

THE CITY OF  
**COLUMBUS**  
ANDREW J. GINTHER, MAYOR

DEPARTMENT OF  
PUBLIC SERVICE

## LIVINGSTON AVENUE WEST

SS4A APPLICATION - SEPT. 15, 2022

Livingston Ave

VISIONZERO  
**COLUMBUS**  
DRIVE SAFE. WALK SAFE. BIKE SAFE.

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**Project narrative, appendices, and letters of support are available online:**  
<https://www.columbus.gov/LivingstonAvenuePedestrianSafetyStudy/>

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## I. Overview

The City of Columbus is seeking a Safe Streets for All (“SS4A”) Implementation Grant in the amount of \$12 million for its project (“Livingston Avenue West”) on Livingston Avenue, from 18<sup>th</sup> Street to Nelson Road. The total project cost is approximately \$29 million, of which approximately \$26.1 million would be future eligible costs. This project addresses some of the City’s most significant traffic violence and safety concerns, while reinvesting in disadvantaged communities that were divided and heavily, adversely impacted by I-70’s construction.

### A. Project Introduction

The City of Columbus is committed to building a safe, equitable transportation system that values all travel modes and all communities. As part of its Action Plan, the City is studying safety improvements, including potential lane reconfiguration to allow more modes of transportation, on Livingston Avenue, from 18<sup>th</sup> Street to Nelson Road (“project corridor”).<sup>1</sup> The entire project corridor is part of the City’s High Injury Network (HIN), and it has some of the HIN’s highest crash densities. The current study is developing a plan for improvements to promote safety for all roadway users with a focus on reducing pedestrian crashes, reducing fatal and serious injury crashes, and lowering vehicular operating speeds. The requested SS4A funding would go towards the project’s construction and implementation of these safety improvements.

This project, however, is more than just a safety project. The project corridor serves census tracts that were divided and adversely impacted by I-70’s construction. The “Great Divide” contributed to a slow and precipitous decline of the physically unscathed areas within these census tracts, including the project corridor.<sup>2</sup> The City, residents, and other stakeholders have been reinvesting in these communities; but more is needed. One former resident told the *Columbus Dispatch*, “There’s been all this residential investment, but you haven’t really seen the investment in the commercial properties there. Think about some of those storefronts that have been abandoned for some time that could be reused. I always felt like there was so much potential. ... For whatever reasons, the Livingston corridor has been pretty much ignored.”<sup>3</sup> The City acknowledges more is needed, and Mayor Andrew Ginther has committed to “installing improved, resilient infrastructure” along the Livingston Avenue Corridor throughout the Near East Side.<sup>4</sup>

This project’s investment will significantly improve the safety and accessibility of the corridor, businesses, and other community assets. These community assets include Livingston Elementary School, the Edward V. Rickenbacker House, the Rickenbacker-Woods Foundation & Learning Center, Driving Park and community recreation center, the Driving Park Branch of the Columbus Metropolitan Library, Livingston Park, and Nationwide Children’s Hospital.

This project’s investment will also help the surrounding communities reconnect with their history. The surrounding communities have rich histories, with neighbors that made significant impacts on American history. National Inventors Hall of Fame Inductee Granville T. Woods was

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<sup>1</sup> Vision Zero Columbus, “Vision Zero Action Plan 1.0,” City of Columbus, <https://www.columbus.gov/WorkArea/DownloadAsset.aspx?id=2147519284>, at p. 11. See also Columbus, Ohio, Ordinance 0444-2021 (Mar. 8, 2021). A copy of the Action Plan and its adoption ordinance is provided in Appendix 1 - VZ Ordinance and Action Plan.

<sup>2</sup> See, e.g., Andrew Kinsey, “The great divide: the rise and fall of a Black business mecca in Columbus,” 10TV WBNS, February 16, 2021, <https://www.10tv.com/article/news/local/the-rise-and-fall-of-a-black-business-mecca-in-columbus/530-feec17b8-b86a-41ab-a578-820c04408ede>.

<sup>3</sup> Erica Thompson, “The legacy of Black-owned businesses in Driving Park,” *The Columbus Dispatch*, March 8, 2022, <https://www.dispatch.com/in-depth/business/2022/03/08/black-businesses-driving-park-1960-s-map-columbus-history/6607801001/>.

<sup>4</sup> “2022 State of the City,” <https://www.columbus.gov/Templates/Detail.aspx?id=2147524582>

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born in the Driving Park community. World War I Ace of Aces Captain Eddie Rickenbacker grew up on Livingston Avenue, and his childhood home is on the National Register of Historic Places. Members of the Tuskegee Airmen and their families lived in Hanford Village on Livingston Avenue after the unit was assigned to Lockbourne Air Force Base after World War II. This project is an opportunity to rediscover and reconnect to this rich history and community spirit; while forging a new legacy of safety for the present and future.

### **B. Safety Context**

Roadway safety is a significant concern for community members on Livingston Avenue. Three people have been killed here since 2016: 66 year old Joseph Austin, 31 year old Anthony Dixon, and 42 year old David Adkins. MORPC has identified it as a High Injury Corridor in its 2019 Central Ohio Transportation Safety Plan, and the City has identified it as part of its Vision Zero HIN. **Residents have told city staff that they are genuinely afraid to walk on the sidewalks or wait at bus stops because of the perceived risk of being struck by a car.**

MORPC's analysis examined the 5-year time period between 2014 and 2018. During this timeframe, crashes involving people walking and bicycling along the project corridor accounted for only about 5.7% of all crashes, but approximately 73% of all fatal and serious injury crashes that were reported. The entire project corridor is identified as a high-stress corridor for bicyclists.<sup>5</sup> The entire Livingston Avenue corridor was identified as a High Injury Corridor in MORPC's 2019 Central Ohio Transportation Safety Plan. **Compared to the Metropolitan Planning Organization (MPO) area, this corridor segment exhibits a significantly higher fatality rate (6x) and serious injury rate (5x).**<sup>6</sup>

The City's HIN analysis examined the 5-year time period between 2016 and 2020. The crashes included 2 Fatal Crashes, 8 Serious Injury Crashes, and 39 additional less severe Vulnerable Road User crashes. An additional fatal crash was recorded in 2022 involving a pedestrian. Speeding and high stress for bicyclists and pedestrians are among the public's primary safety concerns. Parking is typically intermittent, and the lack of left turn lanes encourages weaving behaviors of through-traffic around parked cars, temporarily stopped buses and delivery vehicles, and temporarily stopped turning vehicles. These speeds and weaving maneuvers also make the corridor high stress for bicyclists as no dedicated bicycle facility is present. There is existing sidewalk on both sides of the street, varying in widths from 4-8 feet with minimal offset from the curb (0-3 feet). But they are underutilized because residents fear vehicles departing the roadway and also because the condition and accessibility of the existing sidewalk varies. There are bus stops and other points of interest that are not adjacent to stop controlled crosswalks, and pedestrians have been observed running across the street to avoid oncoming traffic.

### **C. Jurisdiction & Additional Background Information**

The City of Columbus (pop. 906,528) is the largest city in Ohio, and the fourteenth largest city in the United States.<sup>7</sup> It is the capital of Ohio, and the seat of Franklin County. Columbus' Department of Public Service is responsible for maintaining the right of way, including all the Minor Collectors, Major Collectors, and Arterials within its corporate limits.<sup>8</sup> It has significant

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<sup>5</sup> See "Level 4 (LTS-4): Designing for a Low-Stress Active Transportation Network," 2020-2050 Central Ohio Active Transportation Plan, MORPC, last accessed Sept. 13, 2022, <https://storymaps.arcgis.com/stories/7cbf7c1ea77b43aeb3e186003731ca3b>.

<sup>6</sup> See Appendix 1 - MPO and Corridor FSI Rates

<sup>7</sup> "Annual Estimates of the Resident Population for Incorporated Places of 50,000 or More, Ranked by July 1, 2021 Population: April 1, 2020 to July 1, 2021 (SUB-IP-EST2021-ANNRNL)," Census Bureau, <https://www2.census.gov/programs-surveys/popest/tables/2020-2021/cities/totals/SUB-IP-EST2021-ANNRNL.xlsx>.

<sup>8</sup> Appendix 1 - Roadway Maintenance Responsibility Map

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experience planning, designing, and constructing significant and complex roadway projects. ODOT named Columbus the Local Public Agency of the Year for 2021. This award recognizes a local agency that “has excelled in upholding the requirements of the federal program and has a demonstrated track record of partnering with ODOT and DBE firms, while also encouraging the utilization of DBE firms on local-let, federally funded Department of Transportation (DOT) projects.”<sup>9</sup>

The proposed SS4A project is one of multiple projects on Livingston Avenue.<sup>10</sup> To the west, Columbus is investing more than \$28.3 million to improve mobility and connectivity between Front Street and Parsons Avenue. To the east, Columbus is partnering with the City of Bexley on an approximately \$22.3 million safety project to reallocate lanes and improve active transportation facilities between I-70 and James Road.

## II. Location

This project is within the City of Columbus, in the federally designated Columbus, Ohio Urbanized Area.<sup>11</sup> Livingston Avenue is one of the city’s older corridors, and it is part of the city’s urban core. The entire project corridor, from 18<sup>th</sup> Street to Nelson Road, is on the Columbus HIN. The project corridor is an urban arterial stretch of Livingston Avenue that coincides with U.S. Route 33.<sup>12</sup> It runs east-west with downtown and Nationwide Children’s Hospital to the west, and extends toward I-70 to the east. The surrounding communities are primarily residential, with a mix of single and multi-family homes and small businesses fronting the corridor. The posted speed limit is 35 mph, with approximately 20,000 vehicles per day. This street is approximately 40 feet wide from curb face to curb face with two lanes in each direction. Parking is generally permitted on both sides of the street with some restrictions at bus stops, for intersection sight distance, and during peak weekday traffic hours. Both cobra-style overhead lighting (north side) and decorative street lamps (both sides) line the corridor. The corridor has approximately 24 intersections of which 8 are fully signalized. There are 3 additional pedestrian signals, including one full traffic signal mid-block serving Livingston Elementary School. There are no turn lanes except for one added 10’ wide westbound left turn lane at the intersection of Lockbourne Rd. The Central Ohio Transit Authority’s (COTA’s) Line 1 serves bus stops in the project corridor every 20 minutes.<sup>13</sup>

## III. Selection Criteria

### A. Safety Impact.

- I. Historic crash data indicates safety problems exist throughout the entire project corridor, and significantly impact all travel modes and roadway users.

Both the City of Columbus and MORPC have identified Livingston Avenue, from 18<sup>th</sup> Street to Nelson Road, as a high injury corridor. **Compared to the Metropolitan Planning Organization (MPO) area, the project corridor segment exhibits a significantly higher fatality rate (6x) and serious injury rate (5x).** The challenge on Livingston Avenue is the City’s Vision Zero HIN shows that crash hot spots are spread throughout the entire corridor.<sup>14</sup> The entire corridor has significant, multiple areas of concern involving multiple types of roadway users.<sup>15</sup> The geospatial data indicates the entire corridor and all travel modes must be addressed.

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<sup>9</sup> See Appendix 1 - LPA of the Year

<sup>10</sup> See Appendix 1 - Additional Livingston Avenue Projects Map

<sup>11</sup> Appendix 2 - Project Corridor and Urbanized Area Map

<sup>12</sup> See Appendix 4 - Current Conditions

<sup>13</sup> “Line 1 Schedule,” COTA, last accessed Sept. 13, 2022, <https://www.cota.com/timetables/1.pdf>.

<sup>14</sup> “Vision Zero Columbus: Crash Data,” City of Columbus, last accessed Sept. 13, 2022, <https://columbus.maps.arcgis.com/apps/MapSeries/index.html?appid=0ff6f8f1fa134b848959ba4fc3c35bbb>. See also Appendix 2 - Columbus HIN Maps.

<sup>15</sup> See Appendix 3 - Columbus HIN Maps

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The 2014-2018 crash data provided by MORPC highlights the corridor's range of safety challenges.<sup>16</sup> The most common reported crash types were Angle (21.09%), Rear End (20.47%) and Sideswipe – Passing (20.10%). There are also significant numbers of reported crashes involving Left Turn (11.84%), Parked Vehicles (6.04%), and Fixed Objects (5.67%). The most common reported crash locations were Not an Intersection (39.70%), Four-Way Intersection (38.59%), and T-Intersection (19.85%). This range of crash types and location types supports the need for the current safety studies evaluation of the entire corridor to identify the most appropriate, impactful countermeasures and improvements.

2. The current safety study will ensure future countermeasures align with – and address – the corridor's specific safety problems.

The current safety study is collecting the data necessary to ensure future countermeasures align with corridor's specific safety problems, although it is still too early to make firm recommendations regarding specific safety countermeasures. The study is providing (1) turning movement count data at nine key intersections, (2) observed speed data and AADT at three different corridor locations, (3) parking utilization data for all on-street locations, (4) crash data analysis of both the corridor and crash-cluster locations, (5) signal warrant analysis for the intersections where turning movement counts are being calculated, (6) pedestrian generator map/crosswalk analysis, (7) certified traffic forecasts, and (8) traffic analysis of the capacity and any queuing for the opening and design year No Build Scenario using Synchro software.

Crash data is collected from ODOT's GIS Crash Analysis Tool (GCAT), and analyzed using ODOT's Crash Analysis Module (CAM) Tool. ODOT's Economic Crash Analysis Tool (ECAT) will apply predictive methods contained in the Highway Safety Manual (HSM); and the CAM tool data will be imported into the ECAT file to inform where roadway changes may positively impact crash trends. It will also ensure that the project benefits persist over time.

Early data and stakeholder feedback appear to support lane reallocation. The space between curbs could be reallocated with one vehicular through-lane in each direction, a two-way center left turn lane, and a separated bikeway. These changes would encourage safe speeds by constricting the through space for vehicles. The reduction in through-lanes will also minimize high speed weaving behaviors. Aligning left turns with a center turn lane and providing just one through-lane would also ensure better turning sight lines reducing left turn crashes. The corridor would be evaluated to optimize pedestrian crossings, but even at locations where marked crosswalks aren't present, pedestrians would only need to navigate across one through-lane of vehicular traffic in each direction instead of two. New York City's evaluation of safety treatments showed significant, persistent safety benefits from both lane reallocation and protected bicycle lanes: Road Diets reduced overall injuries by 16.60% and fatal/serious injuries by 30% for all road users; and Protected Bike Lanes reduced overall injuries by 14.80% and fatal/serious injuries by 18.10%.<sup>17</sup>

### **B. Equity, Engagement, and Collaboration.**

1. The project is an equitable transportation investment in communities that have been disadvantaged.

Columbus is committed to building a safe, equitable transportation system that values all travel modes and all communities. The Livingston Avenue West project is an opportunity to make significant safety improvements, while also making a significant equitable investment in communities that have been underserved and disadvantaged. The equity analysis for Columbus'

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<sup>16</sup> Appendix 3 - Crash Data Summary 2014-2018

<sup>17</sup> "Safety Treatment Evaluation (2005-2018)," Department of Transportation, New York City, last accessed September 9, 2022, <http://www.nyc.gov/html/dot/downloads/pdf/safety-treatment-evaluation-2005-2018.pdf>.



Vision Zero program uses American Community Survey (ACS) data to identify Communities of Interest (COI). These communities are block groups where people may have fewer choices about how, when, and where they travel, putting them at higher risk as they travel. The City's methodology for identifying Communities of Interest (COI) is based on one developed by the National Institute for Transportation and Communities (NITC).<sup>18</sup> It examines seven equity indicators and corresponding ACS block group data: (1) People from racial and ethnic minority groups, (2) Low-Income Populations, (3) Limited-English Proficiency Households, (4) Zero-Vehicle Households, (5) People with Disabilities,<sup>19</sup> (6) Persons 65 and over, and (7) Persons under 18. The project is located within fourteen different block groups, twelve of which are COI.<sup>20</sup> The City's equity analysis for the corridor is consistent with the needs identified by other analyses.

Communities of Interest Block Group Data		Project Corridor BG Data		
COI Category	City BG Avg.	Avg. %	High %	Low %
People from racial and ethnic minority groups	44.17%	78.52%	98.78%	52.28%
Low Income	19.56%	32.07%	55.56%	22.07%
Limited English	3.18%	0.19%	1.94%	0.00%
No Vehicles	10.35%	18.31%	32.69%	7.47%
People with Disabilities	12.50%	19.50%	51.41%	3.15%
Persons 65 and over	11.12%	10.28%	18.49%	3.94%
Persons under 18	21.83%	28.46%	50.75%	11.20%

The entire project corridor is located within census block groups that ODOT has identified as having significant needs and demands for active transportation facilities.<sup>21</sup> ODOT completed its equity analysis while preparing its plan, [Walk.Bike.Ohio](#). This analysis sought to identify and understand areas where individuals are more likely to walk and bike due to economic necessity. This project will meet the surrounding communities' needs and demands in a safe, equitable way.

The entire project corridor is situated within census tracts that are all Areas of Persistent Poverty.<sup>22</sup> These five census tracts – 53, 54.20, 55, 56.10, and 87.30 – have also been identified as disadvantaged by the Council on Environmental Quality's beta Climate and Economic Justice Screening Tool (CEJST).<sup>23</sup> These five census tracts represent some of the highest need areas in the entire city, and this project is a significant reinvestment in their communities.

The path of "Great Divide" created by the interstate system through Columbus demarcates many of Columbus' older urban core communities that have been disadvantaged. As ODOT Director Jack Marchbanks pointed out, **"When you look at where interstates are routed, they are an exact road map through the communities that lacked the political power to not have them constructed through those communities."**<sup>24</sup> All five census tracts surrounding the project corridor either had portions of their communities redlined in the 1930s or demolished by the interstate system in the 1960s. Four of the project corridor's five census tracts – 53, 54.20, 55, 56.10 – included portions that the Home Owners' Loan Corporation deemed "Third Grade" or "Fourth Grade."<sup>25</sup> I-70 was routed directly through three of the five census tracts along the project

<sup>18</sup> "Evaluating the Distributional Effects of Regional Transportation Plans and Projects," NITC, Mar. 31, 2017, [http://ppms.trec.pdx.edu/media/project\\_files/NITC\\_862\\_Distributional\\_Effects\\_of\\_Regional\\_Projects\\_qiqbDeE.pdf](http://ppms.trec.pdx.edu/media/project_files/NITC_862_Distributional_Effects_of_Regional_Projects_qiqbDeE.pdf), at Table 15.

<sup>19</sup> Persons with disability uses Table B23034, which looks at persons age 20-64.

<sup>20</sup> See Appendix 3 - Communities of Interest Map

<sup>21</sup> See Appendix 3 - Walk Bike Ohio Need and Demand Maps.

<sup>22</sup> Please see Appendix 3 - Areas of Persistent Poverty Map

<sup>23</sup> See Appendix 3 - CEJST Map

<sup>24</sup> Brittany Bailey, "Former Hanford Village residents eager to preserve its history," 10 WBNS, February 10, 2021, <https://www.10tv.com/article/news/local/former-hanford-village-residents-eager-to-preserve-its-history/530-dbbc8f75-f5b5-4bd9-96b2-92527b05a037>.

<sup>25</sup> See Appendix 3 - HOLC Map.

corridor tracts – 53, 54.20, and 55. The impact was so severe on Hanford Village – located in Census Tract 54.20 – that Director Marchbanks said, “I’ve never seen a community so chopped up into little pieces like Hanford. It’s sad to behold.”<sup>26</sup>

One of the areas most impacted areas in Hanford Village was the George Washington Carver subdivision. This subdivision was funded in part by the federal government and marketed to African-American veterans and active duty personnel. This included members of the Tuskegee Airmen 477<sup>th</sup> Composite Group and its supporting units, who were transferred to Lockbourne Army Air Base (now Rickenbacker International Airport) in 1946. Federal government policies were responsible for many African-American veterans moving to Hanford Village in the 1940s, and federal government policies were responsible for many of these veterans losing these homes approximately twenty years later. Current city staff are keenly aware of the historical disadvantage these communities have suffered, and the legacy of mistrust within some of these communities. This is why city staff are committed to a community engagement process that is genuinely collaborative and not merely informative.

## 2. The project’s engagement process is collaborative – not merely informative.

Columbus is committed to ensuring that the Livingston Avenue West project is a collaborative process. The current project began at the request of residents, and the Livingston Avenue Area Commission (LAVA-C) endorsed using Columbus’ Urban Infrastructure Renewal Fund to fund the safety study.<sup>27</sup> Now that safety study is underway, City staff will continue to actively engage the community throughout the planning, design, and construction process. A collaborative planning, design, and construction process will also help city staff develop the relationships necessary to ensure the project is ultimately successful and uplifting. A collaborative process will also ensure city staff develop relationships and a collaboration process that make it easier to (1) keep representatives from surrounding communities up to date on the project’s progress, and (2) evaluate the project’s impact on the community once it is complete.

The safety study’s stakeholder advisory committee includes a broad range of residents, faith leaders, area commission members, local non-profits, and local businesses, including representatives from: LAVA-C, Old Oaks Civic Association, Driving Park Civic Association, Southern Orchards Civic Association, Columbus South Side Area Commission, Nationwide Children’s Hospital, Columbus City Schools, Columbus Metropolitan Library, Bethany Christian Church, the Rickenbacker-Woods Community Foundation, and Columbus Recreation and Parks Department. The City believes that actively engaging and collaborating with the community is the best way to ensure that the ultimate project outcome is positive and uplifting for the community.<sup>28</sup> Evidence of this is shown by the many letters of support received from business, community, and civic leaders.<sup>29</sup> These letters of support include more than thirty letters of support from residents eager to improve the corridor’s safety and reinvest in the surrounding area.<sup>30</sup>

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<sup>26</sup> Brittany Bailey, “Former Hanford Village residents eager to preserve its history.”

<sup>27</sup> The City of Columbus empowers neighbors to create resident-based recommending bodies called area commissions review certain projects and serve as a voice for the community. See also “UIRF Community Status Report – Aug 2022,” UIRF, City of Columbus, last accessed Sept. 12, 2022, <https://columbusohdev.app.box.com/s/u6xvz0stcl0cykxodspqavpmq2qorc9>. See also Mark Ferenchik, “Crashes, speeding on East Livingston Avenue in Driving Park get Columbus officials’ notice,” *The Columbus Dispatch*, Dec. 21, 2021, <https://www.dispatch.com/story/news/local/2021/12/21/livingston-avenue-columbus-speeding-crashes-plague-driving-park-old-oaks/6494435001/>.

<sup>28</sup> See Appendix 3 - Stakeholder Involvement List

<sup>29</sup> See Letters of Support for copies of the letters of support received through Sept. 15, 2022. Letters of support received after the application deadline will be posted online.

<sup>30</sup> See Appendix 3 - Comments from Residents

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### **C. Effective Practices and Strategies.**

#### **1. The project will create a safer community.**

The City of Columbus’s Action Plan is committed to ensuring minimum Complete Street standards to provide protection for all users in the right of way.<sup>31</sup> The current safety study is collecting the data necessary to identify what roadway safety features are necessary – including the best way to include a separated or protected bicycle facility. Evaluating the corridor as a whole will help to identify which countermeasures will be the most effective systemic safety improvements. City staff will also evaluate proposed countermeasures to ensure they satisfy Columbus’ ADA Rules and Regulations, which incorporate PROWAG by reference, and that all roadway features remain accessible.<sup>32</sup> The collaborative input from the surrounding community will ensure equity is considered in the selection and implementation of safety countermeasures.

#### **2. The project will adopt a Safe Systems Approach**

Human error happens and honest, equitable transportation systems must acknowledge this and take steps to mitigate human mistakes by changing the built environment so when people do make mistakes, the outcome isn’t fatal or life-altering.<sup>33</sup> The Livingston Avenue project is focused on changing the built environment to create (1) Safer Speeds by slowing traffic down, and (2) Safer Streets by using the current safety study and community collaboration to identify specific areas of the roadway – including intersections – to improve. Slower speeds will (1) provide more time for all roadway users to respond to the unexpected, and (2) lower the kinetic force involved in crashes. Safer streets will incorporate safety features that are human-centric and responsive to the needs to all roadway users and the surrounding communities. As the City stated in its Action Plan, “Eliminating these worst crashes is a shared responsibility between our transportation system users, designers, and decision makers.” This project will carry out this shared-responsibility through a data-driven and collaborative process that is both human-centric and community-centric.

#### **3. The project will use complete streets to account for the safety of all road users.**

The City of Columbus is committed to using consistent minimum Complete Street standards to provide protection to all users in the right of way.<sup>34</sup> Adding complete street facilities in the project corridor has already been identified and listed on MORPC’s 2020-2050 Metropolitan Transportation Plan (MTP).<sup>35</sup> This project is using a data driven approach to identify the best way to incorporate complete streets and provide a safe facility for bicyclists and micromobility users. These improvements would significantly improve accessibility throughout the corridor, and provide important multi-modal network connections for people looking to access essential services and other points of interest via Livingston Avenue. These new facilities would have to comply with Columbus’ ADA Rules and Regulations, which incorporate PROWAG.

#### **4. The project will incorporate innovative practices and technologies.**

The City of Columbus is committing to executing projects and managing its right of way as efficiently as possible. The City’s Public Service Department will coordinate with its Public Utilities Department to incorporate any necessary utility work into the Livingston Avenue West project. Once the roadway improvements are complete, the City will manage the roadway using its Asset Information Management System (AIMS), which is currently under development and nearing its launch. This system will provide access to foundational data and analytics needed to

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<sup>31</sup> See, e.g., “Vision Zero Action Plan 1.0,” at p. 27.

<sup>32</sup> “ADA Rules and Regulations (2018),” Public Service Department, City of Columbus, last accessed September 12, 2022, <https://www.columbus.gov/WorkArea/DownloadAsset.aspx?id=2147503533>, at p. 4.

<sup>33</sup> See, e.g., “Vision Zero Action Plan 1.0,” at p. 11.

<sup>34</sup> See, e.g., “Vision Zero Action Plan 1.0,” at p. 27.

<sup>35</sup> MTP ID 510. See “Projects Web Map,” 2020-2050 MTP, MORPC, available at <https://www.morpc.org/mtp2050/>

perform Asset Life Cycle Planning to support decision making at the Capital and Operational levels. The systems will provide for cross asset planning supporting trade off analysis needed to determine what mix of investments into Infrastructure Systems that will allow for the greatest return on the life of the assets and the impact to the residents of Columbus. It is being developed by City of Columbus Department of Public Service Assistant Director Andrew Williams, who helped develop and manage ODOT's asset management program.

#### **D. Climate Change and Sustainability, and Economic Competitiveness.**

##### **I. This safety project supports the City of Columbus' Climate Action Plan.**

Columbus recently released its first Climate Action Plan (CAP).<sup>36</sup> The CAP commits to a 45% greenhouse gas emissions reduction by 2030, and a 100% greenhouse gas emissions reduction by 2050. The Livingston Avenue West project will help advance several key goals from the CAP, including: (1) Goal 5.3 – increasing equitable access to green space; (2) Goal 6.2 - reduce urban heat with tree canopy cover; and (3) Goal 11.4 - support active transportation infrastructure.<sup>37</sup>

The project supports the CAP's goal to increasing equitable access to green space by providing improved bicycle and pedestrian facilities throughout the Livingston Avenue corridor between 18<sup>th</sup> Street and Nelson Road. Livingston Park is at the northwest corner of Livingston Avenue and 18<sup>th</sup> Street, and Driving Park is at the southeast corner of Livingston Avenue and Rhoads Avenue.<sup>38</sup> This project will improve direct access to both parks. The project will also improve access to Fairwood Park, which is connected to Driving Park via a shared-use path. The improved corridor facilities will also ultimately connect to the Alum Creek Trail, which is a major regional trail that provide access to additional parks and trails throughout Columbus and the region. The Alum Creek Trail is just east of the project terminus, and the City is currently exploring options to provide access to it. The connection is challenging because any bicycle facility connecting to the Alum Creek Trail from the west must find a way to cross beneath I-70. Finishing this connection to the Alum Creek Trail is a priority for the city, as it would help tie the Livingston Avenue West improvements to the planned Livingston Avenue East improvements.

The project also supports the CAP's goal to reduce urban heat with tree canopy cover. As part of Executive Order 2015-01,<sup>39</sup> Columbus has committed to preserving street trees when possible, and planting new street trees as part of all of its street reconstruction projects. This is particularly significant because the Columbus Recreation and Parks Department has identified Livingston Avenue as an area of the city that has a medium to high social equity index and low canopy percentage.<sup>40</sup> While it is still unknown how much space there will be for new trees to be planted in the right of way, any new trees planted as part of this project (1) meet a significant urban forestry need, and (2) support a the CAP's goal to increase tree canopy cover.

The project also supports the Climate Action Plan's goal to support active transportation infrastructure within one mile of mass transit. The Central Ohio Transit Authority's (COTA's)

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<sup>36</sup> "City of Columbus releases first-ever climate action plan," News Releases, City of Columbus, accessed March 16, 2022, <https://www.columbus.gov/Templates/Detail.aspx?id=2147522721>. Additional information on the Columbus Climate Action Plan can be found at <https://www.columbus.gov/sustainable/cap/>, and the full Columbus Climate Action Plan is available for download at <https://www.columbus.gov/WorkArea/DownloadAsset.aspx?id=2147522706>.

<sup>37</sup> See Columbus Climate Action Plan, pp 60, 64, and 89.

<sup>38</sup> Please see Project Corridor Map in Maps Appendix for park locations.

<sup>39</sup> "Executive Order 2015-01 Tree Protection and Mitigation," Human Resources Department, City of Columbus, last accessed September 11, 2022, <https://staging.columbus.gov/WorkArea/DownloadAsset.aspx?id=85008>

<sup>40</sup> "Columbus Urban Forestry Master Plan: Prioritizing Social Equity Factors," Columbus Recreation and Parks Department, accessed March 17, 2022, [https://www.columbusufmp.org/uploads/2/6/0/6/26062495/columbus\\_ufmp\\_final\\_low\\_res.pdf](https://www.columbusufmp.org/uploads/2/6/0/6/26062495/columbus_ufmp_final_low_res.pdf), p. XIII.

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Line 1 serves Livingston Avenue with a twenty minute frequency. The improved infrastructure will also support expanded micromobility options along Livingston Avenue. Riding e-scooters on sidewalks is illegal in Columbus due to pedestrian safety concerns,<sup>41</sup> while riding e-scooters on Livingston Avenue itself is not advisable due to speeding and other roadway safety concerns. Providing a dedicated bicycle facility will provide an area where micromobility options can be safely used. Slowing speeds on Livingston Avenue and other roadway safety improvements will further improve the safety of active transportation and transit options in the project corridor.

## 2. Safety and facility improvements will improve access to jobs and business opportunities

Safety concerns on Livingston Avenue have had a significant effect on local business and, as a result, local jobs. People are afraid to use the sidewalks because they are afraid of being hit by a car while walking on the sidewalk. The *Columbus Dispatch* featured the corridor, and quoted Jason Reece, who is one former resident and urban planner, as saying, “You have pretty substantial safety concerns. There's little to no shoulder in terms of the sidewalk, and you've got these cars barreling down Livingston at 50 miles an hour.”<sup>42</sup> Local businesses owned by African-American community members have been hit particularly hard.<sup>43</sup> Reallocating lanes to reduce speed and create space for sidewalk and bicycle improvements will create a more inviting atmosphere for businesses on the corridor. Safer, better facilities will encourage more people to travel through the corridor and feel comfortable visiting stores and other points of interest in the corridor. It will also encourage more people to walk to bus stops, and use transit to travel to work.

## 3. Construction standards promote the use of recycled materials and utilize new sealants and concrete intended to reduce air pollutants and carbon emissions.

Columbus promotes the use of recycled materials in its projects, especially recycled asphalt pavement (RAP). Contractors can currently use 50% RAP in the base course of asphalt, and 20% in the surface course of asphalt. Columbus is currently piloting 50% RAP in the surface course, but those pilots are still being monitored and cannot yet be included as a common bid. It will continue to monitor the data and will increase the overall percentage of RAP in the surface course as it is able based on the data provided in the pilot areas.<sup>44</sup> While the RAP that will be used in the new asphalt for Livingston Avenue may not come from the corridor’s old roadway asphalt, it will have been recycled from other roadways in the region; and the old asphalt from Livingston Avenue will be collected and used as RAP in new asphalt for other roadway projects.

Columbus is also using new materials that will reduce air pollutants and carbon emissions from projects. It is currently piloting the use of a new asphalt sealant, PlusTi A.R.A.-1 Ti, as part of its American Addition Phase 4 project.<sup>45</sup> This sealant removes nitrogen oxides, volatile organic compounds, and other airborne pollutants. If the pilot is successful, Columbus intends to significantly expand the use of this sealant as part of its commitment to reduce harmful emissions. In addition to this sealant, concrete suppliers in Central Ohio have shifted from using Portland cement to Portland Limestone Cement. Using this limestone concrete is projected to reduce carbon

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<sup>41</sup> See Columbus City Code § 2173.10

<sup>42</sup> Erica Thompson, “The legacy of Black-owned businesses in Driving Park,” *The Columbus Dispatch*, Mar. 8, 2022, updated Mar. 9, 2022, <https://www.dispatch.com/in-depth/business/2022/03/08/black-businesses-driving-park-1960-s-map-columbus-history/6607801001/>.

<sup>43</sup> Ibid.

<sup>44</sup> Please see Appendix 3 - RAP Pilot Presentation for more information about the City’s RAP pilot.

<sup>45</sup> Please see [Appendix 3- PlusTi information](#) for more information about the new sealant and its environmental benefits.

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emissions for concrete by 10%.<sup>46</sup> The Livingston Avenue project will incorporate the limestone concrete and, hopefully, the new asphalt sealant.

4. The project will incorporate rigorous storm water management practices.

Columbus follows design standards that minimize adverse environmental impacts and meet or exceed standards for stormwater quality and quantity. All federal aid projects meet federal and state environmental requirements. Columbus, however, goes above and beyond state and federal requirements in its stormwater management practices. Its Department of Public Utilities requires transportation projects meet all state stormwater quality requirements; but it has also established stormwater quantity requirements that exceed federal and state requirements. The standards also exceed other local stormwater management requirements in Central Ohio, and are among the most rigorous in the state.<sup>47</sup>

This project also supports the Department of Public Utilities’ (DPU’s) Blueprint Columbus initiative in the Miller Kelton neighborhood. This community was selected by DPU because there have been a significant number of basement backup incidences and the sanitary sewer overflow that discharges into Alum Creek near the Alum Creek Multi-Use Trail. While many of the planned improvements extend north of Livingston Avenue, this project will incorporate points for DPU’s improvements to tie-in with utility systems within the project corridor.

**IV. Project Readiness**

**A. Project Background and work already completed/underway**

Columbus is committed to planning, designing, and constructing safety improvements within the project corridor. The regional MTP already includes adding additional facilities on Livingston Avenue within the project corridor (MTP ID 510). The underlying safety study and planning process began in April 2022, and the stakeholder collaboration process has commenced. City staff believe that project will be substantially complete by the end of November 2028.

**B. Project Schedule**

Stage	Start	End
Safety Study, Planning, and Community Engagement Start	Apr. 2022	Mar. 2023
Preliminary Alignment	Jul. 2023	Jan. 2024
Stage 1 Design	Jan. 2024	Jul. 2024
Stage 2 Design	Jul. 2024	Dec. 2024
Obtain NEPA Clearance from ODOT	Dec. 2024	Mar. 2025
Stage 3 Design	Dec. 2024	Jun. 2025
Final Plans	Sep. 2026	Oct. 2026
ROW Acquisition	Mar. 2025	Mar. 2026
Utilities Cleared	Feb. 2026	Feb. 2027
Submit plan package to ODOT	Mar. 2026	May. 2026
Bid, Award, & Construction	Jun. 2026	Nov. 2028

<sup>46</sup> Please see Feb. 16, 2022 letter from Anderson Concrete Corporation provided in [Appendix 3 - Limestone Concrete Information](#)

<sup>47</sup> The 2021 Columbus Stormwater Drainage Manual is available at <https://www.columbus.gov/utilities/publications/2021-Columbus-Stormwater-Drainage-Manual/>