

# **CITIPLAN DAYTON: THE 20/20 VISION PLAN REPORT**

**Adopted, City Plan Board: March 16, 1999**  
**Adopted, City Commission: May 5, 1999**  
**Economic Development Component and**  
**Land Use Principles Revised in 2007**

## **Introduction**

“CitiPlan Dayton: The 20/20 Vision” (or CitiPlan 20/20) is a strong statement about Dayton’s commitment to redefining itself by building on our economic and community strengths and participating equally and fully in the regional community. This comprehensive plan will be used by the City Commission and City Administration to set policy direction, establish service priorities (as the basis of the budget process) and act as a guideline for land use and zoning decisions and updates to our zoning code. CitiPlan 20/20 also gives the Commission and Administration a road map for working with neighboring jurisdictions and other public and private organizations.

Building on our strengths and assets—this is no small challenge. To develop the comprehensive plan, Dayton residents—along with many participants from the region—have been on a two-year journey. The focus of this journey has been to think about what we want our community to be like by the year 2020 and what it will take to make it happen. There are tremendous assets in Dayton. Properly used, they will be the stepping stones to take us where we want to go.

## **Planning Process**

**City Commission.** The Dayton City Commission provided the leadership and general direction for the planning process in their “Dayton Vision 2003,” which the City Commission adopted in June 1996. This vision identified six areas where the community should focus attention. As a result, the following six work committees were established to develop plan recommendations:

- Downtown
- Community Development and Neighborhoods
- Youth, Education, and Human Services
- Economic Development
- Open Space and Quality of Life
- City Services

The City Commission will also be the “keeper” of the plan and ultimately responsible for its implementation.

**City Plan Board.** By law, the city Plan Board is responsible for producing and managing comprehensive planning efforts. The Plan Board charged the Department of Planning and Community Development staff to develop a process that was consistent with the direction

provided by the City Commission and good planning practice. The Board members monitored the process and served on the six work committees.

**Committee Work Groups.** Over 125 people participating in the six committees completed the lion's share of the work on CitiPlan 20/20. Committee members included representatives from neighborhoods, priority boards, area institutions, non-profit organizations, businesses, community groups, and neighboring jurisdictions. Over a period of 18 months, each committee studied its issue, considered alternatives, and developed recommendations in five-, 10-, and 20-year time frames.

**Steering Committee.** It was this committee's job to review various committee reports and develop the overall recommendations. This group spearheaded the plan and, with the City Commission and Plan Board, will be champions for its implementation. Members included the chairs of each working committee, the City Manager, the President of the Plan Board, and additional business and community representatives.

**Public Issues Forums, Youth Focus Groups, and Other Public Review.** With the assistance of the Dayton Daily News and Miami Valley Issues Forum volunteers, a series of public forums was held throughout the community in the spring of 1997. The goal of these forums was to gain the perspectives and opinions of anyone in the community interested in participating in the planning process. The forums provided insights, and in some cases course corrections, to the committees as they began to formulate their recommendations. CitiPlan's Youth, Education, and Human Services Committee also sponsored forums with area youth. The youth were asked to focus on the future and identify issues or problems that need to be addressed over the long term. The Youth, Education, and Human Services Committee used the comments and ideas of these young people as it developed its recommendations.

During the summer and fall of 1998, numerous meetings were held at Priority Board offices and other locations to gather comments from citizens and city staff on the draft plan recommendations. The comments received were used to modify the plan recommendations and assist in selecting key recommendations.

## **Vision**

CitiPlan 20/20 envisions a Dayton that is the "placemaker" for the region. Dayton is

- The center of manufacturing
- The core of historic and well-established neighborhoods
- The home of the arts and cultural community
- The Miami Valley's downtown
- The keeper of the heritage and character of the community
- A learning community

These statements define who we are as a city, and the strengths reflected in them make us uniquely capable of being the placemaker for the region. To be the region's placemaker, we must build on these strengths so that Dayton will have national and international prominence as the

birthplace of aviation and as a community whose culture nurtures invention and innovation in community life, business, the arts, and education. This is the vision of CitiPlan 20/20.

## Goals

The goals of a comprehensive plan are all-encompassing statements about what the people and leadership of Dayton think the City should be in the next 20 or so years. Goals are rooted in the plan's vision, but they take that vision several steps further by adding more focus and depth. Over the course of several months, several major goals were developed for CitiPlan 20/20:

- Economic development activity is focused on our industrial strengths.
- Our image—as defined by the strength of our cultural opportunity, our strong heritage of aviation, and the inventive spirit of our people—is a source of pride for us and a signal of strength to the region and the nation.
- We are the best at the 4Rs—redevelopment; reuse; revitalization of our neighborhoods, business districts, downtown, and undeveloped land; and retention of our job base.
- A diverse group of people and families live in safe, supportive neighborhoods; care for and respect one another; and succeed in school, the workplace, and life.
- We are a community committed to lifelong learning and the education of ourselves and our community's children and youth.
- Downtown is the region's cultural, entertainment, and historic center.
- Our City's social and economic health is a regional priority.

## History

A thoroughly Midwestern city, Dayton grew up on a river used as a transportation route. The City grew some more as a result of railroads coming to town and came into the 20th century as a manufacturing town with a strong connection to its surrounding agricultural roots. Dayton was an economic powerhouse by the 1940s, making cars, refrigerators, and cash registers. Many of the things made in Dayton were also invented in Dayton. For instance, the airplane is a homegrown invention that was profound in its impact on the 20th century. Dayton was also a major cog in the military-industrial machine during World War II. Wright-Patterson Air Force Base was, and remains today, a major logistics center. Post-war Dayton was a busy, crowded place where housing was in short supply, and getting home from work—at any of a hundred factories—was difficult.

By 1960, Dayton had over 260,000 people—50 percent of everyone who lived in Montgomery County lived in Dayton. The 1970s signaled the beginning of the downturn that has defined the City in the second half of the century. The construction of I-75 and U.S. Route 35 paved the way for the outmigration of people in the 1970s and 1980s. The outmigration of first people and then jobs and the associated disinvestment that Dayton has experienced from about 1970 to the present have created the current challenges for this planning period.

## Demographic Trends

**Population.** When Dayton last completed a comprehensive plan in 1952, its population was growing rapidly and would peak eight years later at 262,000. Fifty percent of Montgomery

County's population lived in Dayton then. In 1979, when Dayton completed the citywide General Land Use Plan, it was in the midst of a significant population shift from the City to the suburbs. In 1996, two years before the completion of CitiPlan 20/20, there were an estimated 173,000 people living in Dayton. Montgomery County, of which Dayton is the county seat, has also experienced population losses while the populations of its adjacent counties have increased. In 1970, Montgomery County's population reached a high of 606,000. In 1996, it was estimated to be 566,000.

The changing population patterns and the move of people and jobs from Dayton, the center city, into ever-farther suburbs create the type of urban sprawl that impacts many areas of the community.

**Economy.** In spite of the significant losses of manufacturing jobs in the 1970s and 1980s, Dayton remains primarily a manufacturing town. As far back as the 1920s and 30s, Dayton attracted people, particularly from the Appalachian South, to its many factories. Of the jobs the Dayton-Springfield region provides in either the service, manufacturing, retail, or wholesale sectors, 35 percent are manufacturing jobs. Dayton's concentration is even greater, at 47 percent. Dayton has a higher proportion of manufacturing employment than any other north-central or northeast city outside Detroit or St. Louis. This reliance on manufacturing reflects the significant auto industry activity in Dayton, other tooling and machining activities, and our proximity to other manufacturing centers.

The service sector has shown strong rates of growth in the region, generally over 7 percent through the early 1980s and over 4 percent annually since then. In Dayton, the service sector has shown much more modest rates of growth and actually showed a decline in the number of jobs between 1987 and 1995. In addition, downtown, which has a high concentration of service jobs, experienced a significant number of job losses to the suburbs and other parts of the country during that same period.

Concentrated poverty is also a weight on the local economy. City of Dayton residents are four times as likely to be living in poverty as residents living in the rest of Montgomery County. In Dayton, 25 percent of the people live in poverty while only 6 percent of the people in the rest of the county live in poverty. The most troubling are the statistics on children in poverty. In the nation, 18 percent of children live in poverty, and, in Dayton, 40 percent of children live in poverty.

### **Key Strengths**

Dayton has a long legacy of inventors, builders, designers, and artists. Our most famous citizens, Orville and Wilbur Wright, changed the world when they invented airplane wings that permitted engine-powered flight. As Patricia Gray writes, the Wrights "were nurtured by a community culture that revered self-discipline, education, and teachers and believed that the status quo could and should be improved upon, and generally had a 'can do' view of life. It built and vigorously supported significant libraries, museums, performing arts organizations and spaces, public parks, and the community's infrastructure" (Gray, *Greensboro News and Record*, 1997). This legacy continues and is the source of Dayton's key strengths:

**Arts, Culture, and Recreation.** The Dayton area has tremendous cultural and recreational assets that include an opera company, a philharmonic orchestra, professional and community theater companies, dance companies, a traditional folk arts presenter, museums for adults and kids alike, a significant community of artists, an extensive river corridor bikeway system, and parks that draw over 7 million visitors a year.

**Innovation and Invention.** Dayton's heritage of innovation and invention continues today with aerospace research at Wright-Patterson Air Force Base, research into manufacturing products from advanced composite materials, and a concentration of tooling and machining industries, to name a few. The region's innovations also extend to community issues. Elected and community leaders throughout Montgomery County have forged partnerships to renovate and build housing, combat domestic violence, enhance welfare reform efforts through the nationally recognized Job Center, and support the nation's first voluntary tax-revenue-sharing program.

**Committed Residents, Businesses, Institutions, and Organizations.** After the devastating flood of 1913, Daytonians rebuilt their neighborhoods, their city, and even their form of city government. Over 80 years later, Daytonians remain committed to their community. This commitment has meant strengthening healthy neighborhoods, rebuilding neglected ones, and even creating new neighborhoods. Through priority boards, Dayton citizens participate in solving citywide and neighborhood problems and charting a course for the future. Dayton residents have launched community development corporations that successfully address the housing and social needs of their neighborhoods. Dayton's historic preservation community is the lifeblood of Dayton's historic districts and the community's preservation conscience. Dayton's business community, institutions, and organizations are actively engaged and taking the lead in numerous initiatives that improve the quality of life in Dayton. Sinclair Community College, the University of Dayton, Central State University, Wilberforce University, and Wright State University are working to improve conditions in Dayton neighborhoods, conducting research that leads to increased economic opportunities for the region, and providing degree and certification programs to advance the life and employment skills of area residents.

**Home of the Region's Downtown.** The greater downtown area contains about 27,000 jobs, making it the City's largest concentrated job location. It is also the headquarters of two of the region's Fortune 500 companies and serves as the county's legal and government center. Downtown is home to the region's largest concentration of arts and cultural venues and is the region's historic and cultural center. Downtown's excellent highway and transit systems make its jobs and cultural attractions highly accessible to the region's residents. Sinclair Community College, one of the nation's most innovative and highly regarded community colleges, is located downtown.

## **Key Challenges**

During the detailed study of Dayton at the beginning of the planning process, several key challenges kept surfacing: regional decentralization (sprawl), the need for regional partnerships and collaborations, education, the changing economy, and community image. These challenges

are at the core of the planning strategy. Resolving the issues associated with each of them brings us much closer to the community we want to be.

**Regional Decentralization.** In recent history, little has affected Dayton more profoundly than the significant numbers of people and jobs that have moved to the suburbs. This exodus has had the effect of sapping people and vitality from the region's center—Dayton and other inner-ring suburbs. Of the 100 largest cities in the country, Dayton is the center of the eighth most decentralized region (Mazey, 1997). The Dayton area also has a greater ratio of land usage to population than other regions. For example, in 1960, the Dayton urbanized area housed 502,000 residents in 125 square miles of land. By 1990, the Dayton urbanized area contained 613,000 residents in 273 square miles of land (Rusk, 1997).

**Need for Regional Partnerships and Collaborations.** Of our region's nearly 1 million people, only about 20 percent live in the City of Dayton. The remaining 80 percent are served by nearly 170 general-purpose governments and 50 school districts, plus 30 chambers of commerce (Mazey, 1997). Our region's political fragmentation makes it less able than other regions to work together as a unit to build on our strengths. It will be critical as we move into the next century to adopt a "foreign policy"—to find ways to work together to maximize scarce resources, control land use sprawl, and provide services in efficient ways.

**Education.** We are proud of the many outstanding, high-performing students, teachers, classrooms, programs, and schools—both public and private—within the City of Dayton. But the fact remains that too many of Dayton's young people are inadequately prepared to compete successfully in the labor market of the late 1990s and beyond. There is a crisis of confidence in Dayton's schools, particularly its public schools. This crisis, combined with the limited ability of parents to choose which schools their children will attend, either public or private, has had a detrimental effect on retaining or attracting families with children to the City of Dayton.

**Changing Economy.** While the rest of the country has seen a drastic reduction in manufacturing jobs, the Dayton region has managed to hold on to over 100,000 such jobs fairly consistently from the late 1970s to now. But Dayton's share of those jobs in all sectors of the economy has declined. Employment projections suggest that, if we do nothing to change our ways, Dayton's total employment base could drop by more than 20 percent, from 124,000 in 1997 to 98,000 in 2020.

**Community Image.** "Image" is the feeling we have about ourselves or the feeling that others have about us. In spite of Dayton's high quality arts and cultural opportunities and heritage of aviation and invention, our image is not strong. We have the assets that make up the raw ingredients for high quality of life; now we need to acknowledge them and build on them. The 2003 Committee, which is planning the celebration of the centennial of powered flight, is taking the initial steps to meet this challenge.

## **Key Outcomes and Recommendations**

The six work committees developed detailed sets of recommendations to reach the goals identified earlier. Then the Steering Committee identified outcomes that will be used to measure

whether we are accomplishing the plan's recommendations. For us to build on our assets and reach the potential this community possesses will require collaborative efforts between the city of Dayton, our business community, schools, institutions, public agencies, Montgomery County, suburban neighbors, and others. The recommendations listed below often speak to what the city of Dayton must do to make CitiPlan a reality, but the City of Dayton cannot accomplish these things alone. To ultimately realize our vision of being the region's placemaker—the City of Dayton and the region must initiate, nurture, and commit to the partnerships and collaborations which are critical to the plan's success.

What follows is the essence of CitiPlan 20/20's outcomes and recommendations; more detail and the complete sets of committee recommendations can be found in the full committee reports.

**Downtown Committee.** While there has been sustained investment in the downtown during the last generation, significant job losses have occurred since the completion of the I-675 bypass and other regional roads and support infrastructure. A successful intervention strategy for downtown must simultaneously focus on strengthening the job base and developing and enhancing a portfolio of downtown amenities that can be supported by downtown residents, workers, and regional visitors. In essence, that strategy is a balanced mix of creating and retaining jobs, enhancing amenities, and increasing the housing base. Key recommendations and outcomes for the City of Dayton include the following:

**Recommendations to implement by 2003:**

- Create jobs by supporting the retention and expansion of existing businesses downtown, and attract new jobs by enhancing downtown's amenities.
- Enhance these amenities by doing the following:
- Implementing the downtown Riverscape project and the minor league baseball stadium.
- Pursuing the redevelopment of the arcade and the mixed-use project located at the Second and Main block.
- Exploring the market potential and feasibility of expanding the convention center and increasing support hotel facilities.
- Increase the number of market rate housing units downtown.

**Outcomes:**

- Annually, add 1,000 new jobs in downtown. Seek to attain positive annual downtown office space absorption at a rate that is comparable to the region's absorption rate.
- Annually, increase the downtown visitor base by 10 percent by supporting regional activities downtown and by implementing the RiverScape project, the minor league baseball stadium, and the addition of a concert hall in the Second and Main project.
- By 2003, add 500 market-rate housing units downtown.

**Youth, Education, and Human Services Committee.** Large-scale economic and social changes have reduced the earning power of Dayton's lower skilled residents, disconnected the public schools from city neighborhoods, and led to a significant population loss from the City of Dayton of both middle-income families and college-educated young adults. Young people and adults,

community organizations, the schools, the faith community, businesses, and the media must be mobilized to prepare Dayton's young people for life and leadership, transform Dayton into a learning community, and stop the cycle of family violence. The work of this CitiPlan committee also reflects several outcomes of the Family and Children First Council (FCFC), which are young people succeeding, stable families, economic self-sufficiency, and safe and supportive neighborhoods. Key recommendations and outcomes for the City of Dayton include the following:

**Recommendations to implement by 2003:**

- Formally adopt the community outcomes articulated by the Family and Children First Council, and establish an annual action agenda describing the City's role in helping to achieve the FCFC outcomes.
- Serve as a leadership partner to strengthen the Dayton Public Schools in terms of school readiness, school reform, and school attendance; champion the ASPIRE scholarship program and advocate for its funding.
- Initiate discussions with the Dayton Board of Education to explore greater opportunities for complete school choice for Dayton parents.
- Make workforce development a City Hall priority and work to ensure that technology, information, education, training, and support networks are connected to Dayton neighborhoods.
- Recognize the major role the City plays in youth development during the non-school hours. Assess city programs and modify them, if necessary, to improve coverage, quality, and participation rates.
- Continue the City's leadership and active participation in collaborative efforts to design and reform the community's response to domestic violence, child abuse, assaults, and incivilities.

**Outcomes:**

- Expand Head Start programming to full days, year-round for the vast majority of children served to ensure school readiness and to support low-income working parents.
- By 2003, reduce chronic absenteeism among Kindergartners-7th graders in Dayton Public Schools by 75 percent from 1996-97 levels.
- Increase graduation rates in the City of Dayton by at least 2 percent per year until they reach or exceed 80 percent.
- By 2003, ensure that all Dayton parents have an equal ability to choose whatever school they prefer for their children and the information necessary to make an informed decision.
- By 2003, provide Dayton's lower income neighborhoods with ready access to the job market and the education, training, and support needed to compete successfully for living-wage jobs.
- By 2003, create regular after-school programming for every Dayton neighborhood that engages children and teens between 2 and 8 p.m. and during the summer.
- By 2003, reduce the number of assaults committed in the City of Dayton by 20 percent of the 1996 figure.

**Community Development and Neighborhoods Committee.** Dayton's neighborhoods are the foundation of this entire region's character and image—the core of what it means to be a placemaker. This committee's recommendations are designed to ensure that Dayton neighborhoods are stable and diverse, welcome the middle class and are good places to raise families, that our housing retains its current value as well as grows in value, and that Dayton neighborhoods nurture the human spirit and civic responsibility. The committee also recognized the important role business districts play in making city neighborhoods convenient and desirable places to live. Key outcomes and recommendations for the city of Dayton include the following:

**Recommendations to implement by 2003:**

- Establish and enforce greatly increased penalties for violating the City's zoning, housing, building, nuisance, and yard maintenance codes.
- Institute community policing in Dayton neighborhoods, enforce zero tolerance of criminal behavior, and encourage citizen adherence to standards of civility.
- Advocate for a regional strategy to accommodate the housing and social service needs of the region's low-income population and special needs population throughout the region, not just in Dayton.
- Use *The Framework for Neighborhood Investment*, developed by the City of Dayton's Housing Symposium, as the blueprint for the City's community development and housing investment strategies.
- Grow viable business districts by leveraging city resources with appropriate levels of private investment.
- Provide incentives to community-based developers and the private market to build market-rate housing, and rehabilitate existing homes in the City's older, inner-ring neighborhoods.
- Support model housing programs that target improvements in neighborhoods on several fronts (new construction, owner-occupied home loans, and rehabilitation) all at once.

**Outcomes:**

- By 2010, ensure that 85 percent of structures in the City of Dayton have exterior ratings of Condition 1—the best condition rating awarded—which is an increase from the 1998 proportion of 78 percent.
- By 2003, reduce incidents of crime and uncivil behavior so that Dayton's neighborhoods are regarded as among the safest in the region. As a result, 90 percent of Dayton residents feel safe in their neighborhoods at night, an increase from 81.5 percent in 1997.
- By 2010, reduce Dayton's concentration of low-income households from 1990 levels by 10 percent, and ensure that no priority board has a disproportionate share of families living in poverty.
- By 2003, develop a strong web of services and an adequate resource base to assist people in poverty and the working poor reach their full potential (Dayton's public, private, and non-profit organizations and institutional anchors).

- By 1999, adopt *The Framework for Neighborhood Investment* (September 1996) as the blueprint for the City's community development and housing strategies.
- By 2010, ensure that the City of Dayton has 15 economically viable neighborhood business districts and eight shopping areas that serve the larger community.
- Between 1996 and 2003, add 500-plus market-rate, new housing units in Dayton's urban core, add 1000 affordable and market-rate housing units (new construction and rehabilitation of vacant units) in Dayton's urban mature and eclectic neighborhoods, and add 2300 market-rate, new housing units in Dayton's suburban-style neighborhoods.

**Economic Development Committee.** In 2007, this component of CitiPlan was updated to reflect current economic trends and realities. The update was adopted by the City Plan Board on December 4, 2007, and by the City Commission on February 20, 2008. The complete update can be found at [www.cityofdayton.org](http://www.cityofdayton.org). Click on **Departments** at the top of the home page, click on **Planning and Community Development**, look for **Quick Hits** on the right hand side of the page, click on **Plans, Reports, and Studies**, then look for “**2007 Economic Development Update to CitiPlan 2020 and Focus 2010**”.

**Open Space and Quality of Life Committee.** Dayton is blessed with many resources. Our parks and open spaces are abundant. Our cultural assets are the envy of cities many times our size, and our achievements, and those of our ancestors, are worthy of worldwide recognition. This committee looked for ways to maximize these assets so that others will enjoy them and we will be proud of them. Key recommendations and outcomes for the City of Dayton include the following:

**Recommendations to implement by 2003:**

- Develop an innovative master plan for Dayton's parks and recreation facilities that meets the current and emerging needs of Dayton residents, and incorporate the physical components of the master plan into Dayton's zoning code.
- Create a regionally supported, long-term, high-profile, worldwide image-building effort focused on strategic infrastructure projects and world-class marketing as initiated by the 2003 Committee.
- Establish a formal parks alliance between the City of Dayton, Montgomery County, Five Rivers MetroParks, and the Miami Conservancy District in the areas of policing, maintenance, training, equipment sharing, contracting, purchasing, and resource allocation.
- Establish formal collaborations between regional arts organizations, the corporate community, and arts providers to allow affordable participation in arts and cultural experiences by all people.
- Substantially complete the construction, enhancement, and operational plans for new and existing indoor and outdoor arts and performance venues downtown.

**Outcomes:**

- By 2003, ensure that the City of Dayton's parks, playgrounds, and recreation centers meet National Recreation and Park Standards for maintenance and development quality.
- By 2003, ensure that the celebration of the centennial of powered flight is the pinnacle event defining Dayton's image and use this event as the springboard for the region's marketing efforts.
- By 2010, provide access to arts and cultural opportunities to all citizens, including traditionally under-served populations.
- By 2010, enhance downtown Dayton's place as the region's major cultural center by providing arts and cultural facilities and programming that are unparalleled in the region.
- By 2020, regionalize the management and programming of all City of Dayton parks, Five Rivers MetroParks, and Montgomery County parks under one entity. This entity will have adequate governing representation from the City of Dayton, Five Rivers MetroParks, and Montgomery County.

**City Services Committee.** The City of Dayton faces a number of challenges in providing services to its customers. Dayton must balance increasing expectations and demands with revenues that, at present, are not keeping pace with the costs of providing services. Dayton must respond efficiently to a wide range of often competing customer needs and wants. Regional cooperation and a clear sense of common interests will become increasingly important. Dayton must also maintain an aging system of roads, bridges, water lines, and sewers that was designed to serve a population of 262,000 but that now serves a much smaller population with greater needs. Key recommendations and outcomes for the City of Dayton include the following:

**Recommendations to implement by 2003:**

- Institutionalize multi-year financial planning efforts, including revenue forecasts, to guide budget decisions made by the City Commission and City Administration. Ensure budget decisions are linked to CitiPlan 20/20 outcomes.
- Continue to develop and implement a multi-year strategic plan to accomplish the goals and objectives of Vision 2003 and CitiPlan 20/20.
- Use appropriate performance management systems to link staff activities to the City's strategic and financial plans.
- Develop cooperative arrangements with other jurisdictions where services can be provided more efficiently on a regional level.
- Implement a system to evaluate technology-based best practices used in other cities and apply those practices here as appropriate.
- Ensure staff have sufficient resources, equipment, training and development opportunities to perform at the highest level and meet the challenges of the next century.

**Outcomes:**

- In 2000, citizens of Dayton believe the City delivers services effectively and efficiently and respond by passing the city income tax renewal by a wide margin.

- Annually, citizen satisfaction with city services increases as measured by the City's public opinion survey.
- Annually, residents' satisfaction with the quality of life in Dayton's neighborhoods increases as measured by the priority board quality of life indicators.
- The City's investments in enhancing city services will be strategic, customer driven, utilize appropriate technology, and recognize best practices nation-wide.
- By 2003, a workplace culture exists where skill development to the fullest extent applies to all employees, and sufficient internal and external resources are available to make it happen.
- Annually, the City reports to the community on progress made toward implementing CitiPlan's recommendations and achieving its outcomes.

## **Transportation**

Adequate roads, good public transit, sufficient rail service, a network of bikeways, and decent airline service are all important to Dayton's economy and quality of life. The Dayton City Commission adopted transportation goals and objectives in July 1994. These goals and objectives address downtown, neighborhoods, the environment, and the economy. Our long-term transportation strategies include the following:

- Focus available resources on the rehabilitation and reconstruction of the current roadway system.
- Relate land use decisions to the existing urban service area and avoid further urban sprawl.
- Direct the region's aviation-related resources to Dayton International Airport as the region's primary aviation facility.
- Advocate for an Ohio "3-C" (Cincinnati-Columbus-Cleveland) high-speed rail route with a stop in downtown Dayton.
- Encourage the availability of adequate, affordable public transportation to job sites, shopping areas, and other community resources locally and regionally.
- Ensure that seniors, people with disabilities, and other special populations have access to our transportation system.
- Improve the existing interstate system by redesigning the I-75/I-70 interchange and improving I-75 through Dayton.
- Maintain our existing rail freight capabilities.

## **Land Use**

The City of Dayton's current land use patterns have developed during the last 150 years. They also reflect a zoning code that was based on the separation of land uses and that encouraged a suburban style of development. Dayton last adopted a land use plan in 1979. Twenty years later, the land use challenges facing Dayton are more complex. Dayton's land use strategies and land use plan must address shifting development trends and a smaller population and identify environmental constraints on development.

As part of CitiPlan 20/20, a new land use strategy and land use plan were developed. Dayton's new land use strategy and plan reflect the density and physical patterns of its existing built

environment and will encourage the use of overlay districts and mixed-use development in appropriate settings. The land use strategy and plan will provide land use support to CitiPlan 20/20's recommendations, particularly the "4 R's," and a framework for land use discussions and revisions to Dayton's zoning code.

There are four distinct development patterns found in the City of Dayton. These patterns are found in residential, commercial, and industrial areas and can be defined by the following physical criteria:

- Urban core. Generally, the traditional downtown and the warehouse district on the eastern edge of downtown called Webster Station.
- Urban mature. The oldest residential areas found in the City (generally built before 1920); the historic or close-to-downtown neighborhoods.
- Urban eclectic. The largest of the three areas; found between the urban mature and the suburban area (those neighborhoods built between about 1920 and 1960).
- Suburban. The familiar auto-oriented development pattern located near Dayton's boundaries that was developed after 1960.

## **Revised Land Use Principles (2007)**

**Adopted by the City Plan Board December 18, 2007 (RC-016-2007)**

**Adopted by the City Commission March 19, 2008 (Resolution 5582-08)**

### **Commercial and Residential Development**

- Identify and recognize the four distinct development patterns found in the City of Dayton: urban core, urban mature, urban eclectic, and suburban. Promote development that reflects the unique character of each of the four development patterns.
- Provide housing that meets the diverse social and income needs of the community.
- Recognize that small commercial areas (those areas generally not shown on the land use map) will grow or decline based on market support and neighborhood compatibility. These small areas of commerce should not be discouraged and minor expansions that are supported by, and in the best interest of the community, should be accommodated.
- Promote the concentration of dense mixed use development that takes advantage of our existing infrastructure at select major transit nodes or key thoroughfares.

### **Environmental, Cultural, and Historic Development**

- Continue to provide zoning regulations that protect the environment through the well field and floodplain regulations and the noise, light and emission standards.
- Secure the future of undeveloped places. Provide appropriate land use regulations to protect open space and parks and to accommodate the development of public land for the use and enjoyment of the general public.
- Support historic preservation and urban conservation efforts through special overlay districts.
- Encourage planned development overlays and other special controls to facilitate development in undeveloped areas, underdeveloped areas, and areas where the proposed use may require additional conditions to ensure compatibility with surrounding land uses.

- Support the reuse of previously developed lands (brownfields and greyfields) and encourage the adaptive reuse of existing structures.

### **Urban Design**

- Create and maintain connectivity. Connectivity is established through our street, highway, and transit systems. Sidewalks and bikeways are important components of an overall transit system. Provide for an active pedestrian environment through out the City by designing thoroughfares that are sensitive to pedestrian needs.
- Whenever possible, promote good urban design by using the Urban Design Guidelines and Pedestrian Oriented Design Standards when reviewing projects.
- Design new areas and enhance or preserve older areas that convey a strong sense of place.

### **Implementation Guidelines**

The CitiPlan Steering Committee proposes the following implementation guidelines for the Dayton City Commission:

- The City Commission and City Administration must initiate, nurture, and commit to the regional partnerships and collaborations with institutions, schools, public agencies, the business community, Montgomery County, our suburban neighbors, and others who are critical to CitiPlan's success.
- The City Commission and City Administration will encourage the larger community, including the business community, to help implement CitiPlan through investments, programs, and activities.
- City boards and committees help implement CitiPlan 20/20 through their decisions, programs, and activities.
- Following the adoption of CitiPlan, the City Manager and City Commission will appoint a broad-based team which will oversee the implementation of CitiPlan and the collection of necessary resources (people, partnerships, money and so on).
- Annually, the City Commission, City Manager, and department directors will identify CitiPlan initiatives to be undertaken for the coming year and the next four years. As part of the selection process, cost-benefit studies will be conducted, priorities will be set, and the initiatives will be tied to necessary financial and staff resources, both short- and long-term. In addition, the recommendations contained in CitiPlan will be reviewed and revised as necessary in light of new opportunities and changing conditions. An overall update to the plan should occur every five years.
- Annually, as part of the initiative selection, particular attention should be paid to items that represent once-in-a-lifetime opportunities that cannot be left to pass. As an example, if the proposed high-speed rail route from Cincinnati to Columbus to Cleveland is established without a stop in downtown Dayton, we have lost the opportunity to be on a major transportation link to the state's largest cities.
- Annual department work programs and budgets and city strategic and financial plans will reflect CitiPlan initiatives chosen for implementation by the City Commission, City Manager, and department directors. Those with lead responsibility for the implementation of each initiative will be identified and are accountable for implementation.

- As part of the City’s annual budget process and review of its five-year financial plan, CitiPlan initiatives for that year and the next four years will be highlighted. Necessary financial resources (new funding, reallocation of existing resources, outside funding, leveraging of other resources, and so on) will be identified and committed to. Those initiatives requiring financial commitments beyond a five-year time frame will also be identified and steps will be taken to ensure adequate funding for the necessary period of time.
- Administrative check-offs will be developed which ensure that city expenditures, programs, and activities are consistent with plan recommendations.
- Incentives will be in place to reward staff for achieving CitiPlan initiatives and developing cost-saving collaborative efforts.
- Annually, the Plan Board will submit to the City Commission and community a status report on progress made the previous year in implementing CitiPlan initiatives and achieving its outcomes.

**Additional Information**

More information on CitiPlan 20/20 is available from Dayton’s Department of Planning and Community Development, including the following reports:

- City Fact Book (December 1996)
- CitiPlan Dayton Conference Report (March 1997)
- Downtown Technical Reports Source Document (October 1997)
- Youth Focus Group Results (March 1997)
- The Issues Forum Report (September 1997)
- Committee Reports and Land Use Strategy and Principles (March 1999)

**City of Dayton**

- Adopted, City Plan Board, March 16, 1999
- Adopted, City Commission, May 5, 1999
- Revised Economic Development Component Adopted, City Plan Board, July 1, 2003
- Revised Economic Development Component Adopted, City Commission, July 23, 2003

**City of Dayton Officials, 1999**

**Mayor**

Michael R. Turner

**Commissioners**

- Idotha Bootsie Neal
- Dean Lovelace
- Mary Wiseman
- Lloyd Lewis, Jr.

**City Manager**

Valerie A. Lemmie

**City Plan Board**

Len Roberts, President  
Linda Caron  
Mary Sue Kessler  
Marty Harmuth  
Robert L. Dillingham  
Greg Scott  
Ann Cummings  
George D. Farmer, Secretary

**Department of Planning and Community Development**

Elizabeth A. Blume, AICP, Director

**City of Dayton Officials, 2003**

**Mayor**

Rhine McLin

**Commissioners**

Idotha Bootsie Neal  
Dean Lovelace  
Joey D. Williams  
Richard A. Zimmer

**City Manager**

James T. Dinneen

**City Plan Board, July 2003**

Len Roberts, President  
Linda Caron  
Ann Cummings  
Cynthia Ferguson  
Marty Harmuth  
Donna Martin  
Greg Scott  
Ann Schenking, AICP, Secretary

**Department of Planning and Community Development**

John D. Gower, Director

**For more information, please contact:**

City of Dayton  
Department of Planning and Community Development  
101 West Third Street

Dayton, OH 45402  
937-333-3670  
<http://www.cityofdayton.org>

## **CitiPlan Committee Membership**

### **Steering Committee**

Len Roberts, Dayton Plan Board  
Dr. Michael Ervin, Downtown Committee  
Maureen Pero, Downtown Committee  
Joey D. Williams, Youth, Education, and Human Services Committee  
Judge Nick Kuntz, Youth, Education, and Human Services Committee  
Dr. David Ponitz, Community Development and Neighborhoods Committee  
Mike Adler, Economic Development Committee  
Mary Mathews, Open Space and Quality of Life Committee  
William Gillispie, City Services Committee  
Valerie A. Lemmie, City Manager, City of Dayton  
George Coles, Priority Board Representative  
Clarence Williams, Clerk to City Commission  
Don Vermillion, Community Representative  
Allen Hill, DP&L  
Liz Blume, AICP, Department of Planning and Community Development

### **Downtown Committee**

Dr. Michael Ervin, Chair, Downtown Dayton Partnership  
Janet Brewer, Reynolds and Reynolds  
Jerry Hauer, Hauer Music  
Dave Marshall, Neighborhood Representative  
Bill Rain, Downtown Priority Board  
Ron Budzik, Mead Corporation  
Ray Griffin, Neighborhood Representative  
Carla Lakatos, RTA  
Leslie Meyring, Neighborhood Representative  
Robert Daley, Community Representative  
Mark Light, Victoria Theatre  
Maureen Pero, Downtown Dayton Partnership  
Gary Ferguson, Downtown Dayton Partnership  
Sandy Gudorf, Downtown Dayton Partnership  
Steve Nutt, Downtown Dayton Partnership  
John Gower, City of Dayton, Department of Planning and Community Development

### **Youth, Education, and Human Services Committee**

Joey D. Williams, Co-Chair, Dayton Board of Education  
Judge Nick Kuntz, Co-Chair, Montgomery County Juvenile Court

Ann Cummings, Dayton Plan Board  
Karen DeMasi, Family Service Association  
Major Jaruth Durham-Jefferson, Dayton Police Department  
Rose Dwight, Planned Parenthood  
Jeanine Hufford, Mathile Family Foundation  
Rev. Karen E. MacDonald, Northminster Presbyterian Church  
Helen Jones, Montgomery County Children Services  
Julie Liss-Katz, Miami Valley Hospital  
Major Steve Miller, Dayton Police Department  
Beverly Williams-Odon, United Way  
Victor Pate, Community Representative  
Rick Phillips, Community Representative  
Darlene Powell, Montgomery County Juvenile Court  
Billy Russell, City of Dayton, Department of Parks, Recreation and Culture  
Bob Stoughton, Office of Family and Children First Council  
Dr. Steve Waller, City of Dayton, Department of Parks, Recreation and Culture  
Teresa Wendell, City of Dayton, Bomberger Teen Center  
Georgia Wortham, Southwest Priority Board  
Dennis Glidden, Facilitator  
Kathy Emery, City of Dayton, Department of Planning and Community Development

**Community Development and Neighborhoods Committee**

Dr. David Ponitz, Chair, Sinclair Community College  
Richard Wright, Community Representative  
Willa Ricks-Averette, Riverdale Neighborhood Association  
Buddy LaChance, CityWide Development Corporation  
Roland Turpin, Dayton Metropolitan Housing Authority  
Michael Merz, U.S. Magistrate  
Linda Caron, Dayton Plan Board  
Joe Tuss, City of Dayton, Office of Economic Development  
Doug Hahn, Priority Board Representative  
Linda Broadus, Edgemont Neighborhood Coalition  
Pat Donnelly, University of Dayton  
Rhine McLin, State Senator  
Joe Kanak, Priority Board Representative  
Jim Lindsey, Priority Board Representative  
Sr. Rose Wildenhaus, St. Mary Development Corporation  
Peter Horan, City of Kettering  
Jan Lepore-Jentleson, Community Representative  
Robert Walker, Wesley Center  
Mike Osgood, Huffman Neighborhood Association  
Cilla Shindell, Community Representative  
Larry Harkness, Children's Medical Center  
Bill Simon, Affordable Housing Fund  
Lou Galiardi, Dayton Public Schools

Liz Blume, AICP, City of Dayton, Department of Planning and Community Development  
Ann Schenking, AICP, City of Dayton, Department of Planning and Community Development

**Economic Development Committee**

Mike Adler, Chair, MotoPhoto  
Jerry Brunswick, Provident Bank  
Steve Budd, CityWide Development Corporation  
Rex Cowden, Woolpert LLP  
Joe Dierkers, Midwest Brokers and Associates  
Norm Essman, City of Dayton, Office of Economic Development  
Dick Flitcraft, Community Representative  
Michael Herr, Thompson, Hine and Flory  
Mary Sue Kessler, Dayton Plan Board, National City Bank  
Bonnie Langdon, Maria Joseph Center  
Valerie Lemmie, City of Dayton, City Manager  
Tom Maultsby, Maultsby Enterprises  
John E. Moore, Jr., Community Representative  
Phil Parker, Dayton Area Chamber of Commerce  
Larry Porter, LPA, Inc.  
Robert Rehling, Community Representative  
Tim Riordan, City of Dayton, Dayton International Airport  
Dick Russell, Danis Construction  
Dan Sadlier, Fifth Third Bank  
Fred Setzer, Setzer Corporation  
Jim Whalen, Gem City Engineering  
Dr. Caroline Zsambok, Z Research and Consulting  
Steve Nass, CityWide Development Corporation  
Dr. Joe Schenk, Schenk Associates  
Paul Woodie, CityWide Development Corporation  
Eileen Enabnit, City of Dayton, Department of Planning and Community Development

**Economic Development Committee for Revised Component**

Mike Adler, Chair, MotoFoto  
Steve Budd, CityWide Development Corporation  
Blair Conrad, City of Dayton  
Terry Cowdrey, Fifth Third Bank  
Dr. Michael Ervin, Wright Health Network  
Norm Essman, City of Dayton  
Dick Flitcraft, Monsanto  
Roger Furrer, Fifth Third Bank  
John Gower, City of Dayton  
Sam Gould, University of Dayton  
Michael Herr, Thompson, Hine and Flory  
Charles Hall, Community Representative  
Christine Howard, Dayton Development Coalition

Joe Keller, Bank One  
Dr. Mary Ellen Mazey, Wright State University  
John Moore, Jr., Wright-Dunbar, Inc.  
Steve Nutt, CityWide Development Corporation  
Elaine Powell, Sinclair Community College  
Maureen Pero, Downtown Dayton Partnership  
Rich Salamone, Relizon  
Rev. William Schooler, Northwest Priority Board  
Harry Siefert, Standard Register  
Diane Shannon, City of Dayton  
Joe Tuss, Montgomery County  
Al Wofford, CDO Technologies

**Open Space and Quality of Life Committee**

Mary Mathews, Chair, Carillon Historical Park  
Mike Robinette, Miami Conservancy District  
Robert Dillingham, Dayton Plan Board  
Madeline Iseli, 2003 Committee  
Marvin Olinsky, Five Rivers MetroParks  
Carol Sampson, City of Dayton, Bureau of Cultural Affairs  
Tim Darcy, Neighborhood Representative  
Jan Flanik, Priority Board Representative  
Mary Wiseman, Board of Zoning Appeals [former], Dayton City Commission  
Regina Smith, Culture Works  
Mary Ellington, InnerWest Community Development Corporation  
Jan Culver, Culture Works  
Jan Rudd, Culture Works  
Tom Becker, Priority Board Representative  
Irvin G. Bieser, City of Dayton Public Arts Commission  
Anthony Ciani, City of Dayton Board of Zoning Appeals  
Maria Oria, City of Dayton, Department of Information and Technology Services  
Peggy Collins, City of Dayton, Department of Parks, Recreation and Culture  
Dr. Steven Waller, City of Dayton, Department of Parks, Recreation and Culture  
Gerald Sharkey, Aviation Heritage  
Doris Evans, Neighborhood Representative  
Jerry Wonderly, Neighborhood Representative  
Debbie Bauer, Neighborhood Representative  
Ken Thomas, Dayton Public Service Union  
Jim Dinneen, Montgomery County  
Susan Darcy, Facilitator  
Craig Southerington, City of Dayton, Department of Planning and Community Development

**City Services Committee**

William Gillispie, Chair, City of Dayton  
Greg Scott, Dayton Plan Board

Claude Bell, Priority Board Representative  
Tom Studevart, Dayton Power and Light  
Cheryl Garrett, City of Dayton, Department of Finance  
Dick Davis, City of Dayton, Department of Public Works  
David Brand, Dayton Board of Zoning Appeals  
Larry Collins, City of Dayton, Fire Department  
Jim Dinneen, Montgomery County  
Minnie Johnson, RTA  
Pat Flinn, Priority Board Representative  
Wayne Nelson, Priority Board Representative  
Dr. Richard Ghere, University of Dayton  
Tom Ritchie, American Federation of State, County and Municipal Employees  
Mike Wietzel, Priority Board Representative  
Jackie Daye, Facilitator  
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**Land Use Strategy and Principles Developed by:**

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Chad Casto, AICP, City of Dayton, Department of Planning and Community Development  
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