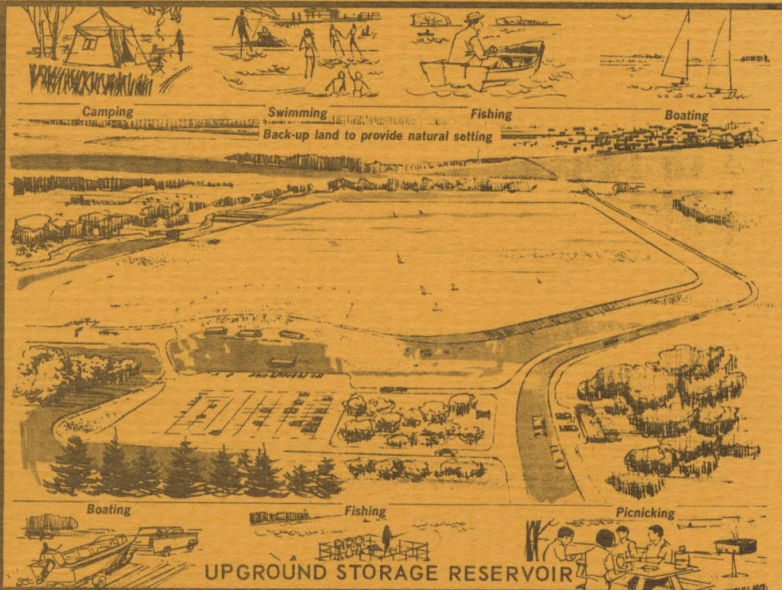


A Preview of The Regional Plan

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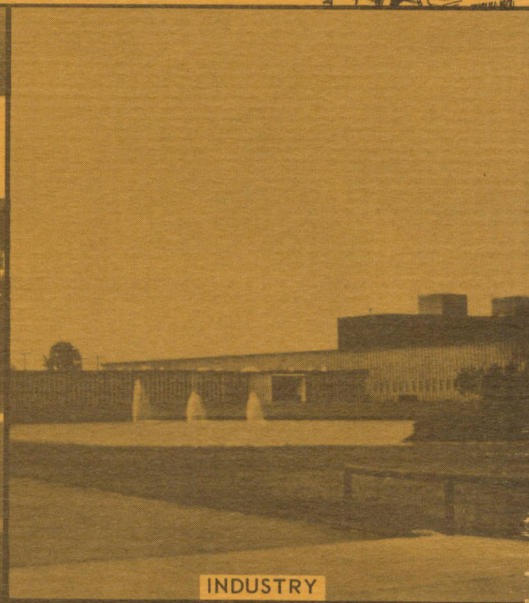
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A PREVIEW OF THE REGIONAL PLAN
FOR 1985

Prepared for the

COMPREHENSIVE REGIONAL PLAN
of Columbus and Franklin County, Ohio

by

Franklin County Regional Planning Commission

October 31, 1969

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1. INTRODUCTION

A regional plan is essential if Central Ohio residents are ever to achieve the high standards of community life which have been so often sought with little success in the larger urban areas of our country. People can be inspired by an imaginative plan to achievements which would otherwise be impossible.

The number of persons living in Franklin County by 1985 most likely will exceed 1,300,000--nearly double that of 1964. The 616,000 automobiles that these people are expected to drive will not be able to travel efficiently unless we carefully plan highways to accommodate them and rapid transit to effectively relieve the peak hour congestion which will otherwise develop. Major community facilities such as water supply, sewer service and open space must be planned so that they will be available within areas where people can be expected to live. Additional community facilities such as schools, police and fire stations and many others will be taken into account in the policies and standards contained in the plan. Development patterns of residential, commercial and industrial uses must be properly guided in relation to plans for such community facilities and transportation.

While the need for these things is obvious, the achievement of them is always very difficult. Completion of a comprehensive plan is only the first step along a road littered with obstructions. The plan must be constantly reviewed and revised to reflect violations of its basic assumptions and changes in the goals and policies upon which the plan is based and those of the diverse group of public bodies and private individuals who must work together to achieve it.

The Regional Planning Commission has never presumed to be able to develop a plan that will be the final answer to our many urban problems. It has, however, worked very hard to produce a framework for development which, in several of its aspects, will stand the test of time. It is assumed that those aspects of the Plan which warrant change will be revised as part of the continuing planning process which must begin the moment any plan is completed. The Plan will be flexible enough to readily accommodate such changes.

The matter of explaining the Plan to people is now being given major emphasis. The purpose of this report is to provide a stimulus for people to become more interested in the Plan. Thus, when the final reports comprising the Land Use Plan are published in December and the Transportation Plan is completed in April of next year, people will be better prepared to select those elements with which they must become familiar in order for them to help achieve the Plan's goals and objectives. The Commission, its Citizens Advisory Council and its staff stand prepared for the challenge of carrying the message of planning throughout Central Ohio and for the necessity of adapting the Plan to changing conditions in what is now one of the most dynamic urban regions in the United States. A counterpart challenge will soon be extended to Central Ohio residents, namely, that they learn about the Plan and do their best to see that it becomes a reality.

2. THE LAND USE PLAN

A comprehensive plan is enormous in scope and, for this reason, it must be developed in parts which are separate but highly interrelated. Regional planning agencies commonly use funds from two Federal agencies to support the wide-ranging activities which comprise the planning process. The fact that these agencies have different functions means naturally, that their objectives and policies vary. The Regional Planning Commission has chosen to coordinate development of the transportation plan (under the auspices of the U. S. Department of Transportation through the Ohio Department of Highways) with the land use plan (under the auspices of the U. S. Department of Housing and Urban Development) in one overall program. Many other cities have developed these two portions of a total plan in two separate agencies.

In our case, because of differences in procedure, these two major components of the Comprehensive Plan are on different time schedules. The land use plan will be completed by mid-December and every effort is being made to complete the transportation plan as soon as possible after that date. It now appears that this will be achieved in April. The following discussion concerns the land use plan whereas the transportation plan is described in Chapter 5.

Steps in Developing a Plan

Planners rely heavily upon analyses of existing conditions, the development of regional policies and projections of future growth in recommending courses of action. These recommendations are then reviewed by policy-making bodies of public officials and private citizens before they are presented to local governments for adoption in the form of a plan.

Analyses of existing conditions have been thoroughly documented in past reports. They formed a basis for the growth projections shown in Table 1. While these steps were underway, the process of formulating and obtaining agreement on regional goals and objectives was also being carried out. These policies were first stated as the result of a series of Goals Seminars

Table 1

FRANKLIN COUNTY GROWTH PROJECTIONS

	<u>1964</u>	<u>1975</u>	<u>1985</u>
Population	720,592	988,209	1,304,160
Dwelling Units	249,384	325,801	423,691
Employment	288,294	375,484	481,776
Automobiles	264,074	429,576	615,983
Trips by Persons	1,895,123	2,839,755	3,960,692

Steps in Developing a Plan (Cont'd)

and were later refined by the Citizens Advisory Council and published in the Regional Development Guide.

The process of defining regional goals was accompanied by staff activities to conceive three different alternatives as to how the region might develop by 1985. Discussion of these options resulted in agreement on a fourth regional development concept which combined the best aspects of each alternative.

The Land Use Concept

This final land use development concept has been used to project the general locations of housing, employment, open space, water and sewer services and transportation. Map 1 shows the pattern of land uses which has been projected to exist in 1985. This pattern is serving as an input to development of separate plans for open space, water and sewer facilities and several aspects of transportation.

Implementation

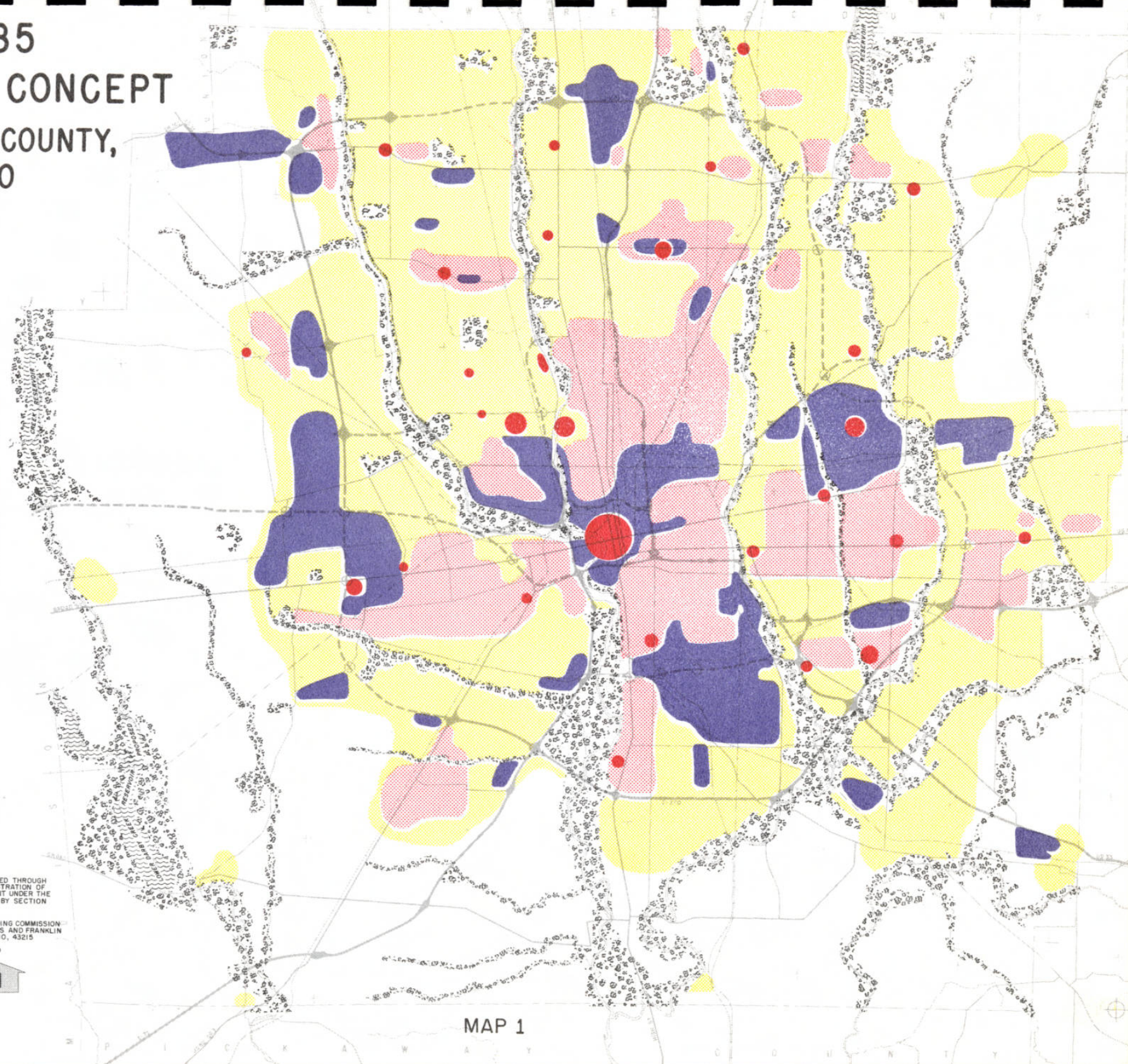
The land use concept map is supported by detailed policies and standards for each plan element which provides the framework for achieving the Plan's goals and objectives. They will also serve as the main device for implementation as they are used in conjunction with local codes and ordinances as part of the development process.

Zoning and subdivision codes are now being updated by some municipalities and should be in many others. The quality of these and other local codes as well as the enforcement of them will be a prime factor in whether or not our region will achieve the Plan's objectives.

The Land Use Plan will be published in four reports. These will concern the overall plan, policies and standards for achieving it, the Open Space Plan and the Water and Sewer Plan. The next chapters discuss the latter two elements as well as Transportation.

1985 LAND USE CONCEPT FRANKLIN COUNTY, OHIO

- SUBURBAN DENSITY 
- URBAN DENSITY 
- ACTIVITY CENTERS 
- EMPLOYMENT CENTERS 
- MAJOR OPEN SPACE 



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PREPARED BY THE FRANKLIN COUNTY REGIONAL PLANNING COMMISSION FOR THE COMPREHENSIVE REGIONAL PLAN OF COLUMBUS AND FRANKLIN COUNTY, OHIO, 514 SOUTH HIGH STREET, COLUMBUS, OHIO, 43215

COMPLETED AS A PART OF X-1106-2, OCTOBER, 1969

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MAP 1

3. OPEN SPACE

Background

Urban developed land in Franklin County is expected to increase from 93,000 acres in 1964 to 160,000 acres in 1985. This rapid absorption of land is reducing natural areas and open space needed for parks and recreation. Choice open land is disappearing with the result that remaining tracts near urban communities are too small or poorly located for adequate recreational purposes.

This portion of the Regional Plan will serve as a guide for proper acquisition and development of park and recreational areas, facilities and open space to the year 1985. It will identify and forecast general locations and uses for all categories of such facilities.

The trend in open space planning, acquisition and development is toward the much wider regional approach reflecting the overall needs of both municipalities and unincorporated areas. This method assures a balance of strategically located sites throughout the region.

While the planning base follows a regional concept, the neighborhood is still being viewed as the focal point for preserving and developing open space areas at the local level. By drawing several neighborhoods into a "community", open space needs can be projected for a particular part of the urban area.

Goals, Policies and Standards

Agencies which have the responsibility for meeting community open space needs have adopted goals and policies which they are now pursuing to achieve the desired plan.

The goals can be summarized as follows:

To provide the best possible outdoor recreation areas and facilities, and

To preserve existing and potential recreation, conservation and reservoir sites, flood plains and other valuable natural and scenic resources for present and future generations.

These have been supported by policies for six generally accepted outdoor recreation categories. The Open Space Plan Report will contain details of all these policies. This report will also contain standards for measuring land requirements for providing adequate park and recreational areas and facilities.

Needs and Priorities

Development of a flexible order of priorities is essential to an open space plan. Park sites that include flood plain lands should be given a higher priority than comparable sites which do not. Land acquisition and control must be staged to avoid prohibitive costs and to prevent

Needs and Priorities (Cont'd)

prime sites from being used for other purposes. These are some of the principles which will underlie our final recommended priorities. The resulting program will be geared toward achieving maximum use of available funds for the benefit of all segments of the community.

Implementation

Once the 1985 Open Space Plan has been adopted by local governmental units within Central Ohio, each such unit must be responsible for carrying out its recommendations within the geographical area of its jurisdiction. By utilizing the Plan as a guide, public officials can plan with the assurance that their respective projects will be integral parts of the region's open space facilities. A plan on which the public can depend brings about much greater ease in private decision making by providing individuals with a degree of commitment concerning future development.

Policies, codes and ordinances necessary for implementation of the Open Space Plan must be adopted and enforced if it is to be successfully achieved. Zoning is one of the most widely used methods for the preservation of open space. Flood plain zoning has considerable promise as a durable regulation for preserving continuous areas of open space throughout the region. The record 1959 flood provides a solid basis for such restrictions. It is hoped that this technique as well as many others that can be used in developing areas, will go a long way toward providing open space for a reasonable expenditure of public funds.

Planning for Areas in Adjacent Counties

At the present time there are several major recreational areas located in adjacent counties which serve a large number of Franklin County residents as well as the residents of areas in which they are located. The expansion of these facilities as well as the provision of adequate neighborhood and community parks are being considered in the Open Space Plan. Neighborhood and community recreational needs are being reviewed in terms of the projected population for townships adjacent to Franklin County. Certain of these townships that show considerable growth potential will be discussed in more detail. Present steps being taken to open membership in RPC to these adjacent areas will prove to be very important toward the realization of the regional open space plan.

The next item to be discussed, the Water and Sewer Plan, relates very closely to the subject of open space as it deals with reservoirs and flood plain management--elements which can be the cornerstone for achieving the desired open space plan.

4. WATER AND SEWER FACILITIES

Background

At this point in the preparation of the Water and Sewer Plan, it is not possible to discuss detailed recommendations due to the fact that evaluations of several alternative projects are still underway. Therefore, this discussion will serve as a preview of alternatives being studied and will detail the scope of our upcoming final report on this major element of the Plan. The Water and Sewer Plan differs somewhat from other elements discussed in that it focuses on needs prior to and beyond the year 1985. The reason for this is that the existing sewer system and water supply facilities (or those which have been programmed for completion over the next ten to fifteen years) are designed to meet our needs well into the 1980's.

The Water and Sewer Plan, as developed, will take into account the needs of townships in adjacent counties. The reason for this is that certain aspects of the Plan, particularly water supply, have a capability to provide for some of the needs of developing adjacent areas. This also ties in with the planned expansion of the Regional Planning Commission to provide membership within its planning area in Central Ohio.

Water Supply

Water supply needs up to 1985 will be met by the addition of Alum Creek Reservoir, a possible well field in the southeastern part of the County and by the proposed Upper Darby Reservoir. In the period from now until the beginning of supply from Alum Creek (1974) it may be necessary to use additional capacity from Hoover Reservoir created by the flood gates recently installed and possibly the Nelson Road well field which now provides reserve water capacity.

Water supply recommendations will be defined to meet the needs of our region into the twenty first century. Proposals now being evaluated utilize new concepts in storage and use of water. They introduce to our area the concept of upground storage reservoirs. Two sites for such reservoirs are being evaluated and a third site is being reviewed in regard to its feasibility versus an alternative pipeline from the Olentangy River into Alum Creek Reservoir. One such reservoir, proposed to occupy 1,500 acres, would have a total storage volume nearly two-thirds that of Hoover Reservoir. It should also be noted that reservoirs of this type have a considerable potential for recreational development.

The Olentangy River-Alum Creek pumping station would be designed to take advantage of excess water in the Olentangy River to refill the Alum Creek Reservoir and thus gain additional supply from that facility.

Drainage

Another item of concern is the provision of adequate storm drainage facilities for areas of the County that are not well drained at the present time. An evaluation is now being made of

Drainage (Cont'd)

the cost of massive channel improvements of Hellbranch Run so that as development becomes a reality in that area, proper drainage facilities will be constructed. This would be done solely by straightening and deepening existing creek channels and instituting a maintenance program to maintain their flow capacity.

Sewerage and Flood Control

It now appears that the projected 1985 population of Franklin County will not exceed the capacity of the presently planned sanitary sewer system. The Plan will make recommendations to achieve maximum use of this system, particularly so that growth in northern Franklin County will not be impaired. It will give some consideration to the possible extension of a trunk line to serve proposed major developments in Delaware County.

An evaluation is being made of the Mill Creek Reservoir which has been authorized as a flood control project by the U. S. Army Corps of Engineers. The use of upground storage reservoirs will complement the development of Mill Creek totally for flood control purposes. This approach will eliminate the need for a difficult choice between flood control and water supply in future reservoirs because both would be provided.

Types of Recommendations

The Plan will contain a priority action program which will be geared toward things such as land acquisition for reservoir sites in advance of development, getting the most out of sanitary sewer systems, achieving the Hellbranch Run channel improvement and a flood plain management program. Furthermore, it will include administrative recommendations looking into the financial and political aspects of providing future facilities.

So the recommendations of the Water and Sewer Plan will have wide-reaching impacts on the citizens of Central Ohio. The capital expenditures involved in providing these facilities will be significant. It is especially important that they be thoroughly studied and that the recommendations be evaluated in detail by all parties familiar with and ultimately to be involved in their realization.

5. TRANSPORTATION

The movement of people within Franklin County is becoming a problem. The number of trips made by people within the County is projected to increase from 1,900,000 in 1964 to over 4,000,000 in 1985. The increasing affluence of the community is characterized by the rapid increase in the number of automobiles owned by the average household. This, together with additional time for leisure and other factors, generally promotes more travel by individuals. The Transportation Plan (to be completed in April) is being developed to provide guidance toward meeting this additional demand on our transportation arteries. Its major elements are highways, transit and terminals. Under Terminals it includes parking, major airports, truck terminals and rail terminals. The approach being used is that outlined in the Federal Aid Highway Act of 1962, namely, a comprehensive study and plan for transportation to be followed by continuing updating and refinement.

Highway

Within the next five to seven years Franklin County will be very fortunate in that it will have completed a high standard freeway system. Over the last seven years, the first portions of these new highways have had a dramatic effect on land development in the outer parts of the County. This trend will be accelerated by completion of the Outerbelt and West Freeway. The highway plan as well as other aspects of the Transportation Plan must carefully consider the effect of rapid growth in outlying areas of the County. One of the problems associated with highways, and freeways in particular, is that a majority of persons desire to operate their automobiles during two very short periods of the day. This places unreasonable demands on the highways and, in many cases, severe congestion develops. This does not mean that highways cannot be designed to handle the traffic. It does mean that the traffic which is using the highways is far above anything that could be anticipated. One phenomenon that comes into play is the ability of a major freeway to attract traffic that would otherwise use even very high standard (arterial) streets.

The Highway Plan will attack this problem and will strongly emphasize making increased use of what we have. Map 2 indicates the multitude of arterial street improvements now being evaluated. An example of this will be computerized control of heavily traveled freeways. This will be in the tradition of studies underway in Chicago and other cities to regulate the flow onto freeways so that the major portion of the traffic continues without having the stoppages that are occurring today. This will be aided by the completion of the Outerbelt, West Freeway, Olentangy Freeway and other major links. Another concept will be the use of reversible lanes so that during peak periods of the day additional lanes can be devoted to handling major traffic movements. The rapid growth brought about by freeways has not been accompanied by a corresponding expansion of these surface streets. The Plan being conceived for highways will emphasize the improvement of arterial streets, particularly those that connect with the freeway system.

One major principle of the Highway Plan and the entire Transportation Plan will be to strive for a better balance in the ways people travel. This means looking into methods of providing alternatives to peak hour auto travel. This leads to discussion of the future role of public transit.

1985 HIGHWAY PROPOSAL "A" FRANKLIN COUNTY, OHIO

FREEWAY
IMPROVEMENT



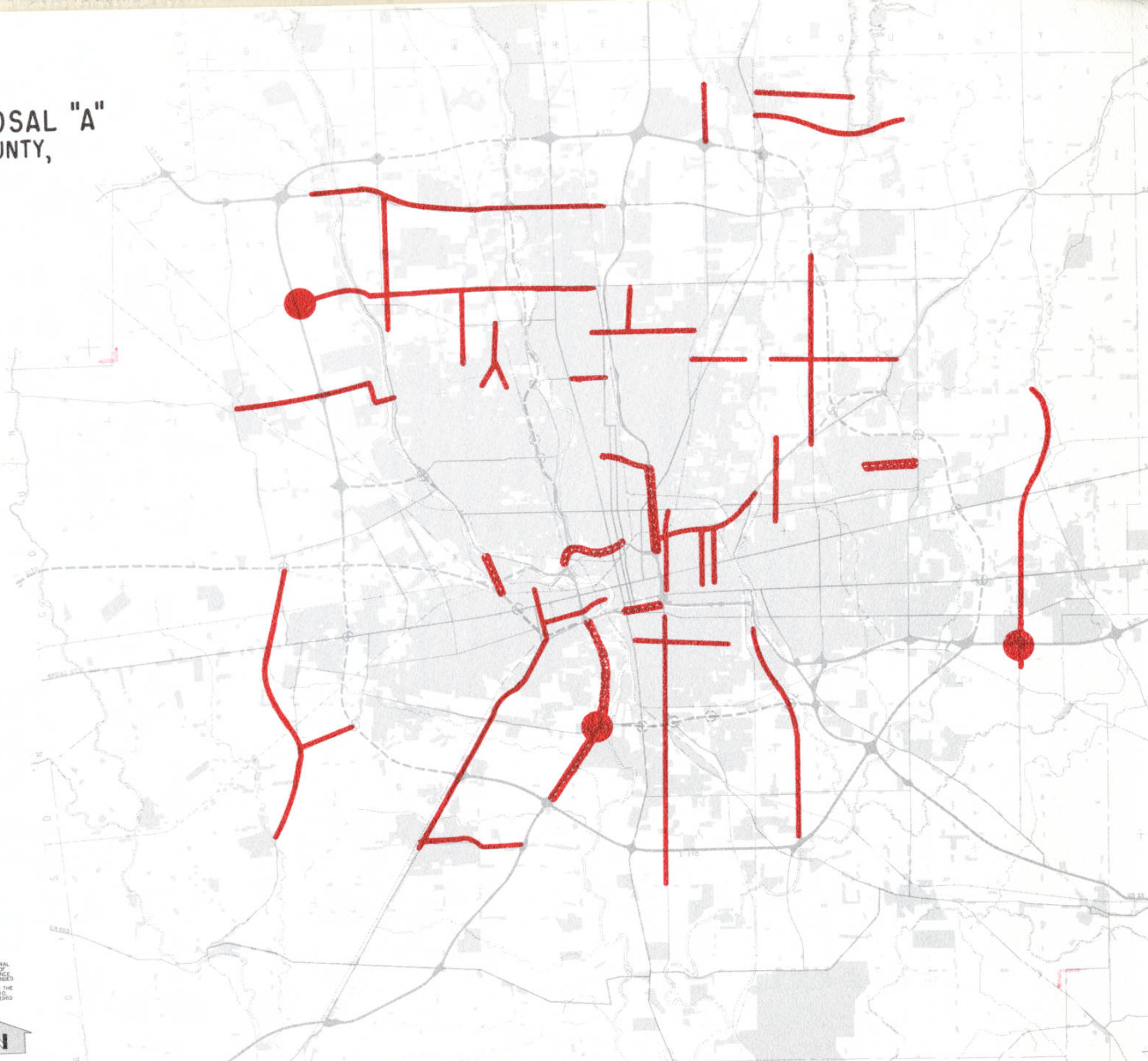
ARTERIAL
IMPROVEMENT



INTERCHANGE
IMPROVEMENT



URBANIZED AREA
1964



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514 SOUTH HIGH STREET COLUMBUS, OHIO 43215 SEPTEMBER, 1985



MAP 2

Transit

In 1964, only about five percent of the trips made by people within Franklin County used public transit. This percentage cannot be expected to increase significantly by 1985. However, even if it remains constant, transit travel will double. This points out the need for careful planning to provide an attractive alternative to the use of the automobile. The common problem of peak hour traffic congestion can be somewhat alleviated by the provision of transit if people can be persuaded to use it. The reason for this is that rapid transit using its own right-of-way, rather than a roadway with other vehicles, is very efficient during periods of highest demand. Thus transit routes can be used to advantage in supplementing basic transportation routes which must be the freeways and arterial streets. The resulting situation will be freer movement during heavy demand periods to the benefit of all persons who wish to travel. At the same time there are real cost savings from the standpoint of less space being needed for parking in the Downtown, less time lost due to congestion, less cost to operate vehicles and fewer accidents due to the greater freedom of movement and several others which are less apparent. Transit also provides increased opportunities for segments of the population who do not have the ability to drive or a vehicle that can be used for traveling when they so desire. The advantage can be an opening up of employment opportunities to such people and, in general, improving their living environment by providing a chance to take part in community life along with others who are more fortunate.

The 1985 Transit Plan will result from evaluations of two very different concepts. The first one shown on Map 3 embodies the idea of express buses. These buses would use computer-controlled freeway segments or, in the case of the North Freeway Corridor, possibly a busway (two-lane pavement) constructed along the edge of the existing railroad right-of-way. The principle that must be achieved is to allow buses to operate at high speeds thereby making them more attractive to persons desiring to travel into Downtown. This concept will not work unless such high-operating speeds of buses are achieved because people will not forsake their automobiles for a slower, less convenient means of travel.

An alternative to this is also being tested. This guarantees higher speeds of the transit vehicles, but at a much greater cost. The second idea shown on Map 4 can truly be called "rapid transit". It would consist of high-speed vehicles operating along their own rights-of-way which would probably be constructed on elevated structures over or alongside existing railroad tracks.

This transit alternative would also include stations along the lines every mile or two as well as a subway beneath High Street in the Downtown area. This must be considered as a very high-quality, long-range transit alternative.

Once these two alternatives have been evaluated in terms of their potential use by Franklin County residents in 1985, they will be reviewed in terms of their cost and their various impacts upon the region. Then a plan will be developed and presented to the community. It may very well be that the rapid transit system could be the last step in an evolution from today's buses to the freeway express buses, to the busway and then to the ultimate high-speed vehicles.

1985 EXPRESS BUS PROPOSAL FRANKLIN COUNTY, OHIO

EXPRESS BUSES ON
FREEWAYS



BUSWAY ALONG
RAILROAD



ENTRY POINT ON
BUSWAYS



URBANIZED AREA
1964



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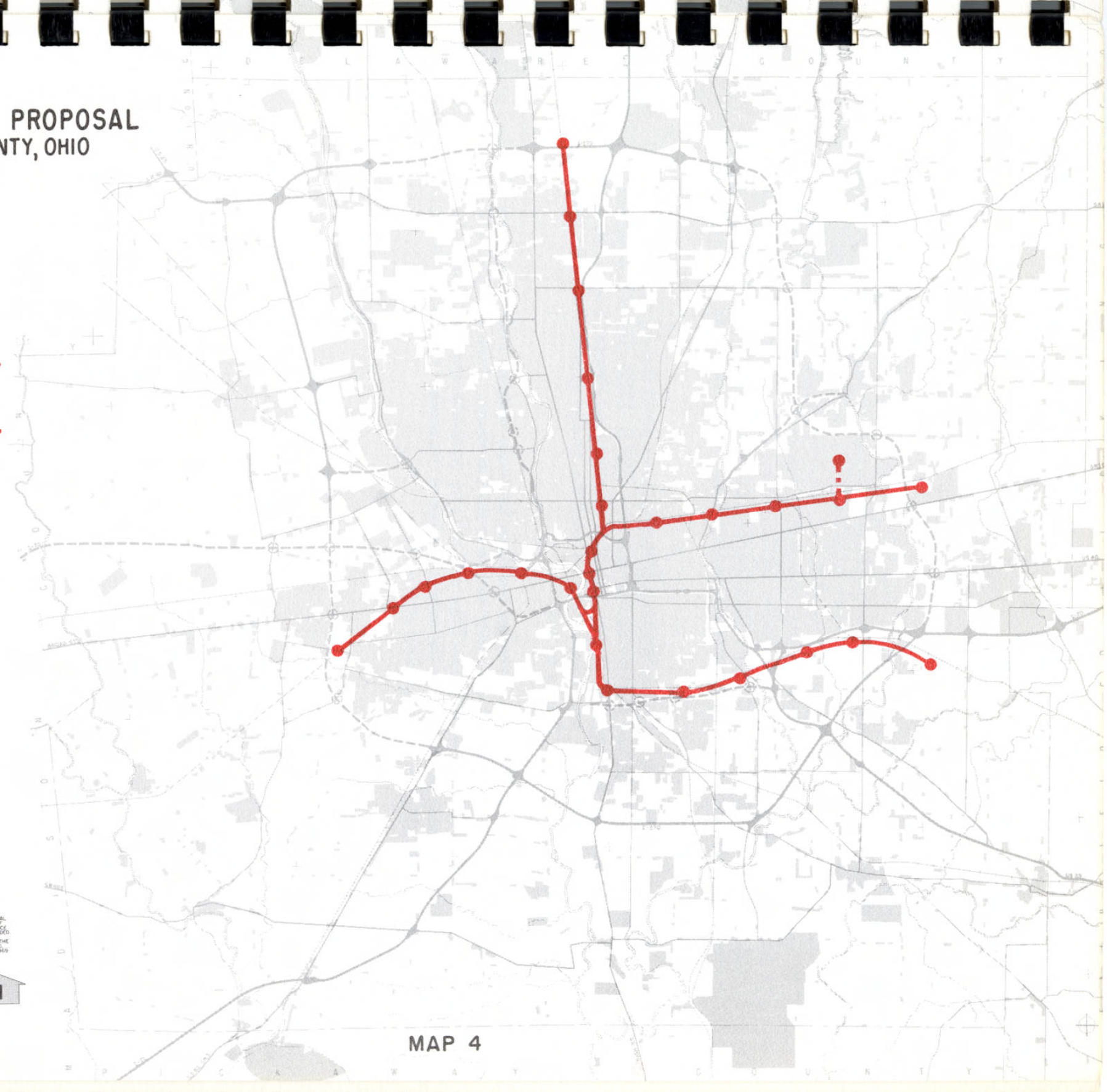
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MAP 3

1985 RAPID TRANSIT PROPOSAL FRANKLIN COUNTY, OHIO

TRANSIT LINE
STATION
PEDESTRIAN CONVEYOR
INTO PORT COLUMBUS
URBANIZED AREA
1964



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8000 4000 0 FEET MILES



MAP 4

Terminals

One final aspect of the Transportation Plan will be a projection of the need for terminal facilities. The primary consideration will be given to parking and then airport facilities. Parking is so closely related to the recommended highway and transit plans that it must be developed together with those recommendations. For example, the extent to which the community chooses to emphasize better transit will have a major effect on the need for parking in Downtown Columbus. Studies are continuing to project the impact of major new buildings downtown on an already critical parking shortage. A plan for downtown parking will be developed to outline general need and concepts which should be used to meet that need.

A study of air transportation has been completed with the result that air passenger traffic at Port Columbus is expected to increase ten-fold from 1964 to 1985. This will require enormous increases in our facilities at Port Columbus over the next fifteen years. This relates directly to the Highway and Transit Plans because the Airport will be one of the foremost traffic generators in the County by 1985.

Other terminal facilities being studied are those for trucks and rail traffic and the results of such studies and projections are being related to all the others. From this brief discussion it can be seen that the Transportation Plan will truly be comprehensive and will take into account the many options which the community has at the present time in working toward the best possible solution of the problem of travel.