Clime Road from Georgesville to State Route 3, and obtaining plans and right-of-way for the 17th Avenue Freeway from the Pennsylvania Railroad west of Joyce to Cassady. In addition, three bridge improvements are planned: Refugee Road bridge over Alum Creek, Refugee Road bridge over Big Walnut Creek, and expansion to four lanes of the Frank Road bridge over the Scioto River. Annually, 30 to 35 miles of blacktop resurfacing is done. Other projects are planned on Cassady Road, Bethel Road, Avery Road, Williams Road, and Brice Road.

The Finances. The primary sources of income for the County Engineer are the State collected Gas Tax and the State collected Motor Vehicle License Fees. The amount from the Gas Tax that goes to the County Engineer has only grown from \$170,000 in 1953 to \$240,000 in 1963. The majority of the Engineer's funds comes from the Motor Vehicle License Fees: \$1,754,434.73 in 1953 to \$3,199,328.25 in 1963. Over the last eleven years the amount spent for construction of new roads, bridges, and culverts has averaged \$981,148.36 per year. This compares with an annual average of \$1,599,875.12 for maintenance and repair of existing facilities and \$87,003.98 for road machinery and equipment (see Table E-1).

For the last eleven years, a balance\* has remained in the Auto License and Gas Fund as follows:

1953	\$ 814,466.90	1959	\$ 1,230,870.26
1954	870,184.11	1960	1,138,638.82
1955	1,112,791.60	1961	1,606,085.52
1956	909,351.29	1962	1,991,231.05
1957	1,310,902.41	1963	2,198,908.16
1958	932,049.69		

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\*Source: Franklin County Engineer's office records.

Table E-1

FRANKLIN COUNTY ENGINEER

Expenditures for Capital Projects, Maintenance,  
and Equipment; 1953-1963

<u>Year</u>	<u>Capital Improvements</u>	<u>Maintenance and Repair</u>	<u>Road Machinery and Equipment</u>
1953	\$ 896,838.61	\$ 1,118,208.02	\$ 101,830.80
1954	642,107.86	1,161,071.28	141,379.77
1955	1,806,905.47	1,216,668.85	65,721.57
1956	608,906.27	2,069,132.74	94,646.79
1957	587,117.94	1,737,655.91	70,428.27
1958	1,352,532.00	2,124,511.94	61,298.08
1959	862,743.27	1,578,608.54	59,333.97
1960	994,641.80	1,603,670.27	81,210.50
1961	722,498.06	1,619,199.61	63,478.77
1962	1,129,697.40	1,661,346.85	90,277.01
1963	1,188,643.28	1,708,552.36	128,438.20
<b>Average</b>	<b>981,148.36</b>	<b>1,599,875.12</b>	<b>87,003.98</b>

Source: Franklin County Auditor's Annual Reports.

Table E-2

FRANKLIN COUNTY ENGINEER

Five Year Program, 1965-1969

Description	Total Estimated Cost	Cost Scheduled for Five Year Period	Five Year Program, 1965-1969					
			1965	1966	1967	1968	1969	
1) Widen Stelzer from 7th to old Rt. 62 to 4 lanes (52')	\$ 712,000	\$ 356,000 T 356,000 F	\$ 356,000 T 356,000 F	\$	\$	\$	\$	\$
2) Wilson Road, West Broad to Sullivant (2 lanes with right- of-way for 4)	600,000	150,000 T 150,000 Col 300,000 F	150,000 T 150,000 Col 300,000 F					
3) Refugee Road (Alum Creek Bridge)	250,000	250,000 T	250,000 T					
4) Cassady extension from Agler through subdivision to the North 2 lanes	60,000	60,000 T	60,000 T					
5) Blacktopping 30 to 35 miles each year	1,750,000	1,750,000 T	350,000 T	350,000 T	350,000 T	350,000 T	350,000 T	350,000 T
6) Bethel Road U.S. 33 to Olentangy River Road, widen to 24'	425,000	425,000 T	425,000 T					
7) 17th Avenue, Penn RR west of Joyce to Cassady, plans and right of way only	1,000,000	500,000 T 500,000 Col	500,000 T 500,000 Col					

Col - Columbus; F - Federal; T - Gas Tax and Motor Vehicle License Fees

Table E-2 (continued)

FRANKLIN COUNTY ENGINEER  
Five Year Program, 1965-1969

Description	Total Estimated Cost	Cost Scheduled for Five Year Period	Cost Scheduled for Five Year Program, 1965-1969				
			1965	1966	1967	1968	1969
8) Rohr Road Bridge over N & W and C & O Tracks	\$ 50,000	\$ 50,000 T	\$ 50,000 T	\$	\$	\$	\$
9) Sunbury Road Bridge over Alum Creek	60,000	60,000 T	60,000 T				
10) Route 62 Bridge over Big Walnut Creek in Gahanna	252,000	126,000 F 63,000 S 63,000 T	126,000 F 63,000 S 63,000 T				
11) Morse from Cleveland to 3-C highway, widen to 4 lanes (52')	750,000	750,000 T		750,000 T			
12) Avery Road, Hilliard Corporation to U.S. 33, widen to 24'	500,000	500,000 T			500,000 T		
13) Refugee Road (Big Walnut Creek Bridge)	200,000	200,000 T			200,000 T		
14) Stelzer-Rt. 62 to Agler, widen to 52'	665,000	332,500 T 332,500 F			332,500 T 332,500 F		
15) Williams Road, Alum Creek Dr. to Hamilton	400,000	400,000 T				400,000 T	

Col - Columbus  
F - Federal  
T - Gas Tax and Motor Vehicle License Fees  
S - State

Table E-2 (continued)

FRANKLIN COUNTY ENGINEER  
Five Year Program, 1965-1969

Description	Total Estimated Cost	Cost Scheduled for Five Year Period	Cost Scheduled for Five Year Period				
			1965	1966	1967	1968	1969
16) Brice Road, U.S. 33 to Livingston	\$ 570,000	\$ 570,000 T	\$	\$	\$	\$ 570,000 T	\$
17) Frank Road, State Rt. 3 to I-71	1,800,000	1,800,000 T					1,800,000 T
18) Clime Road, Georges- ville to State Rt. 3	2,000,000	2,000,000 T					2,000,000 T
19) Frank Road Bridge, Scioto River, ex- panded to create 4 lanes	1,000,000	1,000,000 T					1,000,000 T
Totals by Sources of Funds	\$	\$11,216,500 T 650,000 Col 1,114,500 F 63,000 S	\$ 2,264,000 T 650,000 Col 782,000 F 63,000 S	\$ 1,100,000 T	\$ 1,382,500 T 332,500 F	\$ 1,320,000 T	\$ 5,150,000 T
<u>GRAND TOTAL</u>	<u>\$13,044,000</u>	<u>\$13,044,000</u>	<u>\$ 3,759,000</u>	<u>\$ 1,100,000</u>	<u>\$ 1,715,000</u>	<u>\$ 1,320,000</u>	<u>\$ 5,150,000</u>

Col - Columbus  
F - Federal  
T - Gas Tax and Motor Vehicle License Fees  
S - State

OTHER LANDS AND BUILDINGS

Certain County capital improvement projects will be financed directly from the County General Fund and will thus be directly under the jurisdiction of the County Commissioners. These projects are (1) the County's share of the Alum Crest Homes, (2) replacement of electrical wiring for the Franklin County Court House, and (3) rehabilitation of the Franklin County Services Building (the former Godman Building).

The County Commissioners are planning to cooperate with the Metropolitan Housing Authority in the construction of the Alum Crest Homes, OH 1-12. These homes will be constructed on County property northwest of the Alum Crest Hospital and will be designed for older people who cannot be completely independent but do not need to be hospitalized. The County's share of this project (\$300,000) will come from unvoted bonds and will provide the central laundry, food and heating facilities. (For details about the Alum Crest Home project, see page 18.)

The Court House Building needs a substantial amount of new electrical wiring in order to make it safe. Wires from the transformers to the north and south sides of the second and third floors are needed. If the fourth floor is ever to be used, it will need new wiring as well as a large amount of interior work.

Finally, the recently purchased Godman Building needs additional remodeling in order to serve as the Franklin County Services Building. Two-thirds of the basement is already occupied by the Clerk of Courts, and the remaining one-third by the Sanitary Engineer. Some of the offices now on the first floor include the Fiscal Department of Franklin County Welfare, Building Inspector, Rural Zoning, State Examiner for Schools, and the Child Welfare Non-Support office. The second and third floors are to be occupied by the Welfare Department as soon as \$14,000 in remodeling is completed. In addition \$13,000 will be used to convert a freight elevator into a passenger elevator. The cost of these projects is being minimized by use of the County Building Maintenance Department. When the Welfare offices are moved into the Services Building, the \$1,800 per month or \$21,600 yearly rent they were previously paying to private enterprise will then be paid to the County.

In addition to those projects of the County Commissioners, numerous general improvements are scheduled for the Child Welfare Board's Franklin Village. A list of some of the projects includes a new roof for one of the cottages, other spot roofing repair, a new shower, new security screens, blacktopping of driveways, gutter and down spout improvements, resurfacing of roads, a new service road behind the cottages, and a new central incinerator. The total cost of these projects, \$75,000, will be paid for by the Child Welfare Department with its own earmarked funds.

At this time, there are no plans to construct a new Court House paid for by a voted bond issue. A Lease-Purchase arrangement for a new Court House, however, is under consideration.

OTHER LANDS AND BUILDINGS

Franklin County

Five-Year Program, 1965-1969

<u>Project</u>	<u>Cost Scheduled for Five Year Period</u>	<u>1965</u>	<u>1966</u>	<u>1967</u>	<u>1968</u>	<u>1969</u>
County's share of Alum Crest Homes (OH 1-12)	\$ 300,000 I	\$	\$ 300,000 I	\$	\$	\$
Improvements to Franklin Village (Children's Home & Welfare Hdqtrs)	75,000 W	75,000 W				
Replacement of electrical equipment (primarily wiring at Court House)	15,000 G	15,000 G				
Rehabilitation of the Godman Bldg. (primarily the 2nd & 3rd floors) to serve as the Franklin County Services Building	27,000 G	27,000 G				
<b>TOTAL</b>	<u>\$ 417,000</u>	<u>\$ 117,000</u>	<u>\$ 300,000</u>	<u>\$</u>	<u>\$</u>	<u>\$</u>

G - County General Fund  
I - Inside or Non-Voted Bonds  
W - Child Welfare Funds



COMMENTS AND SUGGESTIONS

As the result of preparing this pilot capital improvements program for Franklin County, Citizens Research has prepared the following comments and suggestions. The remarks are made in the hope that capital programs for the County will be prepared, studied, and adopted each year starting in 1965.

1. The basic responsibility for initiating a capital program, for requesting staff agencies to collect the information and prepare the program, and for holding public hearings on the proposed program should be in the hands of the County Commissioners.
2. An agency should be responsible for the collecting and analyzing of all departmental capital requests each year. The agency that appears best able to do this job is the Franklin County Regional Planning Commission.
3. Financial information necessary in the preparation of a capital improvements program should be collected and made available by the County Auditor's office.
4. One of the best methods available for carrying out County capital improvement programming is through the employment of a County Administrator.

As permitted by State law, the County Commissioners can employ such a County Administrator and assign to him, as one of his functions, the general overall preparation, financial analysis, and administration of the County's capital program. The Administrator would be directly responsible to the County Commissioners and could make use of the County Auditor's office and the Regional Planning Commission to the extent that these agencies would be needed in preparing the capital program.

5. There is a need for better communication among County agencies and for improved public information to interested citizens about County activity---general operations as well as capital projects.

To this end the County should provide sufficient funds for the preparation and distribution of administrative and financial reports of the various County agencies.

Particularly needed are:

- A. An annual report by the County Auditor including statistics and data on all County operations, capital outlay, and debt financing. This should be in addition to the report prepared for the State Auditor and published each Spring in a local newspaper. The report might be patterned after the one published by the Columbus City Auditor.

- B. The proposed Annual County Operating Budget prepared for adoption by the County Commissioners. This document should include a general budget policy statement, a breakdown of revenue estimates, comments on the reason for an increase or decrease in each agency's allocations, and comparisons with recent years' operations.
- C. The proposed capital improvements program.
- D. Annual reports by:
  - 1. The County Engineer.
  - 2. The County Commissioners - and all agencies directly responsible to the Commissioners.
- 6. Some projects were omitted from this pilot program because of lack of available information or indefinite plans. Such projects should be surveyed and considered in future capital programs. Included in this list of capital projects are:
  - 1. County water and sewer lines and facilities.
  - 2. County Parks Commission projects.
  - 3. Columbus Metropolitan Parks land acquisition and development.
  - 4. Addition to the Juvenile Detention Center.
  - 5. Improvements or conversions to the Benjamin Franklin TB Hospital.
  - 6. Purchase of land for New County Courthouse at existing or new site.
  - 7. Construction of a New Courthouse.
  - 8. County-wide Garbage Disposal System.

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