CitiPlan Dayton: The 20/20 Vision
Committee Reports, and
Land Use Strategy and Principles
March 1999

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<u>Maps</u>

Introduction

Content of This Document
This document contains the detailed CitiPlan 20/20 committee reports along with the land use strategy, principles, and future land use plan. Each section includes a general overview of the relevant findings of each committee and each committee's complete goals, objectives, and strategies. The comprehensive plan, *CitiPlan Dayton: The 20/20 Vision*, explains the planning process, vision and goals, and key recommendations and outcomes.

How to Use This Document
This document is divided into the following sections: Downtown Committee Report; Youth, Education, and Human Services Committee Report; Community Development and Neighborhoods Committee Report; Economic Development Committee Report; Open Space and Quality of Life Committee Report; key recommendations for city services; and the land use strategy, principles, and future land use plan.

This document is important to those who will implement CitiPlan. It includes all the recommended strategies developed by the CitiPlan committees along with lead responsibilities for strategy implementation. While the comprehensive plan identifies key recommendations from each committee report, it does not list all committee recommendations.

For More Information
More information on CitiPlan 20/20 is available from

City of Dayton
Department of Planning and Community Development
101 West Third Street
Dayton, OH 45402
937-333-3670

The following related reports are also available from Dayton's Department of Planning and Community Development:

City Fact Book (December 1996)
CitiPlan Dayton Conference Report (March 1997)
Downtown Technical Reports Source Document (October 1997)
Youth Focus Group Results (March 1997)
Tooling and Machining Business Plan (June 1997)
The Issues Forum Report (September 1997)
CitiPlan Dayton: The 20/20 Vision (March 1999)
Information Technology Task Force Report (April 1999)

Downtown Committee Report

Dayton: A City at the Crossroads

The City within the Context of the Region

Downtown Dayton is at the center of an evolving crisis facing the City and the Miami Valley. While the region thrives during this time of strong national economic growth, the City and its downtown face decline. Decline at this time of economic expansion does not bode well for the City's future.

In fact, by the year 2020 (if current trends continue), Dayton and its downtown could face a future in which:

- The City's population—which currently stands at 175,000—drops below 127,000.

- The City's employment base drops from 68,000 to only 42,000[1].

- Downtown's job base, which contains approximately 44 percent of the City's job base (30,000 jobs), drops below 18,000[2].

The challenges faced by the City of Dayton are real. Almost 50 percent of city residents have no college education; more than 30 percent do not even have a high school diploma. City residents currently earn 40 percent less than non-city residents in the region, and this gap continues to grow.

While investment has been sustained in downtown over the last 25 years, the challenge to retain downtown as an important regional employment center has become more difficult since the completion of the I-675 bypass in the mid-1980s. Since that period, the greater Miami Valley has continued to sprawl in many directions, creating the need for all centers in the valley to determine their niche and differentiate themselves from one another. The desire to think differently and reinvent the downtown in order to thrive in the 21st century is now a requirement.

[1] Manufacturing, retail, and services jobs only.
[2] Job base of manufacturing, retail, and services jobs only.

Downtown as a Symbol of Dayton's Vitality

Because of downtown's key role in the City's economy, the current rate of decline in downtown employment is especially troublesome. Continued job losses could mean fewer employment opportunities for Dayton residents and an erosion of the tax base, meaning fewer resources to cover basic services for all who work, live, and recreate in the City. The declining employment base could also mean the following:

• Higher building vacancy rates

• Reduced levels of building maintenance and municipal housekeeping

• The possible closure of downtown amenities such as retail establishments, service providers, and restaurants

A thriving downtown is also an important asset for residents of nearby neighborhoods. Without a strong base of service providers, entertainment options, and dining establishments, residents will have to look to other areas outside the City and further away from their homes to meet their needs. The lack of these amenities decreases the desirability of these neighborhoods, threatening their long-term sustainability.

The Planning Process—Strategic Intervention

Through the CitiPlan 20/20 process, eight committees led by the Downtown Dayton Partnership consisting of more than 300 volunteers have developed a strategic approach to revitalizing downtown as the center of the City and the region. This approach focuses on downtown's unique ability to provide a high quality-of-life location that can be found only in a center city. Therefore, a successful intervention strategy must focus on strengthening the job base by developing a portfolio of amenities that can be sustained by downtown residents. In essence, the strategy is a balanced mix of jobs, amenities, and housing. This approach represents a fundamental shift from the way downtown investments have occurred during the last 25 years. From 1972 to 1997, more than 80 percent of the total number of major public and private investments in the downtown occurred in office/jobs and institutional projects. About 12 percent of the investments were in amenities and less than 4 percent each in housing and infrastructure projects.

In addition to a fundamental shift in the targeted investment strategy for jobs, amenities, and housing, three major land use planning directions for the central business district (CBD) are envisioned:

1. A renewed commitment to keep the mixed-use Main Street business core vital.

2. The evolution of Webster Station (the eastern CBD) from a manufacturing and warehousing district to an exciting mixed-use urban neighborhood of residences, entertainment and amenity attractions, small businesses and light manufacturing in reused historical buildings, and well-designed new construction.

3. The linking of Webster Station and the Oregon District to the downtown core and riverfront through the Riverscape project.

The recommended downtown goals and strategies for 1998 to 2007 are the following:

1. **Jobs:** Retain and grow downtown as a vital employment center.

   - Aggressively work to retain and recruit jobs.
   - Strengthen downtown core competencies including our financial, legal, and technology-based employers.
   - Reinvigorate the Main Street core by redeveloping the Second and Main block and the Arcade.
   - Strengthen workforce development linkages with Sinclair Community College.

     Result: Annually, add 1000 new jobs downtown. Seek to attain positive annual downtown office space absorption at a rate comparable to the region.

2. **Amenities:** Strengthen attractions and support uses by enhancing the downtown infrastructure.

   - Implement Riverscape, the downtown riverfront development plan.
   - Strengthen existing entertainment venues and develop new attractions.
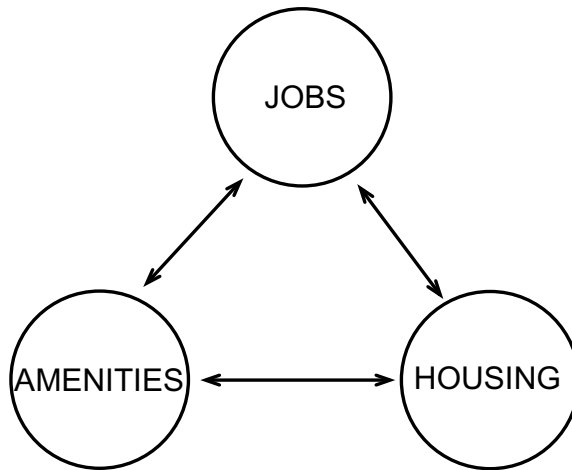   - Strengthen the base of support services.

     Result: Increase the number of downtown visitors by 10 percent annually.

3. **Housing:** Help downtown neighborhoods to thrive and grow.

   - Create unique opportunities for market-rate housing.

     Result: Add 100 units of market-rate housing annually.

Downtown Revitalization Strategy
A Three-Front Strategy
to Reinvent Downtown

1. Jobs

    - Increase employment opportunities
    - Strengthen city tax base
    - Increase daytime population to support amenities
    - Provide regional alternative to suburban office centers

2. Amenities

    - Strengthen neighborhood desirability
    - Strengthen regional desirability
    - Support downtown as an employment center
    - Support downtown neighborhood development

3. Housing

    - Create sustainability for downtown amenities/attractions
    - Create 12 to 18 hours of activity a day
    - Improve perceived security

Goals, Objectives, and Strategies

Goal 1

Retain and grow downtown Dayton as a center of employment.

Downtown contains approximately 44 percent of the City's total job base; clearly, retaining and growing downtown as an employment center is critical to the City's future. In recent years, however, downtown has found itself at a competitive disadvantage within the region in terms of attracting jobs and filling office space. This must be addressed if downtown is to continue to grow as an employment center. Downtown Dayton has worked to maintain a dense, attractive, and accessible mixed-use business core. Maintaining a high concentration of mixed-use employment activities within a compact Main Street core creates synergy and economic efficiencies that will retain current activities and attract new ones.

Objectives

A. Market downtown for job development.

1. Focus attention on the downtown as an employment center by marketing its core competencies, unique character, and high level of amenities.

2. Support the creation and expansion of business and educational linkages with the tooling and machining industry in the downtown.

3. Support and market Sinclair Community College as a resource for training or retraining the regional workforce to provide jobs for the future.

4. Build on downtown's infrastructure advantage (fiber optic network) in information technology-related jobs and businesses.

5. Create 1000 new jobs annually.

B. Diversify and expand the inventory of available office space.

1. Identify at least four urban office campus sites within the greater downtown area.

2. Expand the inventory of office space to include new, high-quality office space, stand-alone condominium space, and back-office space locations.

3. Upgrade or convert Class B and Class C office space to other market-driven uses.

4. Create a parking strategy that supports the needs and demands of job development.

C. Redevelop strategic blocks within the downtown core.

1. Plan for major downtown mixed-use and office development projects to be located in the Main Street core to maximize synergy and support existing public and private activities and investments.

2. Intensively redevelop the Second and Main block with a strategic mix of uses that generate 12 to 18 hours of activity a day.

3. Redevelop and reopen the Arcade with an active, accessible street level and a mix of offices, housing, and hospitality uses on the upper floors.

D. Connect critical development within the downtown core.

1. Strengthen the north-south, mid-block pedestrian spine by planning for the reuse of the Arcade and the Second and Main site while integrating them with Courthouse Square (linked with Goal 2, C.2).

2. Plan for the development of strategically located, multi-level parking garages with street-level storefront space within the core to support intense mixed-use functions (refer to Goal 2, F.3).

3. Maintain, enhance, and improve the system of street-level pedestrian amenities, including clustered and continuous storefront spaces and an attractive streetscape.

Key Employment Strategies: 1998 to 2007

- Aggressively market downtown as an employment center to retain/grow existing jobs and attract new jobs by adding 1000 new jobs annually with an emphasis on core competencies.

  City of Dayton's Role: Develop key project-based initiatives to ensure the downtown is competitive as an employment center and aggressively work with the Downtown Dayton Partnership to market and grow the downtown job base.

  Lead Responsibility: Downtown Dayton Partnership and CityWide Development Corporation

- Support the growth of business and educational linkages through such resources as Sinclair Community College.

  City of Dayton's Role: Advocate for this action and aggressively work with the Downtown Dayton Partnership, CityWide Development Corporation and Sinclair Community College.

  Lead Responsibility: Downtown Dayton Partnership

- Redevelop Arcade Square and the Second and Main block as mixed-use development projects, and connect them with Courthouse Square.

  City of Dayton's Role: Advocate for this action, support the Second and Main LTD Partnership, and facilitate the process.

  Lead Responsibility: Second and Main LTD Partnership, Downtown Dayton Partnership, and City of Dayton

- Diversify the mixed-use nature of the Main Street core by strengthening and expanding hospitality, entertainment, and residential uses.

  City of Dayton's Role: Advocate for these actions and provide support through CityWide Development Corporation initiatives.

  Lead Responsibility: Downtown Dayton Partnership and CityWide Development Corporation

Goal 2

Strengthen an exciting system of attractions and support uses by reinventing an enhanced downtown infrastructure.

Downtown is the recognized arts and cultural center for the region. It is also a competitive location for unique attractions and entertainment uses. By expanding this role, downtown will enjoy more visitors and a higher profile within the region.

Downtown is an environment that is unique to the entire region; capitalizing on and growing that unique environment will strengthen the attractiveness of the center city as a desirable place in which to work, live, and play.

Objectives

A. Strengthen and expand arts, entertainment, and cultural facilities and venues.

1. Recruit additional arts and cultural organizations, as well as special and regional events and festivals, to the downtown.

2. Enhance the use of existing cultural attractions along the First Street corridor, such as Memorial Hall and the Victoria Theatre, and link them to new arts/cultural/ entertainment facilities.

3. Strengthen the popular entertainment function along the Fifth Street corridor by better connecting Oregon with enhanced and expanded activities in the Terra Cotta and Neon Districts.

4. Create unique regional attractions that generate additional visitors to downtown such as a public market, new and enhanced performing arts facilities, and a multi-screen theater.

B. Reinvigorate the downtown riverfront.

1. Create new infrastructure along the riverfront, focusing on the area between the Main Street and Patterson/Riverside Bridges, and provide for better recreational use and programming of the public spaces adjacent to the river.

2. Expand the everyday activities available to the public along and near the riverfront and Patterson Boulevard by mixing compatible uses—such as housing, retail, restaurants, and modest offices—with existing uses.

3. Locate or connect unique regional attractions near the riverfront that generate additional visitors such as minor league baseball or a public market.

4. Plan, fund, and build an enhanced Patterson Boulevard corridor to connect the Oregon and Neon Districts to the riverfront.

5. Plan improvements to the riverfront that better connect adjacent neighborhoods, such as Grafton Hill and McPherson Town, and planned development areas, such as Tool Town.

C. Retain and expand hospitality, support retail, and programming of activities.

1. Market the downtown as a location for unique destination retail.

2. Reopen the Arcade with active retail uses, and ensure linkage with the Elder-Beerman department store through Courthouse Square (linked with Goal 1, D.1.).

3. Explore the market feasibility of expanding the function and physical capacity of the Convention Center.

4. Enhance the existing hotel rooms and create additional hotel rooms close to the Convention Center to support the continued marketing and use of the facility.

5. Support unique retail and hospitality uses in such cluster areas as Merchants' Row and the Terra Cotta District through special events, streetscape improvements, and small business development programs.

6. Identify and attract unique destination retail/entertainment uses in the downtown.

D. Make downtown the premiere pedestrian environment of the region.

1. Make downtown streets, sidewalks, public spaces, and developments the premiere pedestrian-friendly environment in the region as well as one that celebrates the region's rich heritage by coordinating improvements along Main Street that celebrate Dayton's unique innovation heritage as part of the adopted innovation theme for Main Street.

2. Reprogram the function of downtown streets so that the needs of pedestrians, bicyclists, and others are balanced with vehicular traffic and circulation.

3. Implement projects for the downtown within the context of the evolving district concept established for downtown (for example, Webster Station, Cooper Park Neighborhood, Riverfront, Terra Cotta District, and Motorcar District).

4. Target underused, conventionally obsolete, and vacant historic structures in the core for adaptive uses within the context of a preservation strategy.

5. Plan for the enhancement of the Main Street South Gateway area with the addition of hotel rooms close to the Convention Center, compatible infill construction on currently vacant sites, and enhancement of public open spaces celebrating Dayton's innovation and aviation heritage.

6. Ensure the highest level of public civility on downtown streets through appropriate safety and security measures.

E. **Strengthen downtown transportation systems.**

1. Enhance the public transit system in the downtown by completing the downtown hub.

2. Convert one-way streets to two-way streets where possible as part of district plan developments, and create additional on-street parallel or angled parking.

3. Plan for the creation of a regional downtown passenger rail service facility to function as the major stop within the region for the Cincinnati, Columbus, and Cleveland (3-C) rail corridor.

F. Enhance downtown parking facilities.

1. Create a downtown parking authority to manage and coordinate the downtown parking inventory to best serve the needs of downtown.

2. Create satellite parking facilities to support alternative, low-cost parking for all-day users of the downtown.

3. Create a long-term parking garage strategy including the construction of multiple, well-located parking garages with available street-level storefront space.

Key Infrastructure Enhancement Strategies: 1998 to 2007

• Increase the number of visitors to the downtown by 10 percent annually.

    City of Dayton's Role: Provide City of Dayton support where possible to initiatives that increase the visitor base.

    Lead Responsibility: Downtown Dayton Partnership

• Develop the downtown riverfront system of infrastructure, attractions, and programming.

    City of Dayton's Role: Advocate for and support the efforts of the Downtown Dayton Partnership Riverscape Committee.

    Lead Responsibility: Downtown Dayton Partnership, City of Dayton, Montgomery County, Miami Conservancy District, and Five Rivers MetroParks

• Aggressively grow downtown entertainment venues and attractions and link them to the riverfront and other downtown districts.

    City of Dayton's Role: Advocate for these actions and work with the Downtown Dayton Partnership, CityWide Development Corporation, and Montgomery County.

Lead Responsibility: Downtown Dayton Partnership

- Explore the market potential and feasibility of expanding the function of the Convention Center and support hotel facilities.

  City of Dayton's Role: Identify and facilitate the feasibility and market analysis.

  Lead Responsibility: City of Dayton

- Advocate for and build a downtown rail hub when the 3-C Corridor project is approved at the state level.

  City of Dayton's Role: Work with the Chamber, Montgomery County, and the Downtown Dayton Partnership to lobby at the state level.

  Lead Responsibility: Dayton Area Chamber of Commerce

- Implement a comprehensive, downtown parking strategy that results in the construction of three multi-level parking garages.

  City of Dayton's Role: Advocate for and support this action.

  Lead Responsibility: Downtown Dayton Partnership, City of Dayton, and Montgomery County

- Celebrate Dayton's unique innovation heritage by integrating it into public and private development.

  City of Dayton's Role: Advocate through the Public Arts Commission.

  Lead Responsibility: Downtown Dayton Partnership and City of Dayton (Public Arts Commission)

Goal 3

Help downtown neighborhoods to thrive and grow.

High occupancy rates demonstrate a vigorous demand for downtown market-rate housing. Downtown residents are a key market for stores, restaurants, entertainment, and other attractions. These residents also help to create a level of perceived security for all users in the evenings and on the weekends.

Objectives

A. Plan and develop the infrastructure to help downtown neighborhoods grow.

1. Develop unique, mixed-use urban neighborhoods in such areas as the Cooper Park Neighborhood and Webster Station, and modify local zoning and building codes to encourage the addition of more downtown housing units.

2. Incorporate such neighborhoods as Oregon, McPherson Town, Grafton Hill, and Wright-Dunbar into downtown planning, marketing, and development.

3. Link housing to the continued development of amenities in districts and locations such as the riverfront, Oregon/Neon/Terra Cotta Districts, Arcade, and Second and Main efforts.

B. Significantly expand and diversify the housing base in the downtown.

1. Create approximately 3,700 units of new market-rate housing in downtown by 2020.

   1998 - 2003: 100 units per year   Total: 500 Units
   2004 - 2020: 200 units per year   Total: 3,200 Units

2. Create a downtown housing loan pool to generate interest in creating new housing units.

3. Aggressively market the use of historic tax credits and facade easements as equity financing opportunities.

4. Create new housing units within the Main Street core by adaptively reusing conventionally obsolete office buildings with housing and mixed uses.

Key Neighborhood Development Strategies: 1998 to 2007

- Create 500 units of market-rate housing throughout downtown to help create economic sustainability and an 18-hour-a-day city.

   City of Dayton's Role: Advocate for and support the process.

   Lead Responsibility: Downtown Dayton Partnership, lending community, CityWide Development Corporation, and City of Dayton

- Develop the eastern CBD (Webster Station/Cooper Park) area as an urban, mixed-use residential neighborhood.

    City of Dayton's Role: Coordinate efforts with associated stakeholders.

    Lead Responsibility: CityWide Development Corporation, Downtown Dayton Partnership, and City of Dayton

- Link downtown housing to downtown amenities.

    City of Dayton's Role: Advocate for the linkages and explore ways to codify those linkages through the zoning code.

    Lead Responsibility: Downtown Dayton Partnership and City of Dayton

Downtown Committee

Members

Dr. Michael Ervin, Chair, Wright Health Associates
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, MVRTA
Leslie Meyring, Neighborhood Representative
Robert Daley, Community Representative
Mark Light, Victoria Theatre
Maureen Pero, Downtown Dayton Partnership

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Steve Nutt, Downtown Dayton Partnership
John Gower, City of Dayton Department of Planning and Community Development

Youth, Education, and Human Services Committee Report

Introduction

A Call to Action

The City of Dayton is at a crossroads as it approaches the millennium. It can continue to be a victim of large-scale economic and social changes that have reduced the earning power of its lower skilled residents, disconnected the public schools from the neighborhoods, and led to a significant population loss of both middle-income families and college-educated young adults. Or, the City can chart a new course, beginning in 1999, that will create opportunities for its families, reweave the fabric of this community, and restore Dayton's competitive edge. The Youth, Education, and Human Services Committee's report calls for bold action by the City to mobilize young people and adults, community organizations, the schools, the faith community, businesses, and the media to

- Prepare Dayton's Young People for Life and Leadership

- Transform Dayton into a Learning Community

- Stop the Cycle of Family Violence

Because the long-term viability of the City and its neighborhoods is at stake, the City's elected and appointed leaders must make a long-term commitment of energy, time, and resources to develop the City's educational and social infrastructure. Accomplishing this will require the following:

- Calling for proactive leadership by the City and the community
- Targeting community investments to achieve desired outcomes
- Concentrating on and building assets rather than focusing on deficits
- Connecting the community's information, technology, and support networks to city neighborhoods
- Establishing and maintaining collaborative partnerships
- Using information to inform, educate, and mobilize city residents and community partners

The Planning Process

The Youth, Education, and Human Services Committee began working together in the fall of 1996 to craft results-oriented strategies to enable more of Dayton's young people and families to succeed. In addition to analyzing data and debating the issues, the committee sought the input of Dayton's young people. In the winter of 1996-97, nine focus groups were held with a cross-section of 115 Dayton youth and young adults between the ages of 10 and 23. The participants generated nearly 300 ideas, issues, concerns, and recommendations. This report builds on many of the ideas that young people said are very important to them. (See the box with the title "Listening to Dayton's Young People.")

The committee also worked to design strategies that are focused, long-term, and appropriate for the City of Dayton to undertake either directly or in collaboration with other community partners. The plan's goals, objectives, and strategies are intended to address the following community outcomes articulated by the **Family and Children First Council (FCFC):**

Stable Families: The community respects and supports families, recognizing that family composition in a diverse society is varied. Family members have healthy relationships with each other. Families nurture their members and provide a sense of well-being and safety. Family members work together and feel that they also belong to something larger than themselves.

Young People Succeeding: Children are well-prepared for learning when they start school and receive support **outside** the classroom for their efforts **inside** the classroom. Intellectual curiosity, skills development, and achievement are valued. Young people receive mentoring, guidance, and support as they develop the capacity to differentiate between positive and negative risk behaviors. Positive role models are plentiful in the community and can talk to teenagers with candor and respect about the difficult choices they face. Students finish high school ready to compete successfully in the labor market or in continuing education and skills development.

Economic Self-Sufficiency: Residents have access to employment that provides a living wage and benefits. Barriers to employment, including transportation and day-care issues, are minimized. Adequate opportunities for life-long learning help prepare the workforce for the realities of 21st century jobs. Educational, vocational training, and worker retraining services are readily available to support the needs of residents and employers.

Safe and Supportive Neighborhoods: People live in safe, affordable housing. They have access to positive educational and cultural experiences. Recreational centers are convenient and provide positive role models, especially for the children. All aspects of the environment—air, water, and soil—are safe and healthy. The community values the unique attributes of each neighborhood, whether rural or urban.

Planning Timeframe

Because of the urgency of the issues facing the City and its families, the committee decided to focus its attention on preparing a detailed action plan for the first five years of CitiPlan 20/20. The members of the Youth, Education, and Human Services Committee have no illusions that it will take years of focused and sustained effort to transform Dayton into a learning community and to interrupt the cycle of family violence. But the committee believes that this plan provides the framework and establishes the road map to begin this important journey. The next section includes an analysis of three issues that the committee used to organize its work.

Listening to Dayton's Young People
Participant Profile

The 115 young people participating in the nine 20/20 focus groups were fairly evenly balanced demographically. Forty-nine percent were African-American and 51 percent were white including Appalachian youth; 45 percent were female and 55 percent were male. They ranged in age from 10 to 23. They attend Dayton public middle and high schools and parochial elementary and high schools. Some are home schooled; some are no longer in school.

Overall, the participants were anxious to share their views on a number of topics and appreciated the ability to play a role in shaping the City's comprehensive plan. Each group was asked to focus on the future and identify issues or problems that need to be addressed over the long term. Significantly, about a quarter of the young people had a hard time dreaming about a future in the year 2020 because they do not expect to be around 20 years from now.

1. **Schools were the number-one concern across all the focus groups.** Dayton's young people have read about job losses in downtown and in other parts of the City, and they are worried about their own prospects for employment. They believe that the current curriculum in their schools is not preparing them for the jobs of the future. They want higher academic standards, more challenging and up-to-date courses and curriculum, and teachers who both respect them and demand more of them. They live in the information age but know that computers and ready access to the Internet are not the integral part of their school day that they should be.

2. **Youth activities** were a major topic of conversation in the focus groups. Dayton youth want more places in the community, including downtown and at school, where they can be with friends and have fun. Preferred recreational activities include skating, skateboarding, rollerblading, snow boarding, soccer, basketball, cheerleading, and pursuing hobbies.

3. **Adults and the media** were another concern of the focus groups. The image of teens in this community and in our society is not always very positive or very affirming. They feel very strongly that adults need to be more involved in their lives; provide love, guidance, and discipline; and serve as positive role models.

4. **Safety and security** issues were also an important concern. Dayton youth view alcohol, substance abuse, and crime as serious problems facing the community. They want to feel safe when they walk in their neighborhoods, wait for a bus, or go to a recreation center or a dance club. They want a combination of stricter enforcement by citizens and police, more visible police presence, and more treatment services for people who are addicted.

Analysis of the Issues

In recent history, little has affected Dayton more profoundly than the significant numbers of people and jobs that have moved to the suburbs. Many of Dayton's families have been negatively affected by economic changes during the past 20 years. The changes in the economy and the labor market both locally and nationally have resulted in stagnating or declining wages among lower skilled workers. Many well-paying manufacturing jobs have been replaced by part-time and low-paying service industry jobs. According to the 1990 Census, many of Dayton's young adults worked in occupations historically reserved for teenagers. Today, without a high school degree and at least two years of college or technical training, new entrants to the labor market have difficulty earning a wage that will support a family. Computer skills and interpersonal skills are now viewed as basic requirements for most jobs.

Too many of Dayton's young people are inadequately prepared to compete success-fully in the labor market of the late 1990s and beyond. There is a crisis of confidence in Dayton's schools, particularly its public schools. Unless we can begin to turn this situation around, we can expect to see higher rates of poverty, young people facing a lifetime of low earning potential, and significant numbers of our residents outside the economic mainstream. Chronic joblessness and hopelessness often create environ-ments where drug trafficking and other criminal behaviors occur. As the City becomes less appealing to middle-income families and businesses, the income drain will con-tinue to occur as young people and families who have a choice move out of the City to seek better opportunities elsewhere.

Preparing Dayton's children and adults to compete in the global, information-based economy is the single most important work facing this community. The future of the City of Dayton and the Miami Valley region depends on a local workforce that is multi-skilled and adaptable. To grow the economy and provide living-wage jobs, we need to provide a learning community where children, adolescents, and adults de-velop the skills necessary to seek and process information, think critically, make decisions, solve problems, and work effectively with supervisors, coworkers, and customers.

Issue A: Shortchanging Our Children

Too many of Dayton's young people at all income levels are growing up without the structure and support necessary for healthy development. Too many families are overwhelmed or simply ill prepared to provide their children and adolescents with regular routines, family rituals, consistency, and a nurturing environment.

• Substance abuse, violence, school failure, and too early parenthood are symptoms of what happens when we shortchange our children.

• The diverse group of young people who provided their input to the planning process was clear about what they need from adults:

> "...adults need to be more involved in our lives; provide love, guidance, and discipline; and serve as positive role models. We want adults to stop blaming and complaining and start listening to us."

Issue B: Inadequately Prepared Labor Force

Too many of Dayton's young people and young adults are inadequately prepared to compete successfully in the labor market of the late 1990s and beyond. An inadequately prepared labor pool makes businesses reluctant to locate in Dayton and negatively impacts the local and regional economy. When local job opportunities are limited, it also results in the loss of those young people who are employable but who perceive better career opportunities elsewhere.

• While private schools in Dayton report 95 percent-plus graduation rates, Dayton Public Schools' graduation rates have hovered at plus or minus 50 percent for the past decade.

• Youth focus group participants put education and schools at the top of their list. They see job losses downtown and worry about their own prospects for employment. They want higher academic standards, teachers who both respect them and demand more of them, greater access to computers, and a challenging curriculum that prepares them for the jobs of the future.

• About half of Dayton's 20- to 30-year-olds worked neither full-time nor year-round according to the 1990 Census. Most of these young adults worked in jobs historically reserved for teenagers.
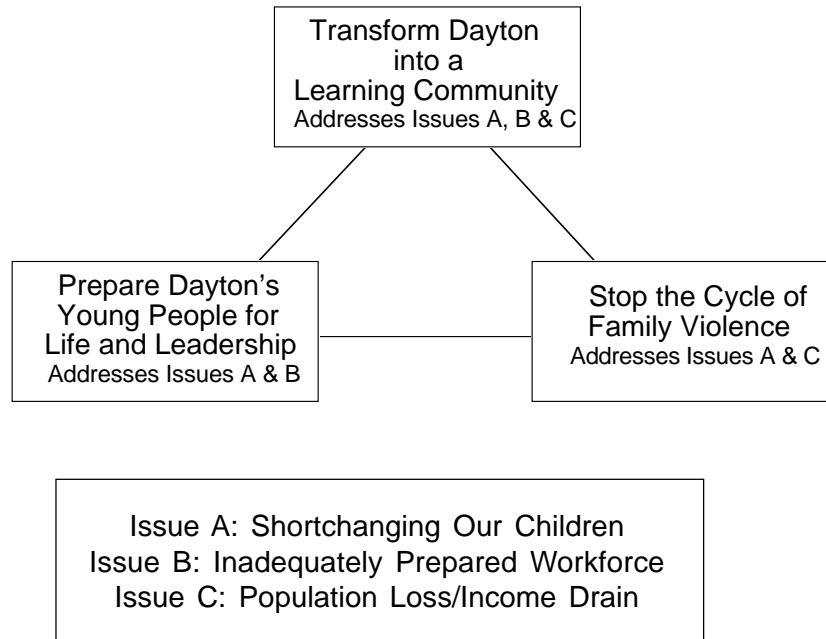
Issue C: Population Loss/Income Drain

Too many middle-income families with children and college-educated young adults have moved out or have chosen not to move into the City of Dayton during the past 30 years, resulting in population loss and less economic diversity in the City. Concerns about the quality of the public schools, racial attitudes, perceptions about crime, and quality-of-life issues significantly influence where families and individuals with options choose to live.

- Between 1970 and 1990, the City's population declined by 25 percent and the number of families below poverty doubled. During the same period, Dayton Public School enrollments shrank by 50 percent.

- Poverty rates in the City of Dayton are four times as high as rates in the balance of Montgomery County.

- Attendance districts and busing patterns have resulted in a disconnection between individual schools and their surrounding neighborhoods.

Reweaving the Fabric of the City
A Three-Part Strategy to
Restore Dayton's Competitive Edge

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                    │   Transform Dayton      │
                    │       into a            │
                    │  Learning Community     │
                    │ Addresses Issues A, B & C│
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    │  Prepare Dayton's    │       │  Stop the Cycle of   │
    │  Young People for    │───────│  Family Violence     │
    │ Life and Leadership  │       │ Addresses Issues A & C│
    │ Addresses Issues A & B│      └──────────────────────┘
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│ Issue A: Shortchanging Our Children   │
│ Issue B: Inadequately Prepared Workforce   │
│ Issue C: Population Loss/Income Drain   │
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Guiding Principle: Connect City Neighborhoods to Resource Networks

The Dayton area contains a wealth of resources—including technology, information, education, and training and support networks and services—that Dayton residents of all ages need to actively participate in the economic mainstream. Too many low-income families and individuals are without dependable support systems, and they lack the necessary connections to make use of the resources this community offers.

To achieve the objectives of this plan, it will be necessary for the City to take a leadership role to ensure that the resource networks needed by city residents are connected to, or deeply rooted in, Dayton's neighborhoods.

Recommended Goals* and 1999-2003 Objectives

Goal I

In the City of Dayton, strong and stable families and neighborhoods enable all the community's young people to grow up to be caring, competent, and responsible individuals.

Outcome: Stable Families, Young People Succeeding

Objectives

A. By 2000, Dayton parents at all income levels have ready access to information, education, and support for effective parenting.

B. By 2003, all City of Dayton recreation centers will serve as family and youth resource centers and will be viewed by city residents of all ages as major assets within their respective neighborhood areas.

C. By 2003, every Dayton neighborhood will have regular after-school programming that engages children and teens between the hours of 2 and 8 p.m. and during the summer.

D. Beginning in 1999, young people will have a voice in shaping youth programs throughout the City of Dayton.

Goal II

Dayton children are well prepared for learning when they start school and receive support outside the classroom for their efforts inside the classroom.

Outcome: Young People Succeeding

Objectives

A. Beginning in 1999, the number of eligible Dayton preschoolers actively attending Head Start (or other quality early childhood education programs) will be increased by 5 percent per year.

*Goals connect directly to the community outcomes articulated by the Family and Children First Council (listed at the beginning of this report).

B. Head Start programming will be expanded to full days year-round for the vast majority of children served to ensure school readiness and to support low-income working parents.

Goal III

On-time graduation rates within Dayton high schools are significantly increased, and Dayton youth are well prepared to compete in the global economy.

Outcome: Young People Succeeding, Economic Self-Sufficiency

Objectives

A. By 2003, all Dayton parents have an equal ability to choose whatever school they prefer for their children and the necessary information to make an informed choice.

B. By 2003, chronic absenteeism among K-8th graders in the Dayton Public Schools will be reduced by 75 percent.

C. By 2003, City of Dayton youth at all income levels will have equal access to computers and other information technology in their neighborhoods and their schools.

D. On-time graduation rates in the City of Dayton will increase by at least 2 percent per year until the rate of on-time graduation reaches or exceeds 80 percent.

Goal IV

Life-long learning is valued in Dayton and all Dayton residents have easy access to adult education and retraining.

Outcome: Economic Self-Sufficiency

Objectives

A. By 2000, second-chance education, training, and support service alternatives will be significantly increased for Dayton young adults who are not succeeding in school or who have left school without the necessary skills or diploma to compete in the global economy.

B. By 2003, Dayton's lower income neighborhoods will have ready access to the job market and the education, technology, training, and support needed to compete successfully for living-wage jobs.

Goal V

The City of Dayton is viewed by parents, grandparents, young adults, and local employers as a good place to raise a family.

Outcome: Stable Families, Safe and Supportive Neighborhoods

Objective

A. By 2003, Dayton will be viewed by at least 65 percent of its families as a good or excellent place to raise children.

Goal VI

In the City of Dayton, children and adults live, learn, work, and play in homes, neighborhoods, and schools that are free of violence and substance abuse.

Outcome: Stable Families, Safe and Supportive Neighborhoods

Objectives

A. By 2003, the rate of assaults committed in the City of Dayton will be reduced by 20 percent.

B. By 2003, community-based drug and alcohol abuse treatment will be available on demand to all Dayton residents who seek assistance.

Priority Action Recommendations
for the City Commission and the City Manager

1. Formally adopt the community outcomes articulated by the Family and Children First Council. Establish an annual action agenda describing the City's roles in helping to achieve the six outcomes:

   - Healthy People
   - Young People Succeeding
   - Stable Families
   - Positive Living for Special Populations
   - Safe and Supportive Neighborhoods
   - Economic Self-Sufficiency

2. Open up the City's decision-making and planning processes to young people and other residents not involved in the normal citizen participation structure. It will use its influence to make more of the community's decision-making processes bottom up as well as top down.

3. Become champions for transforming Dayton into a learning community:

   - Actively participate as a leadership partner in school readiness, school reform, and school choice.
   - Create a sense of urgency about school achievement and school attendance.
   - Become a champion for the ASPIRE Scholarship Program.
   - Make workforce development a City Hall priority.
   - Help to ensure that technology, information, education, training, and support service resources are connected to or rooted in Dayton's neighborhoods.

4. Establish an Interdepartmental Youth Development Team within City Hall to oversee implementation of the CitiPlan 20/20 recommendations and to provide a focal point for the following:

   - Listening to young people
   - Setting priorities
   - Redeploying resources to achieve results
   - Monitoring progress
   - Reporting results

5. Recognize the major role the City plays in youth development. Assess city programs and modify them, if necessary, to improve coverage, quality, and participation rates. Build the foundation for healthy development that all of Dayton's children and adolescents need with parents and other youth development partners.

6. Continue the City's active participation in collaborative efforts to redesign and reform the community's response to domestic violence, child abuse, assaults, and incivilities. Work to develop early intervention services and support networks at the neighborhood level that help families and young people avoid violence.

7. Use the City's media channels to educate, inform, and mobilize citizens to achieve the goals contained in CitiPlan 20/20.

Plan Strategies

Strategy: Prepare Dayton's Young People for Life and Leadership

Addresses Issues   A. Shortchanging Our Children
                                C. Population Loss/Income Drain

Rationale

For young people to grow and develop into caring, competent, and responsible adolescents and adults, they need the time, energy, and attention of their parents and other adults in the community. Too many children and teens are being left to fend for themselves during non-school hours when mom and dad are working. The most dangerous time of day for kids isn't late at night, it's from 2 to 8 p.m. when thousands of Dayton kids have lots of free time and little or no adult supervision. National studies indicate that teens are most likely to get pregnant between 3 and 6 p.m. and that youth crime most often occurs during the after-school and early evening hours.

There are many youth activities and programs offered throughout the City of Dayton by the City itself, by non-profit youth-serving agencies, by neighborhood groups, by churches, by schools, and so on. The very best youth development activities—whether they involve sports, art, music, community service, educational enrichment, employment, hobbies, or social activities—build developmental assets[1] in young people by providing them with the following:

- A sense of acceptance and belonging
- Exposure to and reinforcement of positive values
- Positive adult role models
- Experiences that build life-long skills and capabilities

[1] "Developmental assets are internal and external factors in young people's lives that help them to succeed in finding their way through the mazes of childhood and adolescence. The list of assets is divided into eight areas: support from family, schools, neighborhoods, and other adults; empowerment and safety; the setting of boundaries and expectations by parents and schools; constructive activities; a commitment to learning; the practice of positive values; the development of social competency skills, such as good decision making and the ability to form friendships; and positive identity—attributes like self-esteem and a sense of purpose." From "Healthy Communities, Healthy Youth," Lutheran Brotherhood publication, 1997-1998.

These benchmarks should be used to measure all the City's youth development programs against. The City of Dayton is the major provider of youth development service during the non-school hours within Dayton. The combination of facilities, programs, staff, and annual expenditures within the Department of Parks, Recreation and Culture; Dayton Police Department; and Fire Department dwarf all other youth development organizations in the community.

The Dayton community has a wealth of youth programs and providers. However, no one person or organization has a good inventory of what's available, where it's offered, or who's being served. It's not clear which areas of the City are adequately served and which are not, which facilities are filled to capacity and which ones are underutilized, or what results are being achieved. The City and the other youth development providers need to work together to ensure that the community's investments are achieving the desired results.

Goal I

In the City of Dayton, strong and stable families and neighborhoods enable all the community's young people to grow up to be caring, competent, and responsible individuals.

Outcome: Stable Families, Young People Succeeding

Objectives

A. By 2000, Dayton parents at all income levels have ready access to information, education, and support for effective parenting.

B. By 2003, all City of Dayton recreation centers will serve as family and youth resource centers and will be viewed by city residents of all ages as major assets within their respective neighborhood areas.

C. By 2003, every Dayton neighborhood will have regular after-school programming that engages children and teens between the hours of 2 and 8 p.m. and during the summer.

D. Beginning in 1999, young people will have a voice in shaping youth programs throughout the City of Dayton.

Recommended City Actions

Supporting Parents

1. Community Affairs will work with Miami Valley Child Development Centers (Head Start) and other family-serving organizations to see that parenting support and education are regularly available in one or more neighborhoods within each priority board.

2. Public Affairs will publicize parenting programs and information on Channel 19, as well as through other city communication channels.

3. Parks, Recreation and Culture will sponsor family nights and family weekends at city recreation centers to provide families with affordable activities to enjoy together.

4. Human Resources will offer parent support groups at City Hall, Ottawa Yards, and so on for city employees during lunch breaks.

5. The Dayton City Commission will, at least annually, publicize lists of parents, grandparents, and community groups to recognize them as people who are raising or helping to raise successful children and adolescents.

Providing Youth Activities

6. The City Manager will appoint an interdepartmental youth development team to recommend youth programming priorities, resolve interdepartmental issues, ensure a significant role for young people in the process, and monitor and report on progress being made on the City's youth initiatives.

7. The City, in cooperation with the FCFC and United Way, will develop a comprehensive inventory of after-school and summer programs and activities for youth in the City of Dayton. The inventory should include public, private, and non-profit organizations. This inventory's purpose is to assess the availability and usage of programs by age, gender, geographic area, and cost and to identify gaps in service as well as potential partnerships.

8. The Department of Parks, Recreation and Culture; the Dayton Police Department; and the Department of Planning and Community Development will review and assess the City's youth programming in light of the inventory results and input from youth and parents. The youth development team will work with city programs and other youth service providers to develop a coordinated network of youth activities between 2 and 8 p.m. and during the summer.

9. Public Affairs will prepare information and use Channel 19 and other communication media to educate, inform, and reinforce the importance of spending time with and listening to young people; publicize the availability of after-school and summer programs; and highlight local success stories.

Listening to Youth

Between 1991 and 1994, the New Futures Youth Advisory Council (YAC) provided a voice for teens throughout the Dayton community. The YAC consisted of 35 high school students from Dayton and the suburbs. During the four-year period, they helped to design the Adolescent Wellness Center, called for and shaped the mission of what is now Bomberger Teen Center, produced an award-winning anti-violence video for teens, participated actively in the New Futures Collaborative, and met regularly with adult leaders ranging from the City Manager to the Police Chief to the Editorial Board of the Dayton Daily News. The opening of Bomberger Teen Center and the establishment of its Teen Advisory Council are a direct outgrowth of the work of the New Futures YAC.

Recommended City Actions

10. Using Bomberger Teen Center as the initial site and the Bomberger Teen Advisory Council as the initial group, Parks, Recreation and Culture will provide leadership development and public service opportunities for Dayton teens.

11. Beginning in the spring of 1999, Community Affairs will schedule quarterly talk sessions between the Teen Advisory Council and City Hall leadership including the City Commission, the City Manager, and Department Directors.

12. Public Affairs will work with the Teen Center and other interested partners to produce a Channel 19 series developed by and about Dayton area teens.

Strategy: Transform Dayton into a Learning Community

Addresses Issues B. Inadequately Prepared Workforce
        C. Population Loss/Income Drain

Rationale

Preparing Dayton's children and adults to compete in the global, information-based economy is the single most important work facing this community. The future of the City of Dayton and of the Miami Valley region depends on a local workforce that is multi-skilled and adaptable. To grow the economy and provide living-wage jobs, we need to provide a learning community where children, adolescents, and adults develop the skills necessary to seek and process information, think critically, make decisions, solve problems, and work effectively with supervisors, coworkers, and customers.

Goal II

Dayton children are well prepared for learning when they start school and receive support outside the classroom for their efforts inside the classroom.

Outcome: Young People Succeeding

Objectives

A. Beginning in 1999, the number of eligible Dayton preschoolers actively attending Head Start or other quality early childhood education programs will be increased by 5 percent per year.

B. Head Start programming will be expanded to full days year-round for the vast majority of children served to ensure school readiness and to support low-income, working parents.

Pre-school/School Readiness

While there a number of early childhood education programs in Dayton, the largest and most visible pre-school program for three- to five-year-olds is Head Start. Head Start seeks to involve parents and provide nutrition, health, and social services along with its education programs. There currently are 2,686 Head Start slots within Dayton and Montgomery County. Twenty-five percent of the slots provide full-day services; 75 percent provide half-day services. Most of the Head Start centers close down during the summer months due to traditional Head Start funding levels. Miami Valley Child Development Centers (MVCDC) was recently designated as the grantee agency for all

Head Start funding in Dayton and Montgomery County. The Dayton Public Schools receives funding for 340 half-day slots as a delegate agency. Dayton Public Schools reports that more than half of incoming kindergartners arrive at school two years behind based on the district's assessment results from the Early Indicators of School Success instrument.

Recommended City Actions

13. City Commission will lobby at state and federal levels for funding to improve school readiness programs, to increase the number of children served, and to broaden eligibility to include children from working poor families.

14. City Commission will advocate on behalf of MVCDC at state and federal levels to expand Head Start to full days year-round for the vast majority of children served in Dayton and Montgomery County.

15. Planning and Community Development will assist Miami Valley Child Development Centers with data analysis and geo-coding to identify neighborhoods with eligible, but unserved, children and future Head Start center locations.

16. Public Affairs will assist MVCDC with its marketing and recruitment strategy by making Channel 19 and other city communication media available for this purpose.

17. MVCDC and Dayton Public Schools are asked to work together to align Head Start learning objectives with the Early Indicators of School Success Assessment instrument used to test the developmental progress of each Dayton Public School kindergartner. These two organizations also need to track Head Start graduates' school readiness and report that data back to the community annually.

18. City of Dayton will request that the Family and Children First Council monitor the status of early childhood education resources and results within Dayton and Montgomery County as part of its community outcomes process.

Goal III

On-time graduation rates within Dayton high schools are significantly increased, and Dayton youth are well prepared to compete in the global economy.

Outcome: Young People Succeeding, Economic Self-Sufficiency

Objectives

A. By 2003, all Dayton parents will have an equal ability to choose whatever school they prefer for their children and the necessary information to make an informed choice.

B. By 2003, chronic absenteeism among K-8th graders in the Dayton Public Schools will be reduced by 75 percent.

C. By 2003, City of Dayton youth at all income levels will have equal access to computers and other information technology in their neighborhoods and their schools.

D. On-time graduation rates in the City of Dayton will increase by at least 2 percent per year until the rate of on-time graduation reaches or exceeds 80 percent.

K-12 Education

There are 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.

It bears repeating here that schools were the number-one concern across the nine 20/20 youth focus groups conducted in 1996-97. Young people have read about job losses downtown and in other parts of the City, and they are worried about their own prospects for employment. They believe that the current curriculum in their schools is not preparing them for the jobs of the future. They want higher academic standards, more challenging and up-to-date courses and curriculum, and teachers who both respect them and demand more of them. They live in the information age but know that computers and ready access to the Internet are not the integral part of their school day that they should be.

A critical component of transforming Dayton into a learning community involves transforming the Dayton Public Schools from low performing to high achieving. Although areas of excellence clearly exist within Dayton Public Schools, when all the test scores are averaged across the 50 buildings, Dayton consistently ranks at or near the bottom when compared to other urban school systems in Ohio. Education problems are often a reflection of community and family problems. Improving education outcomes requires school reform/renewal along with reducing poverty and rebuilding

families and neighborhoods. The Dayton City Commission has no legal authority over the Dayton Board of Education, but the time has come for the City Commission to become an active participant in the area of school reform. The future of Dayton's children hangs in the balance, as well as the future of this community.

Recommended City Actions

19. City Commission will initiate discussions with the Dayton Board of Education to explore greater opportunities for complete school choice for Dayton parents.

20. The City of Dayton will use Channel 19 and Channel 21—in partnership with Dayton Public Schools, its other media channels, the priority boards, and city recreation centers—to inform and educate parents and the broader community about education options in both public and private schools and how to access them.

21. The City will work with the Start Right Collaborative and its other community partners to create a sense of urgency about school attendance in students, parents, teachers, city employees, churches, businesses, and community and neighborhood groups. The City will also do the following:

    • Actively participate in the Start Right Collaborative through the Dayton Police Department.
    • Advocate for the Start Right program to expand to include K-9th grades.
    • Assist in the development of the Attendance Focus Center so that direct, immediate, personal contact is made with the parent or caregiver of every absent student within two hours of the start of the school day. (See the boxed description of the proposed Start Right Attendance Focus Center.)
    • Provide technical assistance and encourage the Dayton School Board to implement a "transport every student" policy and operating system by the start of the 1999 school year so children who move frequently won't miss school due to a lack of transportation.

22. The City of Dayton will become a champion for the ASPIRE Scholarship Program. ASPIRE is a student scholarship savings account started in kindergarten and collected upon graduation 12 years later. The ASPIRE scholarship voucher will cover the cost of two years of tuition at Sinclair Community College or a comparably priced post-secondary vocational/technical school, or it can be used to pay a portion of tuition costs at a more expensive college or university. Most importantly, **every child** attending Dayton Public Schools is automatically enrolled in the program. Scholarship funds are earned by maintaining a good attendance record, passing proficiency exams, maintaining an acceptable grade point average, and graduating. (See the box with the description of ASPIRE scholarships.)

23. The Dayton City Commission will ask the Dayton Board of Education to annually provide the City with the following information aggregated by neighborhood: early indicators of school success (school readiness) data, attendance data, and proficiency test score results. The City will use the information to mobilize parents, neighborhood groups, city departments, churches, and youth-serving agencies to address education needs within specific neighborhoods.

24. The City will work with the Dayton Public Schools to create a good learning climate within the schools. In buildings needing special assistance, the City will make community-based police services available to work with school staff and students. The Dayton Police Department will also have access to Dayton Mediation Center resources on an as-needed basis.

25. The City's youth development team will inventory the skills needed for employment in the City's economic development hypergrowth areas (tooling and machining, linked manufacturing, air cargo and distribution, and information technology), and for employment opportunities within the city organization itself. The team will work proactively with Dayton schools, both public and private, and the youth employment programs to align curriculum offerings, career counseling, and school-to-work programs with the workforce development needs of local employers.

26. The City will use Channels 19 and 21, other media channels, the priority boards, its recreation centers, and other neighborhood centers to provide periodic and up-to-date information to parents and adolescents about the type of job opportunities available in the community, the skills needed for those jobs, and the wages connected to specific jobs.

27. The City's youth development team will work with its recreation centers, its youth employment programs, and its various community partners to provide an array of educational enrichment, skill-building, and computer-based learning opportunities for Dayton youth of all ages at the neighborhood level.

Start Right and the Attendance Focus Center
Create a Sense of Urgency about School Attendance

Start Right is a school attendance initiative aimed at K-7th graders in the Dayton Public Schools. Begun in 1992 by the New Futures Collaborative, partners include Dayton Public Schools; Juvenile Court; Dayton Metropolitan Housing Authority; Children Services; Montgomery County Prosecutor's Office; the Human Services Department; the Alcohol, Drug Addiction and Mental Health Services Board; and Dayton's AmeriCorps Program (SWEAT). By design, families whose children have five or more unexcused absences are contacted through home visits. Parents are reminded that they are accountable for their child's school attendance. Working together with the human services agencies and the Dayton Public Schools, Start Right's home visitors spread the message of parental accountability, while ensuring that families are given the help needed to get their children to school regularly. Families who refuse to cooperate are referred to Juvenile Court.

Start Right has yielded impressive results. During the 1995-96 school year, 46 percent of the children whose parents were contacted by Start Right's home visitors had no further unexcused absences. Overall, 64 percent of the children whose families were contacted showed improved attendance.

Start Right is doing a good job with the younger children, but the biggest attendance problems in the Dayton Public Schools occur at the middle and high school levels. To significantly improve on-time graduation rates and prospects for academic and employment success, absenteeism in the Dayton schools in grades 8 through 12 as well as K through 7 must be addressed. Parents, students, and the entire Dayton community must attach an overwhelming sense of urgency to reducing chronic absenteeism and all school absences.

Attendance Focus Center

Proposed Features
- Phone bank staffed by volunteers who contact the parents of all absent students within two hours of the start of classes.
- A data system that allows attendance communications in nearly "real-time."
- A data system that provides charts of attendance by grade, school, and system on any desired frequency. The system would also provide alerts of multiple absences, attendance by student, and other measures deemed helpful.
- A central phone number for parents to call to resolve problems. Center workers would have recourse to solve some problems and know where to direct parents to resolve other problems.
- Continuing media campaign promoting school attendance.
- Incentives for students with 97 percent-plus attendance rates.

Proposed Implementation Schedule
- 1999-2000 school year

Proposed City of Dayton Role
- Lobbying for support
- Printing/distribution of school attendance brochures/posters
- Paying for some incentives
- Computer system consultation as needed to address bus-scheduling issues

ASPIRE Scholarships
Create a Distinct Advantage

The **ASPIRE Scholarship Program** seeks to provide a distinct advantage for all Dayton Public School students and is a key strategy for transforming Dayton into a learning community. Most scholarship programs are awarded during the senior year of high school to a very limited group of students—an after-the-fact reward for their achievements.

ASPIRE is different in that **all** students enrolled in the Dayton Public Schools would participate in earning this scholarship over the entire span of their elementary and secondary education. ASPIRE is a program that can 1) encourage young people to take control of their educational performance at an early age and 2) motivate parents to support their child's school attendance and achievement knowing that they will receive the financial assistance necessary to pursue post-secondary education after graduation.

Proposed Objectives
- Putting Dayton and its public school system on the map
- Increasing family motivation for children to do well in school
- Providing incentives for families to send children to Dayton Public Schools
- Inspiring superior academic performance
- Over the long term, reducing expenditures for the criminal justice system by keeping kids in school and graduating

Proposed Features
- A student scholarship account (vested by graduation) will fund the equivalent of two years at Sinclair Community College or another post-secondary institution (trade school or four-year college) after 12 successful years in the program.
- The program is open to every student in the Dayton Public Schools regardless of income, race, ethnicity, sex, and so on.
- Contributions are made to student accounts for excellent attendance, fourth and ninth grade proficiency test performance, acceptable grade point averages, graduation, and so on. Periodic tangible awards are given as short-term motivators.
- Contributions are given based on a student's performance for the quarter and for cumulative performance. Each quarter a student has another opportunity to earn tuition credits.
- Role models are used to stress the value of education.
- With a "sunset" provision, if after five years the program has not accomplished its objectives, it ends.

Proposed Resources
- Theoretical maximum of $10 million/year based on 100 percent success for all students and a maximum set of cash awards and gifts
- ASPIRE Foundation to raise funds and establish program elements

Proposed Implementation Schedule
- Funding in place for a five-year test of the program by the middle of 2000
- Start the program in the 2000-2001 school year

Proposed City of Dayton Role
- Lobby for support and advocate for funding
- Serve on foundation board (City Commissioners)

Goal IV

Life-long learning is valued in Dayton and all Dayton residents have easy access to adult education and retraining.

Outcome: Economic Self-Sufficiency

Objectives

A. By 2000, second-chance education, training, and support service alternatives will be significantly increased for Dayton's young adults who are not succeeding in school or who have left school without the necessary skills or diploma to compete in the global economy.

B. By 2003, Dayton's lower income neighborhoods will have ready access to the job market and the education, technology, training, and support needed to compete successfully for living-wage jobs.

Workforce Readiness

In addition to transforming the Dayton Public Schools, the Dayton community also needs to focus time, energy, and resources on out-of-school youth and adults who are outside the economic mainstream. The income disparity between Dayton and its suburbs will continue to increase unless we can raise aspirations and create pathways to mainstream employment and living-wage jobs for the City's low-income African-American and low-income Appalachian residents.

Two important pieces of the workforce development puzzle in Dayton are Sinclair Community College and the Montgomery County Job Center. Sinclair has strong links to the businesses in the region, state-of-the-art equipment and technology, a commitment to diverse learning styles, extensive experience with adult learners, an array of technical training programs, flexible hours, and affordable tuition. The Job Center combines access to public benefits, 45 different human services and employment agencies, a computerized job bank, and a one-stop resource for employers seeking qualified employees, all in a single location. Both Sinclair and the Job Center are centrally located in Dayton. Yet there are a number of barriers that keep some of the people most in need from making use of these two resource-rich and innovative institutions:

- Avoidance of anything that looks like "school," since school for many of those who dropped out was a turn-off
- Limited aspirations and fear of failure
- Lack of knowledge about career opportunities and the training available locally to prepare for good jobs

- The need to continue to earn money while in training to support themselves and their family
- The need for very low-cost or free child care, if they have young children
- Avoidance of large institutions that they perceive to be impersonal, bureaucratic, or outside their comfort zone
- Waiting lists, delays, and structured schedules that don't allow them to start when they are ready
- Previous experience with an employment and training program that didn't result in a "good" job

The opportunity and the urgency to take bold steps and make fundamental changes have never been stronger. The regional economy is strong—a recent employer survey identified 50,000 job openings during the next three years. At the same time, Dayton's income tax revenues are flat.

Public assistance is no longer an entitlement and welfare roles are at their lowest levels in three decades. The number of welfare cases consisting of a parent with dependent children has shrunk from more than 14,000 five years ago to 4,300 in October 1998. Because most parents on public assistance do not have high educational attainment or proficient technical skills, most aren't able to move directly into living-wage jobs that are adequate to support their families. The good news is that Dayton has fewer families on public assistance. The cautionary news is the City now has more working poor families who will be struggling to balance work, child-care arrangements, transportation, and home life (some for the very first time).

As identified by the Economic Development Committee, the biggest hurdle facing this community is that no single organization can take on the responsibility of transforming Dayton's workforce from inadequately prepared to "in demand" during the next three to 10 years. Fortunately, Dayton has many community resources—Sinclair Community College, the Job Center, its public and private schools, and the community's health and human services system, to name a few—and a history of collaborative partnerships to draw upon. The City of Dayton needs to provide leadership and serve as a catalyst for bringing its residents—both youth and adults—its neighborhoods, its schools, and the rest of the community together to overcome this hurdle.

Recommended City Actions

28. The City will actively participate in Montgomery County's Out-of-School Youth Task Force and Dayton Metropolitan Housing Authority's Jobs-Plus Initiative to further inform people about the CitiPlan priorities on out-of-school youth and adult employability development in low-income neighborhoods.

29. The City will work with the Private Industry Council (PIC), the Chamber of Commerce, and the Dayton Business Committee to convert the data from the 1997 employer's survey into job and career opportunity information that can be shared with parents, out-of-school youth, low-wage earners, and grass roots neighborhood groups working in lower income city neighborhoods.

30. The City will work proactively with grass roots neighborhood organizations and churches to familiarize them with the resources and opportunities available to city residents at Sinclair Community College, the Job Center, and community-based computer learning centers.

31. The City will adjust its economic development priorities so that attention is focused on **both** building the City's job and tax base **and** creating employment opportunities for city residents.

32. The City will appoint a workforce development specialist in the Office of Economic Development to initiate, coordinate, and oversee the City's various community and employer partnerships designed to increase workforce preparedness and employment levels of city residents.

33. The City will encourage one or more existing community-based organizations with strong roots in Dayton neighborhoods to repair the disconnect between the City's low-income job seekers and job openings by providing employment brokering that does the following:

    • Creates or enhances the information flow between employers and job seekers
    • Provides trusted referrals on both the employer side and the job seeker side
    • Develops and promotes networks of personal contacts and relationships between desirable work places and the City's low-income African-American and Appalachian communities (See the description of employment brokering.)

34. The City will use its investment in Tool Town to leverage and expand apprenticeship programs for the City's low-income African-American and low-income Appalachian residents.

Employment Brokering
Repairing the Disconnect

Despite the proximity of many West Dayton neighborhoods to major employers, unemployment in those neighborhoods is twice the city average and four times the unemployment rate of the balance of Montgomery County. The City's Poverty Reduction Team has worked since 1995 to increase its understanding of specific employment barriers faced by inner-city residents and strategies that can successfully overcome those barriers. One of the strategies the team favors is employment brokering.

At its most basic level, employment brokering is the process of connecting people seeking jobs with the firms who are hiring people. Brokering to improve the employment prospects of low-income people requires a comprehensive approach that involves the following:

- Developing and maintaining relationships and having credibility with local businesses and industry insiders
- Assisting low-income participants to acquire the skills necessary for employment and providing access to jobs once they have those skills
- Addressing the issue of race, class, and gender and developing workable strategies to overcome the real barriers that prejudice and past practice have created
- Delivering or brokering the necessary supports needed by participants to become employed and stay employed

Employment brokering in this context is part economic development, part human resources development, part affirmative action, and part human services. The ultimate success of an employment brokering initiative depends on its ability to efficiently deliver qualified workers who match employer needs.

Such an organization must have its feet firmly planted in both the employer's world and in the City's low-income neighborhoods. Creating and maintaining a sense of trust and openness and delivering results are fundamental to successful employment brokering. Providing a supportive environment, however, is not inconsistent with being tough and having high expectations.

The brokering role assists both participants and employers with problem-solving, shows participants how to tap into informal and formal resource and job networks, and provides support throughout the transition from trainee to established employee.

Source Material on Employment Brokering:
Dewar, Tom and Scheie, David, "Promoting Job Opportunities – Toward a Better Future for Low-Income Children and Families," Rainbow Research, Inc., Baltimore, Maryland: Annie E. Casey Foundation, 1995.

Strategy: Stop the Cycle of Family Violence

Addresses Issues   A. Shortchanging Our Children
                              C. Population Loss/Income Drain

Rationale

One of the most important factors affecting what neighborhood a family with choices will select is the perception of neighborhood safety and security. Fear of crime, incivilities, drug trafficking, and substance abuse drive out stable families and discourage families with other options from moving into a neighborhood. Safety and security issues were of concern to the youth who participated in the focus groups. They view alcohol, substance abuse, and crime as serious problems facing the community. They want to feel safe when they walk in their neighborhoods, wait for a bus, or go to a recreation center. They want a combination of stricter enforcement by citizens and police, more visible police presence, and more treatment for people who are addicted.

Family Violence

Family violence, including physical and sexual assault of children or adult family members, is criminal activity that affects the victims, as well as those who witness the violence. Victims suffer from trauma and physical and emotional harm. The long-term impacts of family violence are well documented and include behavioral disorders, substance abuse, passivity or aggression, and further victimization. Family problems often spill over into the neighborhood. "Neighborhood bullies" not only terrorize their own families but also neighbors, acquaintances, and strangers.

Much creative and collaborative work has occurred in this community during the 1990s in response to the heightened awareness and concern about child abuse and domestic violence. These two areas probably represent the most visible connection between the City's police and criminal justice functions and the community's health and human services network. Focusing on the issue of family violence is critical to creating a better quality of life for Dayton's families and for the neighborhoods in which they live.

Transferring what we have learned about prosecuting domestic violence cases, which no longer require the victim to press charges or testify, can help in the prosecution of "neighborhood bullies" who use fear and intimidation to silence both victims and witnesses. Supporting the efforts of the priority boards to develop quality-of-life indicators by establishing satellite courts can provide both the focus and the structure for empowering city residents to address the incivilities and other criminal activities that affect the quality of life in city neighborhoods.

Goal V

The City of Dayton is viewed by parents, grandparents, young adults, and local employers as a good place to raise a family.

Outcome: Stable Families, Safe and Supportive Neighborhoods

Objective

A. By 2003, Dayton will be viewed by at least 65 percent of city families as a good or excellent place to raise children.

Recommended City Actions

35. The City will monitor and refine the quality-of-life indicators established in 1998 by each priority board and work proactively with the boards and neighborhoods to establish, monitor, and maintain high neighborhood standards.

Goal VI

In the City of Dayton, children and adults live, learn, work, and play in homes, neighborhoods, and schools that are free of violence and substance abuse.

Outcome: Stable Families, Safe and Supportive Neighborhoods

Objectives

A. By 2003, the rate of assaults committed in the City of Dayton will be reduced by 20 percent.

B. By 2003, community-based drug and alcohol abuse treatment will be available on demand to all Dayton residents who seek assistance.

Recommended City Actions

36. The City will continue to aggressively investigate and prosecute domestic violence cases. Working in collaboration with Artemis Center and other community partners, the City will use the protocols and training resources developed by the Domestic Violence Task Force of the Criminal Justice Policy Council.

37. The Dayton Police Department, Municipal Court, and Community Affairs will continue to play an active role in implementing the Child Protection Task Force recommendations. Priority will continue to be given to participation in the following areas:

- Child Death Review Team
- Erma's House Family Visitation Center
- CARE Multidisciplinary Investigation Team
- Domestic violence/child protection protocols
- Development of comprehensive neighborhood-based supports and services for families

38. The City will participate in neighborhood-level partnerships with family-serving agencies, Head Start centers, neighborhood groups, schools, churches, and so on to protect children, develop healthy families, and prevent family violence.

39. The City will target assault and menacing incidents, set up a special Assault and Menacing Unit within the Dayton Police Department, and establish protocols for investigation and mediation or prosecution of these cases.

40. The City Commission, Dayton Municipal Court, and Montgomery County Juvenile Court will work together to assess the feasibility of establishing satellite courts in the City of Dayton to hear menacing, assault, domestic violence, and juvenile delinquency cases.

41. The Dayton Police, Municipal Court, and the Prosecutor's Office will participate in information sharing regarding arrests, hearings, trials, and convictions with area police departments and courts so the full arrest and conviction record of a person arraigned will be known to the presiding judge and prosecutors.

42. The City of Dayton will advocate for policies, programs, and initiatives that increase the availability and improve the effectiveness of substance abuse treatment so city residents can receive treatment services on demand. Examples include the following:

- Drug courts for adults and juveniles
- Broken Dreams Program and other recovery services provided at the City's Rehabilitation Center
- Support of efforts by the Alcohol, Drug Addiction and Mental Health Services Board to become the managed care administrator for behavioral health services within Dayton and Montgomery County

Youth, Education, and Human Services Committee

Members
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
Dr. Steve Waller, City of Dayton Department of Parks, Recreation and Culture
Teresa Wendell, Bomberger Teen Center
Georgia Wortham, Southwest Priority Board

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Community Development/Neighborhoods Committee Report

Introduction

Dayton's neighborhoods will meet the next century with many strengths. Among them are the following:

- Committed residents who take the lead in solving problems
- Supportive institutions that partner with neighborhoods
- Well regarded and forward-thinking colleges
- A number of excellent public and private elementary and secondary schools
- A diverse housing stock
- A broad network of social service agencies
- A history of innovation

That said, Dayton's neighborhoods also face critical challenges. These challenges can depress the demand for housing and weaken property values and the sense of community in our neighborhoods. In general terms, these challenges are the following:

- Improving our public schools' student success rates
- Encouraging visionary, collaborative political and community leadership
- Enhancing our sense of community
- Developing more stable and diverse neighborhoods
- Increasing our feeling of safety and security
- Developing and marketing competitive and attractive housing
- Defining and supporting viable business districts

Improving Our Public Schools' Student Success Rates
The poor reputation of the Dayton Public Schools means that Dayton is not perceived as the location of choice for Miami Valley residents with children. Consequently, the market share for homes in Dayton is sharply reduced. The majority of new housing construction that does occur in Dayton takes place in the parts of the City that are outside the boundaries of the Dayton Public School system. Dayton's private schools are a very important stabilizing force in a number of Dayton neighborhoods. Unfortunately, all the City's Catholic elementary schools face serious financial difficulties. In addition to Catholic students, Dayton's Catholic schools enroll significant numbers of non-Catholic students. The potential loss of schools in our private school system will make some Dayton neighborhoods less desirable for families with children. This committee recognizes that the quality of education, especially public school education, may be the most important element in making more people see Dayton's neigh-

borhoods as desirable places to live. Specific recommendations concerning education are contained in the report of the Youth, Education, and Human Services Committee.

Encouraging Visionary, Collaborative Political and Community Leadership

Our business and political environments reward short-term gains and solutions over long-term ones. Too often, parts of our community work at cross-purposes with each other. As our population diversifies and the rate of change accelerates, strategic, long-term approaches to problem-solving will become ever more essential for success. The key ingredient to success will be the ability of our community to work together to accomplish common goals. Everyone has a role to play and responsibilities to fulfill. For example, Dayton's businesses and institutions need to remain in Dayton and work with the larger community and neighborhoods on solutions to community problems. Our residents must work with each other and our businesses and institutions for the benefit of the community. Dayton's political and community leadership must possess a long-term perspective, and Dayton's priority boards should facilitate planning for the strategic development and revitalization of their areas.

Enhancing Our Sense of Community

Schools, churches, banks, and major employers traditionally provided a stabilizing influence and sense of community in urban neighborhoods. Previously, residents of a neighborhood could be educated, worship, shop, and work within close proximity to their homes. This no longer occurs for most Dayton residents. Many institutions have left our neighborhoods altogether. Or the institutions that remain may draw most of their members from outside the neighborhood. This can be particularly true for places of worship. Where institutions are weak, non-existent, or not connected to the community, they need to be replaced or reinvigorated.

People also serve as institutions in our neighborhoods. Every neighborhood can recall a "Mrs. Jones" who unfailingly reported kids' misbehavior to their parents, who then disciplined their children. In a number of Dayton neighborhoods, "old heads" like Mrs. Jones no longer exist—to the detriment of the neighborhood. Old heads are valuable community institutions. While not necessarily senior citizens, these long-term neighborhood residents are a stabilizing force by providing an employment network for the next generation, serving as role models for family life, and setting and enforcing community standards. Changing economic and social conditions in Dayton, such as the loss of thousands of manufacturing jobs, the move of many to the suburbs, and the breakdown of the family, have prevented the World War II generation of old heads from replacing itself in our neighborhoods.

Healthy neighborhoods have both physical institutions and old (and young) heads who build and maintain a sense of community. Also, the support that institutions and old heads provide is particularly important to the large number of Dayton residents who are not part of the social and economic mainstream.

Developing More Stable and Diverse Neighborhoods
Nationally and locally, citizens are becoming polarized and segregated along factors such as race, income, education, and generation. Racial segregation is a problem not just in the City of Dayton but county-wide. Ninety-three percent of Montgomery County's African-American population lives in just four of the county's 28 jurisdictions: Dayton, Harrison Township, Jefferson Township, and Trotwood. In fact, Dayton is one of a few places in Montgomery County where people of different races choose to live together. When people of different races have the opportunity to live together, they learn respect and tolerance for each other, thereby narrowing the racial divide. However, maintenance of integrated neighborhoods is not easy. Without proactive intervention, integrated neighborhoods can become segregated neighborhoods.

The 1990 Census counted almost 71,000 people living in poverty in Montgomery County. While Dayton accounts for only 32 percent of the county's population, 65 percent of its poor live in the City. While 16 percent of Dayton's senior citizens are poor, 46 percent of Dayton's children under age five live in poverty, and 38 percent of Dayton's children ages five to 17 live in poverty. In addition, a disproportionate number of the facilities (group homes, boarding houses, protective care facilities, and so on) that serve the county's challenged population are located in Dayton. When city neighborhoods are home to a disproportionate number of low-income households and facilities for challenged residents, their needs can overwhelm a neighborhood and the City's resources. In addition, such neighborhoods may be perceived by many households as less than desirable places to live. In either case, the neighborhood becomes destabilized. Consequently, neither the needs of the residents nor the needs of the neighborhood are well-served. One solution lies in providing opportunities for our challenged population and those of low income to live throughout the region among those in the social and economic mainstream where greater opportunities exist to serve their needs.

Increasing Our Feeling of Safety and Security
The perception of public safety (or lack of it) has a major impact on the City's housing market. Simply put, people don't want to live in neighborhoods where they believe crime is a problem. Uncivil behavior can negatively impact the stability of a neighborhood by increasing tensions among neighbors and creating conflict within the neighborhood. Safety and security concerns must be addressed in neighborhoods where crime, fear of crime, and uncivil behavior are a problem.

Developing and Marketing Competitive and Attractive Housing
In general, Dayton is a city of older, wood-frame homes. In our region's "buyer's market" for housing, these homes must compete with newer homes and newer neighborhoods that offer more amenities, like houses with family rooms and more bathrooms or convenient shopping. Since Dayton's older homes and neighborhoods don't always have the amenities people want, home-buyers turn to the suburbs for new homes. To be a healthy city, Dayton must have a balanced cross-section of

housing that appeals to all types of people. Dayton cannot afford to continue to lose "move-up" buyers to the suburbs. We must provide amenities to our existing housing stock as we have done in our historic districts and also encourage new construction.

Vacant housing and poorly maintained rental properties have become commonplace in many Dayton neighborhoods. In some neighborhoods, increasing poverty, combined with the overall aging of the housing stock, has created economic stresses on Dayton households. A number of Dayton's senior citizen homeowners do not have the physical and financial wherewithal to keep their homes in good repair. This results in deferred property maintenance, which can escalate rehabilitation costs beyond a property's market value. When properties in a neighborhood look neglected, residents lose confidence in the neighborhood as a good place to live and own a home. As a result, residents move away, and neglect increases.

Defining and Supporting Viable Business Districts
Population and employment losses in Dayton's neighborhoods have eroded the customer base that many of the City's business districts need to succeed. Couple that with ever-changing and fickle retail trends, and the City's business districts have taken some very hard knocks. The shops and services that business districts provide play a role in making city neighborhoods desirable places to live. Business districts can serve as anchors in a neighborhood, a source of employment for neighborhood residents and youth, and a reason to visit a city neighborhood. At present, the City of Dayton offers two programs to assist the City's business districts. One program is targeted in its approach (Town Centers Program), and only certain business districts are eligible for assistance. The other program (Neighborhood Business Assistance Program) is broad-based in that many businesses in the City of Dayton are eligible to apply for the program. Dayton must determine the best way to use its resources (financial, zoning, and so on) to grow viable business districts and determine whether the approach should be targeted or broad-based. In addition, any approach must leverage an appropriate level of private investment.

Conclusion
So what can we do? The following pages present recommendations that can make a difference in Dayton's neighborhoods. Boiled down to the essentials, here are the key things that the Community Development Committee believes must happen:

• Demand visionary, collaborative leadership on the part of our political, business, and neighborhood leaders.
• Create a web of services and adequate resources to assist those of low income in achieving their potential.
• Provide diverse, stable, safe, and civil neighborhoods.
• Ensure well-maintained houses, apartments, and businesses.
• Deliver increased housing choices that are competitive.

- Grow viable business districts through the best use of city resources (financial, zoning, and so on) and the best possible leverage of private investment.
- Use the "Framework for Neighborhood Investment" as the blueprint for the City's community development and housing strategies.

This isn't brain surgery. The key ingredients to building community and successful neighborhoods are known to us all. We just have to do it. But because we only have so much time, energy, and money, coupled with many competing issues, we must make careful choices about what we do. As a committee we made choices. We considered numerous recommendations but chose the things that we believe are **most important** to do. Our recommendations follow.

Plan Elements

Goal A

Change Dayton's civic environment to enable its political and community leadership to thrive on optimism and make difficult decisions for the long-term health of our City.

Objectives

- The City Commission must make strategic, city-wide, long-term policy that moves our City positively into the next century.
- Priority boards are to facilitate planning for the strategic development and revitalization of their areas and advocate for the provision of appropriate levels of city services to support these plans.
- In partnership with priority boards, neighborhood development corporations are to produce housing and commercial property consistent with strategic plans and provide for the delivery of human development services.
- Neighborhood associations are to participate in planning efforts, provide social and human-scale networks that connect people and support families and individuals, and monitor the delivery of routine city services.
- The City Administration is to provide services and develop and implement public policies and programs that enhance the quality of life and sense of community for those who live and work in our City.

Recommended Strategies

Many strategies can be undertaken to address these objectives. Several objectives that this committee recommends are the following:

- Revise the City of Dayton Charter to improve the day-to-day functioning of the city organization, and allow the City to maintain the best possible workforce.

  Discussion: For example, as specified in the City Charter, all purchases of $2,500 or more must be approved by the City Commission. Because this dollar amount is so low, it burdens Commission members (and fills up the Commission agenda) with approving an excessive amount of purchase orders. Such time could be better spent on policy issues. One solution is to change the City Charter to modify the $2,500 limit to "conform with state statute." Presently, the state limit is $10,000. Should the Ohio Legislature increase or decrease the limit, the city limit would change automatically. Other changes, as outlined in the Operations Improvement Task Force report [OITF, 1994], can be made to sections of the charter concerning budgeting, appropriations, emergency measures, and civil service. Revising the charter to permit the use of the rule of three, for example, when selecting new employees may help the City maintain a public safety workforce that reflects the diversity of its residents.

  City of Dayton's Role: Get the charter revision passed by the electorate.

  Lead Responsibility: City Manager, City Commission, and Department of Planning and Community Development

- Appoint a panel to review the priority board system so it can best facilitate planning for the strategic development and revitalization of the areas, and advocate for the provision of appropriate levels of city services to support these plans.

  Discussion: The priority board system is over 25 years old. Priority board members, citizens, the City Commission, and the city organization know the strengths and weaknesses of this system. It is time to use this knowledge to improve the system so it can best meet the challenges facing the City of Dayton and our neighborhoods. Among the items the panel should address are appropriate priority board boundaries, the best location/reporting point in the city structure, staffing levels, and the structure needed to facilitate strategic planning.

  City of Dayton's Role: Appoint the panel and implement its recommendations.

  Lead Responsibility: City Manager, City Commission, and Department of Planning and Community Development

- Institute a data collection and analysis system within city departments so social and economic information is collected, reported, and analyzed along common geographic boundaries.

  Discussion: Currently, many city departments maintain databases that can indicate where conditions in city neighborhoods are improving or worsening. This data can be used to identify areas where intervention strategies are needed to solve problems. Unfortunately, departments do not use common geography in reporting data. This makes it difficult to easily analyze the data and track trends. For example, the police department uses sectors, and other departments may use neighborhood planning district boundaries. The priority boards' quality-of-life indicators project (1997) is an important first step in assembling and analyzing data from a variety of city departments to track quality-of-life issues in Dayton's priority boards. This project can be the vehicle to implement this initiative. In addition, the City Administration should coordinate its data collection system with appropriate Montgomery County offices and departments so data can be shared.

  City of Dayton's Role: Institute and fund this system.

  Lead Responsibility: City Manager and Department Directors

- Institutionalize within the city organization financial, benchmarking, and strategic planning efforts that are developed, implemented, monitored, and updated regularly.

  Discussion: For Dayton's elected, business, and community leaders to make good decisions, they need good information. In 1999, the City will complete the comprehensive plan (CitiPlan 20/20), a strategic service delivery plan, and a five-year financial plan. CitiPlan 20/20 sets the direction on how to make a better Dayton. The strategic plan will help determine if the City is providing the right mix of services to its customers in the right way. The five-year financial plan will provide financial guiding principles for budget decisions. These planning efforts must continue.

  City of Dayton's Role: Institutionalize these efforts.

  Lead Responsibility: City Commission, City Manager, and Department Directors

Goal B

Create an environment where Dayton's institutions, businesses, and community leaders work collaboratively and successfully to improve the quality of life in Dayton neighborhoods.

Objectives

- By 2003, Dayton's public, private, and non-profit organizations and institutional anchors have developed a strong web of services and an adequate resource base to assist people in poverty and the working poor in reaching their full potential.
- By 2003, Dayton's institutions and "old heads" provide a link to mainstream employment, education, and social services for Dayton's low-income job seekers. Old heads are long-term neighborhood residents of stable means who teach, support, and encourage young people to meet their responsibilities regarding work, family, community, law, and common decency.

Recommended Strategies

Many strategies can be undertaken to address these objectives. Several that this committee recommends are the following:

- Play a stronger advocacy role with the Family and Children First Council to change the way dollars are allocated for social service provision and the way social services are provided by Montgomery County, United Way, and others. This change would ensure that social services are available at the neighborhood level, not just at centralized locations, and that social service providers "work the streets" to connect the region's low-income residents with the help they need.

  Discussion: Those outside the social and employment mainstream are often unable to avail themselves of the social services they need because they are too isolated to leave their homes or neighborhoods to go downtown or to other centralized locations to get help. Consequently, people fall through the cracks. We have the best chance of reaching our neediest citizens when social service providers walk the streets, personally connecting them with help, and when services are provided in their neighborhoods.

  City of Dayton's Role: Advocate for this action.

  Lead Responsibility: City Commission and City Manager

- Encourage one or more existing community-based institutions and organizations with strong roots in Dayton neighborhoods to repair the disconnect between the City's low-income job seekers and job openings by providing employment brokering. This employment brokering must develop and promote networks of personal contacts and relationships between desirable work places and the City's low-income African-American and low-income Appalachian communities.

Discussion: Despite the proximity of many East Dayton and West Dayton neighborhoods to major employers, unemployment in these neighborhoods can be twice the city average and four times the rate of the balance of Montgomery County. A strategy favored by the City's Poverty Reduction Task Force is employment brokering, which connects people seeking jobs with firms hiring people. Brokering to improve the employment prospects of low-income people requires the following:

- Developing and maintaining relationships and having credibility with local businesses and industry insiders
- Assisting low-income participants in acquiring the necessary skills for employment and access to jobs once they have these skills
- Addressing the issue of race, class, and gender and developing workable strategies to overcome the real barriers that prejudice and past practice have created
- Delivering or brokering the supports needed by participants to become employed and stay employed

City of Dayton's Role: Advocate for this action.

Lead Responsibility: City Commission and City Manager

Goal C

Encourage and maintain racially and economically diverse neighborhoods in the City of Dayton and the region.

Objectives

- By 2010, the concentration of low-income households is reduced in the City of Dayton from 1990 levels by 10 percent, and no priority board has a disproportionate share of families living in poverty.
- Equal housing opportunity is advocated for throughout the City of Dayton and the region.

Recommended Strategies

Many strategies can be undertaken to address these objectives. Several that this committee recommends are the following:

- Support the "Joint Strategic Investment Initiative" sponsored by the Affordable Housing Fund and CityWide Development Corporation as a model for improving housing and market conditions in Dayton's economically diverse neighborhoods.

  Discussion: Based on the model Shore Bank has successfully used on Chicago's Southside, this initiative is a private, market-oriented, and market-driven approach to turning around distressed neighborhoods. It targets investment in a neighborhood to stimulate the private market by generating new sources of private capital, maximizing public funding leverage, and increasing demand for credit.

  City of Dayton's Role: Support this initiative.

  Lead Responsibility: Department of Planning and Community Development

- Establish and implement regional investment strategies to construct low-income housing in higher income parts of the Miami Valley and construct higher income housing in lower income areas.

  City of Dayton's Role: Advocate for this action.

  Lead Responsibility: City Commission, City Manager, and Department of Planning and Community Development

- Advocate for a state-wide, managed-growth comprehensive plan that includes elements that disperse housing for those of low income and controls regional urban sprawl.

  City of Dayton's Role: Advocate for this action.

  Lead Responsibility: City Commission, City Manager, and Department of Planning and Community Development

- Vigorously oppose programs that continue to concentrate large numbers of "at-risk" populations in the City of Dayton. The City of Dayton will accept no more than its share of any housing for "at-risk" groups allocated for Montgomery County as determined by the City's portion of the county's total population. The City Commission will continue to uphold its "impaction policy" in areas with high concentrations of poverty.

  Discussion: This policy is outlined in the City's *1995 Consolidated Plan for Housing and Community Development* (September 1995). The impaction policy establishes numerical criteria that the City uses to establish the degree of impaction or concentration in a neighborhood of things such as percentage of low-income households, rental housing units, poorly maintained properties, and depressed housing values. Projects are opposed that would exacerbate these criteria in a neighborhood.

  City of Dayton's Role: Advocate for this action.

  Lead Responsibility: City Commission, City Manager, and Department of Planning and Community Development

- Develop an effective regional mechanism that accommodates the housing and social service needs of the region's challenged population (mentally ill, physically handicapped, troubled youth, and so on).

  City of Dayton's Role: Advocate for this action and participate in strategy development.

  Lead Responsibility: City Commission, City Manager, and Department of Planning and Community Development

- Encourage the initiation and continuation of efforts by priority boards, neighborhood development corporations, neighborhood associations, and block clubs to partner with other priority boards and neighborhoods across racial lines in areas of common interest and need.

  City of Dayton's Role: Advocate for this action.

  Lead Responsibility: City Commission and Department of Planning and Community Development

- Assist efforts to create equal housing opportunity in the City of Dayton and the region, and provide incentives and support to those who contribute to "pro-integrative" housing.

  Discussion: Without proactive intervention, integrated neighborhoods can become segregated neighborhoods. Two Ohio cities, Shaker Heights and Cleveland Heights, have instituted "pro-integrative" housing strategies to maintain racial diversity in their neighborhoods. These programs offer a model for Dayton to consider. Dayton's Realtor Ambassadors program could be used to encourage pro-integrative moves.

  City of Dayton's Role: Advocate for and support the incentives.

  Lead Responsibility: City Commission and Department of Planning and Community Development

Goal D

Create, in Dayton's neighborhoods, a regional reputation for desirable, quality housing that is competitive.

Objectives

- By 1999, stronger penalties are created and enforced in the City of Dayton's housing maintenance code that effectively deter housing code violations. As a result, residential and commercial structures in the City of Dayton are well-maintained on a routine basis and by 2010, 85 percent have exterior ratings of "Condition 1." (As a basis for comparison, in 1998, 78 percent of all structures in the City of Dayton were rated Condition 1/Sound; 16 percent were Condition 2/Minor Repair Needed; 5 percent were Condition 3/Major Repair Needed; 0.4 percent were Condition 4/Rehabilitation Needed; and 0.3 percent were Condition 5/Dilapidated.)

- By 2015, additional housing choices are abundant in Dayton, and the real estate market in all Dayton priority boards is regionally competitive.

Recommended Strategies

Many strategies can be undertaken to address these objectives. Several objectives that this committee recommends are the following:

- Establish and enforce greatly increased penalties for violating the City's zoning, housing, building, nuisance, and yard maintenance codes to make the expense of neglecting property greater than the expense of maintaining property. Establish and enforce mandatory minimum fines for violations, greatly increase maximum fines, and establish and enforce mandatory minimum sentencing for repeat code violators.

  Discussion: The penalties in Dayton's zoning, housing, building, nuisance, and yard maintenance codes are not strong enough. Some property owners find it is less expensive to let their properties deteriorate and pay a fine rather than repair the property. For example, there is no minimum fine for violating the building maintenance code, and the maximum fine is $500. The fine levied is at the discretion of the judge, who may levy a fine from $0 to $500. Dayton's code enforcement officials believe that mandatory minimum fines and sentencing for repeat violators are the most effective tool to achieve compliance from slumlords whose deteriorating properties help to deteriorate neighborhoods. Consideration should be given to pre-sale inspection requirements for large rental properties.

  City of Dayton's Role: Implement this action.

  Lead Responsibility: City Commission and Department of Building Services

- Review the recommendations of the Multi-Jurisdictional Housing Court Task Force and determine if they are appropriate for Dayton to implement.

  City of Dayton's Role: Review the report and determine the appropriateness of the recommendations.

  Lead Responsibility: City Manager and Department of Building Services

- Provide sufficient funding for low-interest loan and grant programs for low- and moderate-income homeowners to repair their houses.

  City of Dayton's Role: Implement this action in partnership with others.

  Lead Responsibility: Department of Planning and Community Development

- Set aside a portion of the City's annual debt/bond capacity for community-based developers and the private market to purchase and rehabilitate housing units, and fill the funding gap between rehabilitation costs and market prices.

  Discussion: It can cost $20,000 to $25,000 more to repair a dilapidated house than the house will sell for. Public subsidy is needed to fill this gap so it is financially feasible to repair dilapidated houses and sell them to responsible homeowners. Without such a subsidy, many neighborhood eyesores will never be repaired and will only deteriorate further.

  City of Dayton's Role: Set aside a portion of the City's annual debt/bond capacity.

  Lead Responsibility: City Manager, City Commission, and Department of Finance

- Develop and implement a strategic approach to acquire and landbank property for future housing, open space, and business needs. Use the Real Estate Acquisition Program (REAP) as a tool in this strategy.

  Discussion: Dayton's REAP allows the City to foreclose on tax delinquent properties and acquire them as a means of ensuring a productive reuse. Under the program, the City takes title to a tax delinquent property immediately prior to a third sheriff sale. The City can either use the property for its own purposes, landbank the property for a future use, or sell the property to another party for reuse. However, as part of this strategic approach, the City should consider ways to acquire property more quickly than waiting for a third sheriff sale. Financial incentives can also be developed that encourage property owners to give land to the City if this land can meet a future need.

  City of Dayton's Role: Develop, implement, and fund this action.

  Lead Responsibility: City Manager, Department of Planning and Community Development, and Office of Economic Development

- Reduce regulatory and bureaucratic barriers, and provide incentives to community-based developers and the private market to build market-rate infill housing and rehabilitate existing homes in the City's older, inner-ring neighborhoods.

  City of Dayton's Role: Reduce the City's regulatory and bureaucratic barriers and provide incentives.

  Lead Responsibility: City Manager, Department of Planning and Community Development, and Department of Building Services

- Identify and acquire sites in the City's inner-ring neighborhoods that would be suitable for the construction of market-rate new housing developments.

  City of Dayton's Role: Identify and acquire sites.

  Lead Responsibility: City Manager, Department of Planning and Community Development, and Office of Economic Development

- Identify next-step housing options for Dayton's senior citizen homeowners who cannot remain in their single-family homes, yet want to continue to live in the City. Establish strategies to market the homes Dayton's senior citizens leave to new homeowners.

  Discussion: According to the 1990 Census, 51 percent of Dayton's homeowners are age 55 or older. This means that half of Dayton's owner-occupied homes have the potential to be on the market over the coming years as these seniors grow older and move. Dayton needs to have sufficient housing options for seniors who wish to continue to live in Dayton and find ways to market the homes Dayton's seniors sell to new homeowners.

  City of Dayton's Role: Identify options and establish strategies.

  Lead Responsibility: Department of Planning and Community Development

- Use housing as a springboard to achieve other objectives such as creating a customer base for adjacent business districts.

  Discussion: A number of market-rate housing strategies have been successful in Dayton. The downtown Landing apartment complex has a consistent occupancy rate of 100 percent. The City's historic districts and Wright-Dunbar Village have attracted a diverse group of homeowners to Dayton's inner-ring neighborhoods. However, successful housing development in our inner-ring neighborhoods, where private market forces may be weak, usually depends on some degree of public involvement and subsidy. City resources are best directed to those neighborhoods where the private market cannot do the job alone.

  City of Dayton's Role: Identify market niches and opportunities.

  Lead Responsibility: Department of Planning and Community Development and Office of Economic Development

Goal E

Establish Dayton's neighborhoods as locations of choice for Miami Valley residents because our neighborhoods ensure an excellent quality of life.

Objectives

- By 1999, *The Framework for Neighborhood Investment* (September 1996) is the blueprint for the City's community development and housing strategies.
- By 2003, Dayton's neighborhoods are regarded as among the safest in the region because incidents of crime and uncivil behavior have been reduced. As a result, 90 percent of Dayton residents feel safe in their neighborhoods at night. (As a basis for comparison, the 1995 City of Dayton Public Opinion Survey showed 71 percent of Dayton residents felt safe/very safe in their neighborhoods at night. The 1997 survey showed 81.5 percent of Dayton residents felt safe/very safe in their neighborhoods at night.)
- By 2005, the physical, cultural, and social standards of Dayton's neighborhoods are lived and taught by its institutions and old heads.
- By 2010, viable business districts are grown through the best use of city resources (financial, zoning, and so on) and the best possible leverage of private investment.

Recommended Strategies

Many strategies can be undertaken to address these objectives. Several that this committee recommends are the following:

- Adopt *The Framework for Neighborhood Investment* (September 1996) as the blueprint for the City's community development and housing investment strategies.

    Discussion: Developed by the City of Dayton with the assistance of over 40 partner agencies and housing development experts, the framework recognizes that fixing neighborhoods involves more than fixing up houses. It outlines the roles that residents, City Hall, the private sector, property owners, neighborhood institutions/anchors, and neighborhood groups must play in addressing the problems in the five types of neighborhoods. These five types are the following:

    - Healthy neighborhoods, which have historically good return on homeownership investment
    - Transitional neighborhoods, which have been healthy but are showing early signs of disinvestment that, if not stopped, will lead to irreversible decline

- Historic/transitional neighborhoods where the old housing is valued for its architectural significance (As a result, areas of previous decline are on the road to being healthy.)
- Unstable neighborhoods, which are highly transitional, usually poor, and viewed as unsafe (The neighborhoods may be in irreversible decline if no interventions are made.)
- Redevelopment areas where neighborhoods have come full circle in their life cycle and are ready for "rebirth"

City of Dayton's Role: Adopt the report.

Lead Responsibility: City Commission and Department of Planning and Community Development

- In partnership with Dayton citizens of all ages, establish city-wide standards for civil conduct and a way to communicate and enforce these standards. Dayton's priority boards should take the lead in establishing these standards.

City of Dayton's Role: Convene a panel and implement its recommendations.

Lead Responsibility: City Manager, City Commission, Department of Planning and Community Development, and Dayton Police Department

- Work to increase the number of old heads in our neighborhoods by doing the following:

  - Developing and supporting neighborhood block groups
  - Encouraging block groups to address incivility issues and serve as neighborhood watch groups
  - Encouraging neighborhood businesses, churches, and schools to serve as old heads

Discussion: Every block and every neighborhood need old heads to foster a sense of community, safety, and civility. In some blocks and neighborhoods, existing old heads need to be encouraged. Where none exist, community organizing can be the vehicle to create new old heads. Schools and religious institutions can increase neighborhood civility and safety through character education.

City of Dayton's Role: Advocate for this action.

Lead Responsibility: City Manager, City Commission, Department of Planning and Community Development, and Dayton Police Department

- Institute community policing in Dayton neighborhoods, even-handedly and vigorously enforce zero tolerance of criminal behavior, and encourage citizen adherence to standards of civility.

   Discussion: The police have an important role to play in helping citizens maintain safe and secure neighborhoods. Through community policing, police officers develop a close working relationship with the community they serve because they are consistently assigned to the same beat and become knowledgeable about their constituents and their constituents become knowledgeable about them. Officers don't just respond to incidents but work with the community to solve problems. Community policing can help stabilize Dayton neighborhoods that need this type of policing. Zero tolerance for misdemeanor crimes can lead to decreases in more serious crimes. However, for zero-tolerance enforcement to work, police officers must have the support of citizens in this enforcement. While police officers may not be able to arrest citizens who engage in uncivil behavior (because such behavior, while disrespectful, may be legal), they can encourage citizens to adhere to standards of civility.

   City of Dayton's Role: Institute community policing.

   Lead Responsibility: Dayton Police Department

- Influence major corporations and institutions to stay in the City of Dayton and invest in their neighborhood and adjoining neighborhoods through activities such as adopting a neighborhood, marketing a neighborhood to their employees and clientele, and supporting/partnering with neighborhood development corporations.

   Discussion: Institutions can play a pivotal role in enhancing a neighborhood (the Children's Medical Center-Old North Dayton model) or can have a long-term detrimental effect on a neighborhood if they abandon their surroundings (Dayton Tire-Southern Dayton View). When institutions work to strengthen neighborhoods, they get a better place to do business, and residents get a better place to live. When the relationship between neighborhoods and institutions erodes, the reliance increases on government and scarce government dollars to fill the void.

   City of Dayton's Role: Advocate for this action and influence Dayton's major corporations and institutions.

   Lead Responsibility: City Commission and City Manager

- Convene a panel to determine the best way to use the City's resources (financial, zoning, and so on) to grow viable business districts, establish whether the approach should be targeted (as was done with the Town Centers Program) or broad-based (as is the case with the Neighborhood Business Assistance Program), and ensure the approach leverages an appropriate level of private investment.

  City of Dayton's Role: Convene a panel and implement its recommendations.

  Lead Responsibility: City Manager, Department of Planning and Community Development, and Office of Economic Development

- Update the City of Dayton's zoning code so it more effectively provides for and supports the current and future needs of Dayton's residents, neighborhoods, and businesses.

  Discussion: Dayton's zoning code was written in the 1960s and is designed for suburban, not urban, neighborhoods. Consequently, the zoning code isn't always well suited to the way Dayton's neighborhoods and commercial and industrial areas are built and function.

  City of Dayton's Role: Update the code and adopt the revised code.

  Lead Responsibility: Department of Planning and Community Development

Community Development/Neighborhoods Committee

Members
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

Staff
Liz Blume, City of Dayton Department of Planning and Community Development
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Economic Development Committee Report

Executive Summary

The Economic Development Committee's search for opportunities for the City concluded with a focus on four strategies. These "hypergrowth" areas provide opportunities for significant expansion in the number of jobs in the City and produce exports of goods and services to the region, the nation, and the world. The City of Dayton has been following a negative curve with respect to job creation and retention. At the beginning of the planning process, the City had approximately 124,000 jobs. It is estimated there were 152,000 jobs in 1980. If the trend continues, Dayton will have only 98,000 jobs by the year 2020 with significantly smaller city revenues. The committee's goal is to reverse this negative trend and generate or retain 52,000 jobs, producing an employment base of 150,000 in 2020. Three committee strategies are ready for implementation; the fourth needs more analysis and other preparatory work.

One major lesson the committee learned from its study of previous development groups' work is that strategies need champions—individuals and groups who take responsibility for implementation. When possible, this report indicates these responsible parties. Several action recommendations for the City Commission are detailed at the end of this summary.

Hypergrowth Area 1: Tooling and Machining

The tooling and machining industry is a major strength of the City and region. The industry is consolidating into a few centers of excellence, and Dayton should continue to be a premiere international player. The committee's approach contains three major focuses: education, marketing, and "Tool Town."

Tool Town is a proposal to build an 85-acre focused-use district in downtown Dayton dedicated to making Dayton the recognized leader in state-of-the-art tooling and machining. Tool Town will produce 5,600 additional tooling and machining jobs in the City and, with the traditional multiplier effect, an additional 11,000 related jobs. Tool Town intends to attract $500 million in new tooling and machining revenue to the region within five years and will be funded by public and private money. The anticipated funding needed for Tool Town's land acquisition, foundation funding, and marketing programs is $45 million over 20 years. With its own foundation and board, Tool Town will have focused educational facilities on site operated by Sinclair Community College and linked to a variety of city training and educational organiza-

tions. Anchor tenants have been identified. CityWide Development Corporation will be the developer. The proposal has been presented to many private- and public-sector groups and has received very positive responses.

Hypergrowth Area 2: Linked Manufacturing

Another traditional strength in the City is its manufacturing, particularly small (less than 250 employees) manufacturing firms. Small manufacturers are linked to the educational community, the tooling and machining industry, and large manufacturers. The committee believes that 5,000 manufacturing jobs and an additional 10,000 "multiplier effect" jobs can be generated in the City through implementing the recommendations for this hypergrowth area. The essential idea is to enhance Dayton's position as a one-stop center for services, component supply, and subassemblies for both small and major manufacturers operating within a 75-mile radius.

Specific actions are recommended in the manufacturing section. For example, the City should hire a manufacturing specialist to advocate for manufacturing firms within city government. Also, the City should structure incentives to compete with those used by surrounding localities and level the playing field in the area of site selection for manufacturing firms. This report advocates initiating a program to construct simple, inexpensive buildings suitable for warehousing and manufacturing activities and have two or three available for lease at all times (referred to as speculative or "spec" buildings in this report). Also recommended is the construction of a manufacturing incubator, and an outline is provided for a city-focused marketing plan to improve the City's performance as a preferred site for manufacturing activities. A trade association will be formed to partner with the City and other parties during the plan's implementation.

Hypergrowth Area 3: Airplex

Airplex is a concept and a proposal to use the strengths of the Dayton International Airport and leverage Dayton's central location in the U.S. and Emery Air Freight's national and international reach. If implemented, the Airplex project will result in the generation of 5,500 additional jobs in the City.

A key recommendation is to create the Airplex Development Corporation to manage economic development activities at the airport, including the development of the Global Logistics Park. The City Commission will appoint a development corporation to develop strategies and oversee the implementation of developable sites at the airport. The corporation will work in conjunction with the airport management and the City Commission to develop the airport as an air cargo distribution hub. This means an

expanded runway, a larger foreign trade zone, and continued encouragement and support for the growth of Emery. The corporation will also work in partnership with the City Commission to create joint economic development and tax-sharing districts for the Airplex.

The current state of passenger service connecting Dayton with the world is both a problem and a potential opportunity. The City Commission needs to put a high priority on improving this situation by its continuing support of the Chamber/Airport's Committee on Air Passenger Service Marketing.

Hypergrowth Area 4: Information Technology

One of the hypergrowth areas, information technology, deserves more attention. The information technology revolution is changing the way the world lives, works, and plays. The City and the region have obvious strengths in this area, and more work needs to be done in building a plan to leverage and enhance these strengths. The City should partner with the Miami Valley Economic Development Coalition to identify and implement core strategies in this area. A subcommittee of the CityWide Development Corporation's Board of Trustees will continue to study this area and submit an implementation plan to the Department of Planning and Community Development.

Retention and Expansion

This report also includes a section focused on recommendations for retention and expansion of current businesses and jobs. Several strategies and tactics focused on developing urban land for business use, coordinating economic development efforts and services, creating a business-friendly environment in the City, and improving the image of the City are proposed. A visitation plan involving city officials, private-sector executives, and Chamber of Commerce leaders is also proposed. These activities should at least cut in half the rate of business and job loss in the City and would result in saving 26,000 jobs that would have been lost if the rate of decline since 1987 had continued.

Support Strategies

• Workforce preparedness focuses on training and education. The recommendations in this document will succeed only if the City and the community as a whole take up the challenge of improving the educational system. At present, good jobs are unfilled. Economic development in the City depends on an increase in workforce preparedness. City residents must be ready to seize the opportunities and take the jobs that the plan's implementation will generate.

- Finance deals with how the recommended strategies can be financed. A blue-ribbon committee has been formed to recommend additional fund-raising initiatives. CityWide Development Corporation will be responsible for follow-up.

- Theme parks and land use delineates a process for developing focused-use districts in the City. The City Commission will have to take responsibility for follow-up on these recommendations, since they involve lobbying at the state level.

- Foreign policy provides ideas for improving the effectiveness of the City's relations with surrounding municipalities and county, state, and federal governments. The City Manager is the responsible party for ensuring that these recommendations are carried out.

Conclusion

The Economic Development Committee report proposes some bold initiatives. Its success depends on a new partnership between the City and business interests. The City's role in each strategy is critical. City leaders are asked to provide help for private efforts with funding and other support and occasionally with legislative lobbying at the state and federal levels. The business and entrepreneurial community must be the initiator with the City as a partner in economic development.

Recommended Economic Development Priorities for the City Commission

The overall economic development priority for the City Commission will be to focus human and financial resources on the economic development hypergrowth strategies. It is crucial to this economic development report's success that the City Commission, City Manager, city departments, and CityWide Development Corporation focus on these initiatives by allocating funds and personnel to the **exclusion** of other economic projects.

Specific recommendations for the City Commission include the following:

1. Develop a financial plan to fund the City's support of the hypergrowth strategies of Tool Town, Airplex, and linked manufacturing.

   Major uses include landbanking, developing urban land for business reuse, and building "spec" buildings. Recommended financing is based on an investment model that uses a minimum of $5 of private investment for every $1 of public investment.

2. Establish an Airplex Board that is charged with the economic development of Airplex resources.

   The board will be comprised of representatives from business, City Administration, City Commission, and neighboring jurisdictions.

3. Actively participate in *workforce preparedness*.

   An employable workforce **comprised of City of Dayton residents** is the key to achieving the twin goals of retaining jobs and reducing the income disparity between the City and the county.

4. Adopt a "foreign policy."

   Build a 21st century partnership with the state, the county, and neighboring municipalities. This partnership should allow all municipalities to share in regional economic development successes with a national and international scope. The partnership should also facilitate the development of urban land for business reuse, more fully use the current infrastructure, and reduce the negative impacts of urban sprawl.

   • Ensure that the City actively participates in all regional forums and builds alliances at the policy and staff levels.
   • Foster a win-win economic development environment in the region; work toward regional revenue-sharing mechanisms.

5. Create a high-powered Office of Economic Development.

   • Relieve this office of enforcement responsibilities so it may focus on development.
   • Allow the department to advocate for policies and allocate resources to achieve development goals.
   • Appoint a business ombudsman and a manufacturing industry specialist to the staff.
   • Partner with CityWide Development Corporation, the Chamber of Commerce, the Dayton business community, and the Miami Valley Economic Development Coalition to pursue the hypergrowth, retention and expansion, and support strategies.
   • Dedicate the department to establishing a businesses-friendly environment in the City that says, "We want business, and we'll make it happen."

Introduction

The City of Dayton is in crisis. This reality needs to be recognized by the public and private sectors. This time our crisis is more severe, although less focused, than the 1913 flood. Without a doubt, the adverse impact on our entire region is more pervasive, but the solutions are more evasive. Our history of pulling together in 1913 to prevent future flood disasters is a hopeful legacy. We must move forward with the same urgency and single-minded purpose today to stem the tide of much murkier waters. If current trends continue, today's employment base of 124,000 will drop to 98,000 by the year 2020. Today's population of 175,000 could drop below 127,000. Conversely, if Dayton could stay competitive with the rest of the region, the 124,000 employment base could grow to 150,000 by the year 2020. **In other words, by the year 2020, Dayton's employment base could be one and one half times larger than where it is currently headed.**

Declining employment is a problem for the country and the region. If this crisis is not dealt with boldly and creatively, Dayton's demise will adversely affect the quality of life of all the region's residents as well as adversely impact the billions of dollars of public and private investment now in place. A crisis calls for bold action. We can't expect outcomes to be different if we don't alter our behaviors.

We need to focus not just on the number of jobs but also on the quality of those jobs. Residents living outside the City are earning 40 percent more income than city residents, and the spread is widening. Thirty percent of the residents over age 18 have no high school diploma, and 57 percent have no college education. We can take little solace in the fact that most urban cities in America are confronted with similar dilemmas, and only those urban centers with a creative vision and committed leadership will alter these devastating trends.

The City of Dayton's political leadership and its Plan Board recognized these challenges and appointed an Economic Development Committee along with five other committees to begin the daunting task of crafting a new vision for our community. Most of our committee members were volunteers and are not professionally involved in governmental activities. Most did not fully understand the complexity of the issues we were dealing with. We needed to first understand the problems before we could entertain solutions. We made unreasonable requests on our staff and our committee members, who all responded with unbelievable civic commitment.

To help us understand both the dimensions of the problem and the successful solutions employed by similar communities, our committee met with national, state, regional, and local activists and experts. Through this process, we have moved from hopelessness to hopefulness and from despair to enthusiasm for the long-term prospects of Dayton. Our enthusiasm grew as we began to understand the lessons learned by other communities. Many of these lessons learned were repeated in

different ways by different presenters, and a pattern began to emerge. Following are some of the major lessons learned. This is not an exhaustive list, but it certainly has power to guide us as we overcome our crisis and take back our city.

1. **Think Big:** We need to be focused, we need to be innovative, and we need to be bold. We need to think like winners. Cities that are transforming the landscape of America have bold, innovative, collaborative leadership. Dayton has enormous potential if our citizens have the will to pursue a new vision.

2. **Focus on Strengths:** Every community has its weaknesses, and every community has its strengths. Dayton is no exception. Every institution, whether it be public or private, has limited resources and needs to carefully prioritize and focus on its greatest opportunities. Emphasis should be placed on export jobs that bring dollars into the City and drive the service sector. If Dayton's finite resources are diffused, we are unlikely to succeed.

3. **Build Income for City Residents Versus Simply Creating Jobs:** If we developed strategies that simply create more jobs within the City, benefits do accrue to the residents just because the City will enjoy higher tax revenues, enabling it to maintain its current level of services. But the committee concluded that we needed a more ambitious objective—to reduce the income disparity between city residents and residents of the Miami Valley. Why? Because it's the widening income gap that's the ugly threat here, a threat that erodes quality of life for the working poor and the unemployed and that drives more and more higher income people out of the City.

4. **Educate the Workforce:** As we began to study the local and regional economy, a paradox quickly presented itself. While unemployment in the City is at a record low, thanks to a booming regional and national economy, the income disparity within the region is widening. Therefore, we have the twin dilemma of a high unemployment rate in the City compared to the region, coupled with substantial under-employment confronting our residents. Conversely, we are confronted with the private sector's plea that their number-one impediment to growth is finding employable (not necessarily trained) employees. A disproportionate share of our population is perceived as not having the work ethic, not possessing basic skills, not being trainable, and, therefore, not being hirable. Dayton employers are opening facilities elsewhere in the country because they cannot find the workers here.

An expanding, qualified workforce is the key to a growing and prosperous city and region, and it came as a surprise to our committee to realize that it is this issue—a trained workforce—that looms as the single greatest hurdle our community needs to overcome. This issue is not solely related to economic development. It is an issue that links all the committees' activities. It is an issue the whole community must unite behind.

5. **Establish Ongoing Processes:** As a society, we are beginning to learn that **how** we go about achieving our objectives is as important as the objectives we establish. We have learned from past community endeavors. For example, not having an implementation strategy was the fatal flaw of the Challenge '95 efforts. Conversely, the Dayton Business Committee—in establishing the Miami Valley Economic Development Coalition, Venture Capital Fund, and Downtown Dayton Partnership—serves as an exemplary model because it has developed effective implementation strategies.

   People in our region, like most regions, are territorial and tend to focus first on their own immediate concerns. But when informed citizens are asked to focus on the larger good for the entire region, they respond. CitiPlan 20/20 is a case in point. Sixty percent of the members in the Economic Development Committee reside outside the city limits but have generously given of their time to help the center city. Why? Would they have done so for any community in our region other than the community in which they reside? Not likely! The reason is clear. Dayton has strong emotional support within our region if we but reach out and embrace these concerned citizens who recognize that only the center city can best fulfill our community's destiny by being the nexus for government, entertainment, and commercial transactions. Dayton is the trademark and soul of the Miami Valley in name, history, location, and resources.

   The committee concluded that it is time to reassess the effectiveness of our charter form of government. We will succeed only if we hammer out a common vision that encompasses the needs of the neighborhoods, the business community, the political leadership, and the administrators. It means putting our parochial interests aside for a common good. Truly, a rising tide will raise all our ships.

6. **Stimulate Entrepreneurship to Grow the Region:** Entrepreneurship has been the region's growth engine. We could not identify a single, major, private-sector employer in the region that did not have its roots in Dayton, Ohio. Additionally, our major public-sector employer, Wright-Patterson Air Force Base, certainly has its roots with the entrepreneurial Wright Brothers. The reality is that while we do not have the mountains, oceans, or amenities of a mega-city to attract global corporate headquarters to Dayton, we have a delightful place to raise children and commute easily to work and play, and we have an extremely favorable cost of living and close proximity to almost anything we long for. Best of all, we have had and continue to have a history of great people with drive, vision, and ambition. We are continuously launching new businesses that will likely become huge employers in the next 20 years—and their worldwide headquarters will be located in Dayton. We need to focus on this continuous resource that has made Dayton and our region what they are today and that offers us an even brighter future for tomorrow.

7. **Create Development-Ready Land:** We were surprised to learn that despite Dayton's population decline, we do not have vast tracts of land that can be readily assembled for economic development. There are only a few major parcels that are available for development. To prepare our community for the next 25 years, we need to assemble tracts of land that can be developed for industrial and commercial use and reclaim brownfields when it is cost justified. We need to recognize that the burdensome cost of brownfield reclamation (which averages over $200,000 per acre) can be justified only as a community development, not an economic development strategy.

8. **Control Urban Sprawl:** Urban sprawl is the number-one cause of the decline of America's cities. Dayton has been victimized by urban sprawl more than most cities in the U.S. The greater the ratio of land usage is to population, the more rapid is the demise of the center city. With the federal government sending a clear message that it will not be the sizable funder of economic development in the future, our City and our region need to ask first how we will maintain our current infrastructure. Only then can we ask how to expand that infrastructure. Dayton has an infrastructure in place to support 250,000 people, and before the City's fortunes turn around, the population could drop below 130,000. If individuals or businesses want the advantages of moving into new farmlands; building new highways; and adding new water, sewer, and electric lines, it is not unreasonable to ask them to pay the cost. The remainder of the society is not likely to (nor should these people be asked to) assume this additional burden. If this fundamental shift takes place in governmental policy, Dayton could find itself in an advantageous position in the decades ahead—but only if it maintains its current infrastructure and does not allow it to deteriorate.

    The issue of urban sprawl affects every citizen and every part of the country. Everyone, especially our children, is likely to benefit from a rational policy. This issue is an example of why Dayton has to work in partnership with the region.

9. **Provide Financing:** Our committee concluded that financing our community's future is not just an economic development priority but a community priority. In the word of the authors of the best-selling business book *Built to Last,* great companies have B-HAGs (Big Hairy Audacious Goals). We need to put a process in place that joins in a combined effort to totally raise the goals for our community. Rather than quibbling over whether we should raise another million or 2 million dollars for baseball, we should ask ourselves what it would take to make a five- to 10-year commitment of $1 billion to totally change the face of Dayton. It will likely be a combination of public and private funding with a major reallocation of our resources on focused objectives that will let us make a quantum and meaningful difference.

Our committee believes we have charted a course that could truly deliver a brighter future for the residents of Dayton as well as the entire region. We have also come to realize that our planning efforts are not completed but in reality have just begun. We are handing the baton to the next wave of public- and private-sector volunteers in order to continue our pursuit of enhancing the quality of life for all our residents.

Vision

The vision of this report is to increase the income of the citizens of Dayton and increase city revenues by doing the following:

- Strengthening and building on the current economic base
- Promoting business-friendly strategies that encourage the retention and creation of jobs
- Focusing on those industries and geographic areas that provide the best opportunities for improvement given Dayton's strengths

Goals

Job Creation and Retention

Goal 1

Improve the City's job base by growing the number of jobs at current employers in the City and by attracting new employers to Dayton.

City Job Base

Year	Current Trend	Objective
1980	152,000*	
1987	139,000*	
1997	124,000	
--------	------------	------------
2003	114,000	124,000
2010	108,000	135,000
2020	98,000	150,000

Note:

Without new initiatives in job creation and retention, it is projected that the city employment base will drop to 98,000 by 2020. It is also projected that the region will add 117,000 jobs by 2020. To meet the 150,000 objective in 2020, the City would need to greatly expand its job retention efforts to maintain current employment levels and capture 23 percent of the new jobs in the region.

* These numbers are extrapolations of trends since 1987. While no comparative data is available prior to 1987, empirical evidence suggests that these numbers are fairly conservative.

Goal 2

Reduce the unemployment rate in the City in relation to that of the rest of the county.

City Unemployment Rate Compared to the Balance of the County

Year	Current Trend	Objective
1970	1.5x	
1980	2.0x	
1990	2.4x	
--------	--------	--------
2003	2.8x	2.0x
2010	3.3x	1.7x
2020	4.0x	1.5x

Note:

The unemployment rate is subject to a number of uncontrollable factors like the national economy. However, there is a surprisingly consistent relationship between the City's unemployment rate and the balance of the county's rate from month to month. Unemployment in inner-west Dayton is twice that of the city rate. For example, in mid-1995, the unemployment rate in the balance of the county was 3 percent, and the unemployment rate in the City was 7 percent (2.4 times that of the county). West Dayton unemployment stood at 14 percent in an era of low unemployment.

Income and Income Disparity

Goal 1

Improve the median household income of the City relative to the county. In other words, reverse the trend and begin to close the gap between median household income in the city and the suburbs.

City as Percent of County Median Household Income

Year	Current Trend	Objective
1970	80	
1980	68	
1990	66	
--------	--------	--------
2003	63	66
2010	61	72
2020	59	80

Note:

The decline was most pronounced between 1970 and 1980 with the exodus of middle-class families. The disparity continues to increase as a result of a steady movement of middle-class people from the City who are in part replaced by suburban poor. The disparity is further aggravated by the replacement of manufacturing jobs for lower paying service jobs. Economic development efforts need to be closely coordinated with housing strategies for both the City and its suburbs if Dayton is to avoid becoming a magnet for poor elderly beyond the reach of any economic development strategy.

Goal 2

Improve the potential and outcomes for all citizens, but particularly for those below the poverty line. Improve this group's employability where necessary and possible. Increase training opportunities and the number of entry-level jobs.

Percent of Households in Poverty

Year	Current Trend	Objective
1970	11	
1980	21	
1990	27	
-------	----	----
2003	34	27
2010	39	21
2020	45	15

Note:

In 1980, there were 40,642 people in poverty in the City. In 1990, that number had increased to 46,480 while the City's population declined. Assuming a stable population in the City at 175,000 and a continuing poverty trend line, the poverty rate will be 45 percent, or 79,000 people, by 2020. The objective of 15 percent is equal to 26,000 people. To reach this objective would require a reduction in poverty households of nearly 1,000 per year between 1998 and 2020.

City Income to Maintain Services

Goal 1

Expand the tax base of the City sufficiently to maintain the current level of services, provide resources for economic development, and reduce the overall tax burden on residents and businesses.

Additional Income Generation in 1997 Constant Dollars

Year	Objectives	Income Generated
2003	Maintain 1997 city employment base	$124,000
	To achieve a balanced budget and sustain current service levels	$0.00 mil
2010	Create a net of 1,500 new jobs a year from 2003 to 2010	$135,000
	To provide capital resources for infrastructure repairs and expanded economic development activities	$6.1 mil/yr
2020	Create a net of 1,900 new jobs a year from 2010 to 2020	$150,000
	To maintain current level of services, provide for capital infrastructure improvements, and reduce the tax burden	$14.6 mil/yr

Note:

The City's primary source of revenue for basic services is the city income tax. The income tax is limited to wages and net profits. Consequently, it is driven by the number of jobs and the value of jobs. With both a decline in the number of jobs in the City and the decline of professional and skilled labor, city revenue has declined in real dollars. The income tax generated $104 million of the City's $160 million general operating budget in 1997.

The income generation figures are based on an average wage of $25,000 in 1997. This is a fairly conservative figure given the nature of the City's current job base. If, however, a continued replacement of manufacturing jobs for service jobs is assumed, then the projected average wage is reasonable.

To reduce the city income tax to a competitive 2.0 percent rate would require $12 million in other income. However, only $14.6 million per year will be generated in income tax dollars by the year 2020. But property tax and other income will also grow, providing the opportunity for tax relief.

The Reality Check: Can Strategies Meet Goals and Objectives?

Employment Goals

Year	Trend	Goal	Gap
1980	152,000		
1997	124,000		
2020	98,000	150,000	-52,000

Sources of Employment

Strategy	Goal	Gain
Tool Town	5,600	
(multiplier jobs in City)	5,600	11,200
Airplex	5,000	
(multiplier jobs in City)	500	5,500
Linked Manufacturing	5,000	
(multiplier jobs in City)	5,000	10,000
Retention/Expansion	26,000	26,000
Total:		**52,700**

Note:

Multiplier jobs are projected at the standard 2 for 1 for Tool Town and for linked manufacturing and 1 for 1 for Airplex. These goals assume that the City can capture 50 percent of the multipliers for Tool Town and linked manufacturing and possibly 10 percent of the airport spin-offs.

The retention/expansion goals assume that the City can protect the current jobs that would normally move from the City by instituting an aggressive retention program.

Summaries of Subcommittee Reports

Once goals and objectives were identified, the Economic Development Committee had to identify strategies to accomplish them. To create 50,000 more secure, good-paying jobs in the year 2020 than currently anticipated will require bold actions and the attraction of businesses with the potential for significant employment gains. After extensive research and presentations from business specialists, the committee identified four hypergrowth areas that build on the existing strengths of the region. They will provide opportunities for significant expansion in the number of jobs in the City and produce exports of goods and services to the region, the nation, and the world. The hypergrowth areas are tooling and machining, air cargo distribution and warehousing (Airplex), linked manufacturing, and information technology. Subcommittees that expanded beyond the Economic Development Committee and included industry specialists were formed to explore each area in detail and provide recommendations. Summaries of the subcommittee reports for tooling and machining, Airplex, and linked manufacturing follow this introduction. A regional strategy for information technology is being developed with the leadership of the Miami Valley Economic Development Coalition. CityWide Development Corporation will be participating in this effort on behalf of the City of Dayton.

Since retention and expansion of existing jobs and businesses was also identified as critical to the future success of the City, a subcommittee of local economic development professionals was formed to develop a strategy and recommendations in this area. Finally, the idea of focused-use districts (theme parks) is also a proposal that the committee believes will retain and attract employers to the City by creating inner-city locations that are competitive with suburban locations.

Tooling and Machining

Our vision is to make Dayton a national center for tooling and machining. Dayton is a leader in the tooling and machining industry, and the plan is to leverage this strength so that we can become the recognized leader in state-of-the-art tooling and machining. There is currently a large number of job openings in the industry with no sign of decreasing demand in the foreseeable future. Tooling and machining jobs are highly paid, and Dayton's experience indicates that skilled individuals can often start their own businesses with minimal capital.

The industry is consolidating into a few centers of excellence, and Dayton, if it follows the recommendations included in the Tooling and Machining Business Plan, will be well positioned to be such a center. (A copy of the business plan is available from the City's Department of Planning and Community Development.) "Tool Town," the centerpiece of the business plan, represents a way for the City of Dayton to be the heart of this regional center.

The increases in tooling and machining jobs mentioned in this section will also have an impact on the income and income disparity goals listed in this report. Tooling and machining jobs are well paid (averaging above $40,000 versus the City's per capita income of less than $12,000). Increases in the number of tooling and machining jobs tend to have a multiplier effect—that is, they cause increases in other types of jobs. This multiplier effect is estimated to be two additional jobs for every additional tooling and machining job.

Objective

Increase tooling and machining employment in the City of Dayton by 5,600 jobs and the number of tooling and machining firms in the City by 50 percent.

Year	Objective
2003	1,500 tooling and machining jobs
2010	1,700 additional tooling and machining jobs
2020	2,400 additional tooling and machining jobs
2020	120 additional tooling and machining businesses
Totals	**5,600 additional jobs and 120 additional businesses**

Strategies and Implementation

1. **Establish Phase 1 of Tool Town (35 acres with facilities totaling 659,000 square feet) in the next five years and Phase 2 (85 acres with facilities totaling 1,700,000 square feet) within 10 years.**

    1.1 A "campus" will use downtown space that houses highly successful metal working enterprises, including space for machining services, administrative support, and training.
    1.2 The project will be managed by a new organization, the Tool Town Foundation.
    1.3 CityWide will be the developer for Tool Town.
    1.4 The City will assemble land and will pass title to the foundation.
    1.5 Operating capital will come from both public and private sources.
    1.6 Significant buy-in from the Miami Valley Economic Development Coalition and the Dayton Business Committee is required.
    1.7 Anticipated costs for land acquisition, foundation funding, incentives, Dayton College of Materials Processing (DCMP) (see 3.1) funding, and marketing programs are $15 million for Phase 1 and $30 million for Phase 2.

1.8 Four tooling and machining companies (Mutual Tool, Gem City Engineering, Dayton Systems Group, and Electra Form) have indicated an interest in being anchor tenants. All have different core competencies and serve different markets, an ideal start for Tool Town.

1.9 The Dayton Technology Incubator should be located in Tool Town. The incubator will provide incentives to attract small existing businesses that support the anchor tenants.

2. Establish a marketing program to attract future workers and businesses, improve both local and national awareness of Dayton's position as a national tooling center, and add $500 million in tooling and machining business in the region by 2003.

2.1 This is an "image, awareness, and communication program."

2.2 Its purpose is to develop local understanding and appreciation of the industry and to develop a national presence in order to successfully recruit companies and individuals associated with the industry from outside the Miami Valley.

2.3 One major element of this strategy is to establish an export trading company.

3. Establish training and education programs necessary to meet objectives.

3.1 Establish the Dayton College of Materials Processing (DCMP).
   3.1.1 DCMP will be a comprehensive, post-high-school program of technical preparation for the tooling and machining industry.
   3.1.2 It will be located at Tool Town and operated by Sinclair Community College.
   3.1.3 A career academy will also be included at Tool Town.
   3.1.4 DCMP requires linkages to the Job Center, Edison Materials Technology Center (EMTEC), Dayton Public Schools, the Miami Valley Career Technology Center, and the Urban League, among others.
   3.1.5 A rotating scholarship fund will be replenished by companies who hire graduates of DCMP.
   3.1.6 An industry temporary service will also be located in Tool Town, enabling area companies to manage peaks and valleys in their workloads.

3.2 A "return to excellence" for Patterson Co-op will help establish a training and education opportunity for high school students to prepare them to enter tooling and machining jobs.

3.3 In order to accomplish the objectives, we must put together facilities and personnel capable of training 1,000 individuals per year by 2003.

Linked Manufacturing

The manufacturing vision for the future of Dayton is that the City becomes the center for services, component supply, and subassemblies for major manufacturers operating within a 75-mile radius. The City Manager and the City Commissioners should provide leadership toward this end.

The focus of this report is on small (less than 250 employees) manufacturers. Small companies involved in manufacturing are a natural growth segment for Dayton. Manufacturing has been a significant part of the entrepreneurial tradition of the City, and growth in employment will come primarily from small firms. Small manufacturers are linked to Tool Town and draw on the strength of the region in tooling and machining. They are linked through supply relationships to the larger manufacturing firms that surround the City. They are linked to and depend on the educational community in and around the City (vocational schools, colleges, and universities).

Many of the ideas contained in the Tool Town section with respect to education apply here as well. Manufacturing cannot be an engine for growth in the region unless the educational system produces graduates with work habits and the mathematics and language skills necessary for entry-level jobs in modern manufacturing.

The increases in manufacturing jobs mentioned in the following pages will also have an impact on the income and income disparity goals listed in this report. Manufacturing jobs are relatively well paid (averaging above $25,000 versus the City's per capita income of less than $12,000). The poor and disadvantaged can prepare themselves for entry-level manufacturing in a short period of time. Increasing the number of jobs in manufacturing causes a multiplier effect, which is estimated to be two other jobs for every manufacturing job added.

Objective

Increase manufacturing employment in the City of Dayton by 5,000 jobs.

Year	Objective
2003	1,000 manufacturing jobs
2010	2,000 additional manufacturing jobs
2020	2,000 additional manufacturing jobs
Totals	**5,000 additional manufacturing jobs**

Strategies

The following actions are recommended to the City Commissioners and the City Manager:

1. Setting the Tone

1.1 Recognize that the City must advocate for itself, while working in conjunction with the region in economic development matters.

1.2 Make the policy decision that manufacturing and manufacturing-related jobs are a critical component of an effective economic development strategy.

1.3 Make the decision that the City is to become recognized as friendly and helpful to all businesses and manufacturing in particular.

1.4 Commit to the goal of making the City the location of choice for small manufacturing firms by understanding the critical needs of manufacturers.

1.5 Encourage and support the secondary and post-secondary education and training efforts already in place to train people in facets of manufacturing.

1.6 Encourage the Dayton School Board to adopt a system-wide goal to prepare students so that 95 percent of graduates are at least ready for entry-level manufacturing jobs.

1.7 Interact with regional organizations whose stated purpose is to help manufacturing firms, and get some portion of their efforts specifically directed to firms in the City.

1.8 Be aware of and support local research efforts and encourage the exploitation of resulting opportunities by Dayton firms. Dayton's position as a manufacturing center depends on the application of technological advancements in fields like composite materials and computer software.

1.9 Encourage and support the upgrading of Dayton companies to achieve newly emerging industry standards (such as ISO, QS, EDI, and so on).

2. Specific Actions to Be Taken by the City (Either Alone or with Others)

2.1 Hire a manufacturing specialist or "black belt" to advocate for manufacturing firms within the city staff, increasing the effectiveness of manufacturers' interaction with the city government.

2.2 Structure incentives to compete with those used by surrounding localities, and level the playing field in the area of site selection for manufacturing firms.

2.3 Initiate a program to construct simple, inexpensive speculative (spec) buildings suitable for warehousing and manufacturing activities. Have two or three available for lease at all times.

2.4 Develop a city-focused marketing program that includes the following:
    2.4.1 Start a targeted campaign to make manufacturing companies aware of the benefits of doing business in the City. Identify city successes and the reasons for them.

2.4.2 Develop and make available an inventory of city manufacturing companies' product lines and specialties, number of employees, and so on.

2.4.3 Develop an inventory of major (more than 500 employees) manufacturing companies within 75 miles of the City, the major supplies they purchase, and their needs for better suppliers and support.

2.4.4 Promote those companies measuring up to the major manufacturers' standards. Become a conduit for contacts with these firms.

2.4.5 Promote the City's small, dynamic, growing manufacturing firms to both potential customers and the rest of the region's population.

2.4.6 Publish a current list of city-based minority suppliers and their product lines and distribute it widely on an annual basis.

2.4.7 Create a clearinghouse of information for manufacturers about what is available in Dayton: products, supplies, services, and suppliers.

2.5 Build a manufacturing incubator with a board primarily made up of owners and managers of small manufacturing firms.

3. Organization Building

3.1 Encourage the formation of a manufacturing organization that consists of manufacturing companies and is similar to The Dayton Tooling and Machining Association. This organization should be advisory to the "black belt" mentioned above.

3.2 Set up a division of CityWide Development Corporation or a CityWide-like organization devoted solely to the support of manufacturing and related activities.

Airplex

Dayton International Airport is a unique and valuable asset for both the City of Dayton and the entire region. The airport's potential for economic development can create jobs in the City of Dayton as well as opportunities for unique regional cooperation and sharing of benefits.

Airplex is a descriptive term for the concept that recognizes that the influence of the airport and the opportunities it provides extend much further than the actual ground within airport boundaries. In fact, the airport's impact can be established within three primary spheres of influence based on distance from the airport.

The first sphere includes the actual property on the airport grounds. The second includes all land within a 5-mile radius. In this area, the airport's impact and the potential for airport-related economic development are very significant and both spheres represent markets that need to be tapped to fully capitalize on the value of the airport. The final sphere of influence includes land within 30 to 40 miles of the airport. While its impact is clearly lessened, Dayton International Airport still is a resource for this region and, due to its adjacency, provides many opportunities for economic development.

In addition to the runways and related facilities, the airport has several additional assets. First, there is land available for development. There are 750 acres with development potential actually on the airport property, and the majority of this land is owned by the City of Dayton. Additionally, there is significant undeveloped land within a 5-mile radius, and more within 30 to 40 miles. Second, while the development potential of the airport is primarily based on its unique infrastructure, which allows Dayton to be connected to the rest of the world by air, the interchanges of I-70 and I-75 supplement that access by providing excellent land connections to the rest of the U.S. Finally, the presence of Emery Worldwide's North American hub at Dayton International Airport makes it the eleventh largest cargo airport in the United States. Emery's presence continues to provide a significant opportunity for growth.

Objectives

By the year 2020, create 5,000 new jobs at the airport, create 2,500 jobs in the communities surrounding the airport, and retain the existing 5,000 jobs at the airport.

Year	New Airport Jobs	New Regional Jobs
2003	1,250	625
2010	2,500	1,250
2020	<u>1,250</u>	<u>625</u>
Total	**5,000**	**2,500**

Improve residents' income, reduce income disparity, and improve city revenue.

Strategies to ensure airport-related development that benefits both Dayton and the surrounding communities will guarantee a prosperous future for both. As Dayton residents successfully compete for these jobs, their employment will help improve income and reduce income disparity for city residents. The income tax generated by the new jobs will enhance the tax base for Dayton as well as for other communities in the Airplex as jobs are generated for the region.

Strategies

1. **Establish the Airplex Development Corporation (ADC) to develop and manage all economic development activities at the airport. City Commission will establish ADC.**

   1.1 Establish ADC as a public/private partnership modeled after CityWide Development Corporation.
   1.2 Take responsibility for implementing the plans described in Strategies 2, 3, and 4. Assist with the implementation of Strategy 5.
   1.3 Work with the Chamber of Commerce and the City of Dayton to identify and acquire the funding necessary to implement the plans described below.
   1.4 Work to change state law so that joint economic development districts formed with surrounding communities will be allowed to share the benefits and costs of development.

2. Solidify the position of Dayton International Airport as an air cargo and distribution hub.

2.1 Support and encourage the continued growth of Emery Worldwide by expanding airfield capacity and cargo ramp area, working to develop a maintenance hangar, creating a distribution and logistics marketing plan, and marketing the airport to attract companies that will use Emery's services.

2.2 Complete the Global Logistics Park by purchasing and annexing the additional land needed, completing the necessary infrastructure, and expanding the foreign trade zone and the community reinvestment area.

2.3 Develop an active marketing plan to attract additional cargo support facilities such as repair services and pallet companies.

2.4 Work with the local Council of Logistics Management to develop a strategy for making the region a hub of distribution activities.

3. Provide additional development opportunities. Concentrate in the five potential development areas as identified in the airport master plan.

3.1 Hire a consultant to complete a master development plan for each area. The plans will establish a physical plan, identify infrastructure needs, determine costs and phasing, and establish design guidelines.

3.2 Complete a marketing plan that will identify the development focus, potential, and timing for each area.

3.3 Implement the master plans as directed, with initial focus on providing utilities and roadways.

3.4 As development sites are available, actively market them.

4. Generate more international trade opportunities.

4.1 Provide opportunities for small and medium international manufacturers to penetrate the U.S. market. Create a speculative factory building that will allow a variety of manufacturers to start up in this area for minimal investment.

4.2 Create an export management company to generate new exporters. The company will be financed by a partnership between the City and corporate supporters.

4.3 Link Emery's international destinations with Dayton's marketing efforts by attending selected trade shows in Europe and South America to attract manufacturers to Dayton and targeting international marketing efforts on Emery's destinations.

5. Develop a business- and development-friendly atmosphere at the airport and City Hall that will ensure successful Airplex development.

    5.1 Identify one person at City Hall to assist developers with projects at the airport.

    5.2 Create a special streamlined process that incorporates necessary city, airport, and Federal Aviation Administration (FAA) review and permitting processes.

6. Improve passenger service at the airport.

    6.1 Work with the airlines to increase the number of flights and non-stop destinations, reduce fares, and upgrade plane sizes to popular destinations.

    6.2 Make Dayton International the airport of choice by creating more incentives for passengers to travel from Dayton and encouraging local travel agents to recommend the airport to their clients.

    6.3 Implement the recommendations of the Chamber of Commerce Passenger Service Committee.

Retention and Expansion

The retention and expansion subcommittee was made up of economic development personnel of the Dayton Area Chamber of Commerce, the City of Dayton, CityWide Development Corporation, and the Downtown Dayton Partnership. The subcommittee focused its efforts on retention and expansion efforts not covered by other subcommittees.

The goal of the group was to increase the number of jobs in the City of Dayton by stemming the tide of business exit and creating an environment conducive to business growth. The report of the subcommittee is summarized here.

Objective

In addition to the increases in jobs mentioned elsewhere in this report, the City will maintain current employment levels through retention and expansion of existing businesses. This will result in the retention of 26,000 jobs that would have been lost if the historical loss rate continued.

Strategies and Tactics (to be implemented by the Dayton Area Chamber of Commerce and the City Administration)

1. **Develop urban land and sites for business reuse.**

    1.1 Ongoing Activities: Maintain an up-to-date inventory of economically competitive sites for businesses of various sizes.
    1.2 Short-Term Activities:
        1.2.1 Through the Brownfield Redevelopment Authority, eliminate environmental liability for redevelopment of brownfield sites totaling 100 acres by 2003.
        1.2.2 Obtain the financing necessary for site reuse.
        1.2.3 Develop the Northwest Industrial Park, building infrastructure to serve 300 acres by 1999.
        1.2.4 Create a pool of funds that are flexible enough to use in redevelopment efforts.
        1.2.5 Gain control of 100 acres of brownfield sites and 300 acres of greenfield sites by 2003.
    1.3 Long-Term Activities: Develop one half the land in the northwest sector by 2007 and the balance by 2020.

2. **Coordinate economic development efforts and services and focus their efforts on the job creation activities listed in the tooling and machining, manufacturing, and Airplex sections of this report.**

    2.1 Ongoing Activities: Maintain a forum for economic development entities to organize and distribute responsibilities so that each organization can stay focused on its mission and reduce redundant activities.
    2.2 Short-Term Activities:
        2.2.1 Identify the various economic development groups.
        2.2.2 Determine the focus and goals of each group.
        2.2.3 Create a matrix of services each group provides.
        2.2.4 Establish each group's role in retention and expansion activities in the City.

3. **Create a business-friendly environment in the City of Dayton.**

    3.1. Ongoing Activities:
        3.1.1 Cross-train existing economic development staff on the various functions of city departments.
    3.2 Short-Term Activities:
        3.2.1 By December 1999, survey at least 150 companies about what they would like the City to do better.

3.2.2 By December 1999, create a customer service process to guide businesses while doing business in Dayton.

3.2.3 By March 2000, have a system in place to ensure that regulators are giving options to businesses rather than just a "no."

3.2.4 Develop a system for tracking options given when a regulator denies a request.

3.2.5 Identify a network of businesses to keep track of those businesses that are considering leaving the City.

3.2.6 Form a private-sector "strike force" to visit those firms.

3.3 Hire a "business ombudsman" whose job it is to facilitate effective interaction between local businesses and the City.

4. Improve the image of Dayton locally and beyond the region.

4.1 Appear in the *Dayton Daily News* 12 times a year with testimonials from business people regarding how easy it is to do business with the City.

4.2 Identify business leaders who are visible in the community to give testimonials regarding why Dayton is a great place to work. Publicize those testimonials quarterly.

4.3 Create a system for tracking retention and expansion (R&E) successes within all economic development organizations in the City.

4.4 Find at least eight quantifiable and qualified cases of business retention and expansion for publication each year.

4.5 Identify individuals who come into contact regularly with visitors and potential visitors to the City. These individuals can be "ambassadors" for the City.

4.6 Conduct ambassador training quarterly.

5. Develop a visitation plan.

5.1 Develop a visitation plan for the largest 350 companies in the City to explore their expansion plans.

5.2 Organize a public/private senior manager "R&E Team" (members could include City Commissioners, city manager, local CEOs, and the Chamber president) to visit the largest 50 companies on an annual basis.

5.3 Organize a public-/private-sector R&E team (economic development staff of the City and Chamber of Commerce) to visit the next 300 largest companies on an annual basis.

5.4 Develop a database of information detailing issues of concern to particular companies in the City and distribute the data regularly to local economic development professionals.

Theme Parks (Focused-Use Districts)

Theme parks are not places but strategies for ensuring that the City can compete with suburban locations in the next 20 years. What do Miami Valley Research Park, Kettering Business Park, and the Miamisburg Mound tell us about what we must do to be successful? What can City Hall do to make inner-city locations more competitive in the site selection process? What can the business community do to assist the City in attracting new employers to the City?

In the past decade, the City has strategically focused on the completion of its highway network. When done, this network will provide direct access to the interstate for most of the City's commercial and industrial locations. This easy access applies not only to currently developed areas but also to potential development sites. However, it is not enough to promise improvements to a site once an employer has started a search for a location. Timing considerations favor the site that is ready with appropriate zoning and infrastructure.

To level the playing field, the City must create sites that offer a total environment that can compete with suburban office parks. The City will remain at a distinct disadvantage unless it addresses the following issues:

1. Most businesses and industries like to be in attractive settings that provide amenities particular to them. This applies to Miami Valley Research Park as well as the Oregon entertainment district.

2. Many industrial locations in the City are not environmentally ready to permit immediate development.

3. Many large tracts of land are not under single public interest ownership whether it be the City or a private development agency.

4. Most areas lack an overall development plan with appropriate land use controls and layouts or streets and utilities.

5. Many sites have residential intrusions or other incompatible adjacent uses that depress the desirability of the site and complicate the approval process.

6. Local and state legislative authorities are a hodgepodge of bewildering restrictive incentives that further complicate the site selection process and the cost comparison analysis.

Successful execution of a theme park strategy requires the following:

- Up-front investment by the City in infrastructure improvements and land use controls
- Private-sector involvement and support in identifying themes, planning and marketing, and investment
- Patience

Objectives

Year

2003 Adopt all enabling legislation by the City and state to permit user-friendly theme parks. (Target 1999)

Complete comprehensive plans for high-priority business, commercial, and industrial theme parks strategically located throughout the City. (Target 2000)

Create a state, county, city, and banking industry pool of coordinated incentives for businesses locating in a theme park. (Target 2001)

2010 Complete 50 percent of the Northwest Industrial Park and complete the objectives for the Tool Town and Airplex theme parks.

2020 Complete the Northwest Industrial Park, Tool Town, and Airplex.

Strategies

1. Create state model legislation for urban theme parks.

1.1 Secure the support of other cities, the business community, and state legislators.
1.2 Research shortcomings of existing state legislation.
1.3 Permit cities to more easily establish Chapter 17 corporations.
1.4 Restrict uses to existing incorporated areas.
1.5 Provide a full range of tax exemption authorities.
1.6 Permit the use of eminent domain to round out parks.
1.7 Permit full participation by counties.
1.8 Provide priority funding from state development monies.

2. **Modify the City's zoning laws and land use plan to encourage the development of theme parks.**

   2.1 Establish flexible zoning classifications and development controls that encourage focused-use districts for distribution centers, medical complexes, and themed business districts.
   2.2 Conduct market studies and identify business, commercial, and industrial theme parks throughout the City.
   2.3 Develop comprehensive plans for each theme park, including public infrastructure requirements.

3. **Establish a fully funded implementation strategy that ensures that the City takes advantage of the state legislation and land use plan.**

   3.1 Hire a development strategist to coordinate the public-private partnerships; identify federal, state, and county funds; and manage the logistics of making the theme parks development ready.
   3.2 Set aside a multi-year strategic fund to permit site control by either the City or a development authority.

4. **Obtain state of Ohio funding to assist cities in the creation of theme parks.**

   4.1 Work with other cities to build support for the theme park concept and funding.

Economic Development Committee

Members
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
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Mary Sue Kessler, Dayton Plan Board, National City Bank
Bonnie Langdon, Maria Joseph Center
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Larry Porter, LPA, Inc.
Robert Rehling, Community Representative
Tim Riordan, City of Dayton, Dayton International Airport
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Open Space and Quality of Life
Committee Report

Introduction

Open space and quality of life in Dayton span all areas from neighborhoods and recreation to schools and jobs. After considerable community input and discussion, the committee charged with these areas focused its work on three major topics: parks and open space, arts and culture, and image.

Unlike many approaches in planning, the work was not focused on the recovery from crisis conditions and ominous trends but rather on capitalizing on our strengths and reorganizing the management of the vast wealth of assets Dayton is blessed with. 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 world-wide recognition. Yet our assets are often unrecognized by others and underused by us. The committee took it upon itself to find the missing pieces or links in order to maximize these assets so they will be greatly enjoyed and we can continue to be proud of them. This component of CitiPlan 20/20 was based on three fairly simple forward-thinking visions for Dayton:

- Parks and other open public lands will be beautiful, clean, very well maintained, and, above all, safe.

- Individuals, families, and businesses involved in the arts benefit greatly from that involvement and are better citizens. The quality of arts organizations should be maintained at a nationally competitive caliber so that we can reach our highest community potential.

- "Image" is the feeling that we have about ourselves or that others have about us. The image of Dayton—as defined by the strength of our cultural opportunity, our strong heritage of aviation, and the inventive spirit of our people—will be a source of pride for us and a signal of strength to the region and the nation.

The process followed involved the participation of many of the leaders in these areas and considerable community participation and debate. It yielded many short-term, pragmatic strategies and some extremely bold directions that will be challenging for our community and rewarding for our future.

Parks and Open Space

Vision

Parks and other open public lands will be beautiful, clean, very well maintained, and, above all, safe.

Issues

Physical Condition—Dayton's open space and park lands are not being maintained at the highest levels due to budgetary ability or workforce dilution with non-maintenance functions.

Security—While recognized as a major condition for successful outdoor space, most parks and outdoor open spaces in Dayton are not patrolled on a regular basis.

Organizational—A dichotomy exists between the relative abilities of the two parks organizations (City and Five Rivers MetroParks) to maintain clean and secure parks.

Development Opportunities—There are many more things on the table than there is public money to support them. There is a need for priorities and alternative resources.

Programming—There is a question of how important programming is. How should programming be supported? Who should pay for it?

Facilities—Is it better to have fewer, better facilities than more facilities that are average? There is a question of quantity versus quality if we can't have both.

Physical Accessibility—Has access to all facilities been maximized?

Goal

Bring all the region's parks and recreational opportunities to a level of national excellence.

Objective 1

By 2010, optimize the organizational structure and jurisdictional relationships within the Dayton region to be able to deliver the best recreational facilities and programs.

Strategy 1

Focus the vision, mission, and abilities of each of the major park entities to maximize the delivery of recreational programming.

City of Dayton's Role: Identify and compare the relative strengths of each of the major recreation providers. Develop the strengths and negotiate collaborations with others.

Lead Responsibility: City of Dayton Department of Parks, Recreation and Culture

Tasks/Milestones

- Identify the City of Dayton as the primary provider of active programming in facilities such as baseball fields, swimming pools, recreation centers, and neighborhood parks.

- Focus the role of Five Rivers MetroParks as a preserver of open space, passive facilities, and environmental sensitivity to nature. This group will focus on picnicking, natural areas, and camping.

- Enlarge the role of the Conservancy District as a primary provider of river corridor bikeway facilities.

- Clarify the role of Montgomery County as a provider of recreational facilities.

Strategy 2

By early 1999, establish a formal consortium of the region's parks organizations to facilitate open communication, coordination, collaborative problem-solving, and creative planning.

City of Dayton's Role: Facilitate the drafting of a mission statement and work program for the consortium.

Lead Responsibility: City of Dayton Department of Parks, Recreation and Culture

Tasks/Milestones

- Develop, by the end of 1999, a regional agreement to adopt the National Recreation and Parks Standards as a goal for maintenance and development quality.

- Coordinate the planning, identification, procurement, and allocation of resources and the development of regional facilities.

- Coordinate, on a regional basis, the programming of facilities to maximize service to our citizens.

Strategy 3

By the end of 1999, enter into a formal alliance with Montgomery County, Five Rivers MetroParks, and the Miami Conservancy District for the purpose of optimizing each organization's operating capacities through collaborative maintenance agreements, in-service training, equipment sharing, contracting, purchasing, and resource allocation. Other entities such as the Dayton Aviation Heritage National Historical Park, Carillon Historical Park, the Museum of Discovery, and Sunwatch might also be involved.

City of Dayton's Role: Negotiate a mission statement and work program, and develop a formal memorandum of understanding.

Lead Responsibility: City of Dayton Department of Parks, Recreation and Culture

Tasks/Milestones

- Review legal mandates and remove obstacles for each jurisdiction.

- By the end of 1999, conduct a complete survey of all the entities and their current resources, holdings, areas of expertise, and capacities.

- Annually develop a management plan based on the findings of the survey and on experience.

- By mid-1999, move toward accreditation by the Council of Parks and Recreation Accreditation (the City and Five Rivers MetroParks).

- Negotiate agreements between each based on organizational purpose, areas of resident expertise, and capacity, specifying the responsibilities of each.

- Balance the county's role in open space maintenance through financial support for regional facilities within the City of Dayton.

Strategy 4

By 2000, initiate a model program of collaborative planning, management, programming, and development of regional recreational facilities.

City of Dayton's Role: Develop collaborative programs with Five Rivers MetroParks and other appropriate entities.

Lead Responsibility: City of Dayton Department of Parks, Recreation and Culture

Tasks/Milestones

- Develop a program for the joint management of the Island Park.

- Develop a program for the joint planning and long-range development of Madden Park.

- Explore other opportunities for the joint management of regional facilities.

Strategy 5

By 2020, regionalize the management and programming of all city, Five Rivers MetroParks, and Montgomery County parks under one entity.

City of Dayton's Role: Continue to develop collaborations, explore organizational models and taxing implications and opportunities, and develop legislation.

Lead Responsibility: City of Dayton Department of Parks, Recreation and Culture

Tasks/Milestones

- Engage in cooperative projects and programs to discover the benefits and best practices for a successful merger.

Objective 2

Develop, maintain, and preserve the highest quality parks, playgrounds, recreation centers, and green spaces.

Strategy 1

Develop a detailed park master plan based on the needs of emerging populations and future trends in recreation by mid-1999.

City of Dayton's Role: Hire a consultant and manage the plan development.

Lead Responsibility: City of Dayton Department of Parks, Recreation and Culture

Tasks/Milestones

- Perform a diagnostic analysis of the Dayton park system.

- Develop a mechanism for deliberate and thoughtful citizen involvement.

- Conduct a complete survey of all the entities and their current resources, holdings, and capacities.

- Develop a long-range funding plan and strategy for recreational activities and facilities. Develop a divestment policy as a component of the master plan.

- Establish "classes" of parks with goals and expectations.

- Educate political bodies and the public about the necessity for this strategy.

Strategy 2

Develop a detailed parks maintenance strategy by the end of 1999.

City of Dayton's Role: Identify Dayton's strengths, and develop a marketable package to negotiate with others for collaboration on maintenance services.

Lead Responsibility: City of Dayton Department of Parks, Recreation and Culture

Tasks/Milestones

- Survey all existing maintenance practices and costs.

- By the end of 1999, develop a common maintenance standard for all facilities (City, county, and Five Rivers MetroParks).

- By the end of 2000, develop a collaborative maintenance program (City, county, and Five Rivers MetroParks).

Strategy 3

Develop a legal mechanism and process to preserve and protect open space from the pressures of development without due process, validation of consistency with the master plan, and the necessary public consideration and debate.

City of Dayton's Role: Develop policy, process, and legislation.

Lead Responsibility: City of Dayton Department of Parks, Recreation and Culture/ Law Department

Tasks/Milestones

- Determine what lands will be preserved in perpetuity, with special attention given to areas with significant biodiversities.

- Develop a common policy regarding divestment of park land to ensure protection of lands with special biodiversity or other community values, even where pressure for development is strong.

- Develop a review process and model legislation.

Strategy 4

Complete the development of high-profile recreational facilities that reflect the changing needs of the population.

City of Dayton's Role: Lead the development process for city-owned facilities and provide support for others.

Lead Responsibility: Five Rivers MetroParks, Miami Conservancy District, and City of Dayton

Tasks/Milestones

- Develop the riverfront in downtown Dayton as a multiple-use celebratory venue and recreational, residential, and retail area.

- Enhance the function and image of Dave Hall Plaza through plantings, public art, entertainment facilities, and other functional improvements.

- Develop the bikeway system to provide better linkages to neighborhoods and the downtown.

Objective 3

Create and manage a safe and secure recreational environment through the establishment of a "dedicated" parks security force.

Strategy 1

By the end of 1999, develop a cooperative policing plan.

City of Dayton's Role: Lead discussions with city police, the county sheriff, and Five Rivers MetroParks to negotiate a plan.

Lead Responsibility: Department of Parks, Recreation and Culture and Dayton Police Department

Tasks/Milestones

- Review the legal mandates/impediments of each organization.

- Create common standards of security.

- Establish a presence in the open space areas of the City of Dayton (Police, Public Works, MetroParks, Fire, and so on).

Strategy 2

By the end of 1999, establish a collaborative, volunteer strategy to assist in the patrolling of parks.

City of Dayton's Role: Develop and market a volunteer strategy.

Lead Responsibility: Department of Parks, Recreation and Culture and Department of Planning and Community Development

Tasks/Milestones

- Create a single training program for volunteers.

- Generate standards of protocol that will ensure consistency among facilities.

- Generate consistent technical standards to ensure maximum connectivity of volunteers with official police units.

Objective 4

By 2020, balance the park and recreation operational costs and revenues throughout the entire county.

Strategy 1

By 1999, initiate a "managed competition" system for the maintenance of park lands and facilities and for the delivery of specific services to ensure the most efficient use of resources.

City of Dayton's Role: Develop methods to ensure competitive service costs.

Lead Responsibility: City of Dayton Department of Finance and Department of Parks, Recreation and Culture

Task/Milestone

Collect information to benchmark service costs and determine best practices as a guide for planning and decision-making.

Strategy 2

By 1999, establish a policy for revenue-producing services.

City of Dayton's Role: Develop policy as part of the master plan process.

Lead Responsibility: City of Dayton Department of Parks, Recreation and Culture

Tasks/Milestones

- Examine services and pricing strategies and determine appropriate fees and charges for programs like baseball leagues, shelter house rental, festival management, and so on.

- Consider pursuing a philosophy of making adult activities self-supporting, and concentrate dollars for youth and family activities.

Strategy 3

By 2001, reduce park and recreational responsibilities by divesting underused facilities, while ensuring preservation of significant conservation values.

City of Dayton's Role: Carry out the findings of the Parks Master Plan.

Lead Responsibility: City of Dayton Department of Parks, Recreation and Culture

Tasks/Milestones

- Identify underused lands and facilities.

- Identify lands with significant conservation and biodiversity values to ensure those values are protected in any divestment.

- Develop standards for divestment by identifying and adopting best practice approaches from other successful programs.

- Explore alternative options and opportunities for park lands and facilities to be divested that result in compatible land uses and optimum development opportunities.

Strategy 4

Put in place coordinated, regional, resource allocation systems to ensure efficiency and equity with the ultimate objective of drawing all resources from a single regional levy by the year 2020.

City of Dayton's Role: Continue to research effective regional models for cross-jurisdictional coordination.

Lead Responsibility: Dayton City Manager and Department of Parks, Recreation and Culture

Tasks/Milestones

- Develop alternatives for allocating resources drawn from a single regional levy.

- By the end of 1999, inventory all operations and services to identify areas for interjurisdictional cooperation.

- By 2000, identify the agency that has the best, most efficient capacity to deliver particular services at the least cost.

- Formalize agreements to implement this plan by mid-2000.

- Explore opportunities to jointly procure goods and services.

- Create a blue-ribbon committee to identify and develop new market niches.

- Balance the county's role in recreational service through financial support for regional facilities within the City of Dayton.

Arts and Culture

Vision

Individuals, families, and businesses involved in the arts benefit greatly from that involvement and are better citizens. The quality of arts organizations should be maintained at a nationally competitive caliber so that we can reach our highest community potential.

Issues

Organizational Confusion—There is always a question of who is doing what. Cultural organizations are many and varied and often compete at cross purposes for limited funds and other resources. Duplication of efforts can be expensive and non-productive.

Public versus Private Responsibilities—We will be looking at the role of the public and the private sectors in the areas of funding, staffing, service provision, marketing, and education.

Development Opportunity—Many proposals are currently on the table to enhance the cultural spectrum. With limited public money available in Dayton, how can we most effectively enhance the quality of life?

Access for All—Are all people served? All incomes?

Target Market—As a regional cultural center, Dayton has at least two markets, its citizens and the regional community. Who is our cultural infrastructure developed for? Should Dayton be the center of the cultural region? What is Dayton's role in serving both populations?

Goal

Enhance Dayton as the major regional cultural center.

Objective 1

By 2010, create an arts and culture infrastructure (facilities and programming) in downtown Dayton that is unparalleled in the region.

Strategy 1

By mid-1999, establish a collaboration between major regional arts and downtown leaders (professional roundtable of Culture Works, Dayton/Montgomery County Convention & Visitors Bureau, and the Downtown Dayton Partnership). Their responsibility will be to convene a blue-ribbon marketing committee of business, city, and arts leaders to hire an arts/culture marketing consultant and develop a complete marketing package promoting downtown Dayton as the cultural hub of the region.

City of Dayton's Role: Initiate a process to establish a committee, mission, and additional funding.

Lead Responsibility: City of Dayton Department of Parks, Recreation and Culture

Tasks/Milestones

- Develop a marketing message that communicates Dayton's unique and pioneering arts stories to the outside world (Dayton Contemporary Dance Company, Muse Machine, City Folk, and so on).

- Work with business and industry to develop cultural packages to be offered as benefits for employees.

- Facilitate the development of downtown cultural arts providers, traveling performances, and exhibitions to locations outside the core of Dayton, the state, and national venues.

- Develop an arts and cultural component to the Dayton Web page.

- Promote a unified/coordinated arts calendar in collaboration with Dayton Government Television (Department of Parks, Recreation and Culture).

Strategy 2

Retain and expand high-quality outdoor performances, events, and community-wide celebrations in the downtown.

City of Dayton's Role: Manage and promote events.

Lead Responsibility: City of Dayton Department of Parks, Recreation and Culture

Tasks/Milestones

- Continue an event in the spirit and importance of the National Folk Festival.

- Focus cultural components and develop venues for the 2003 Celebration in the downtown.

- Retain the Reggae Festival, Women in Jazz, Blues Festival, and Fourth of July Festival in downtown.

- Expand the number of events downtown.

Strategy 3

By 2000, establish a collaboration between the City of Dayton, Five Rivers MetroParks, Montgomery County, and the Downtown Dayton Partnership to centrally manage the programming, marketing, maintenance, and coordination of key outdoor downtown performance venues including the Riverfront, Courthouse Square, and Dave Hall Plaza and key downtown community-wide celebrations.

City of Dayton's Role: Facilitate the establishment of a cooperatively funded, central marketing and management function.

Lead Responsibility: City of Dayton Department of Parks, Recreation and Culture

Task/Milestone

- Beginning in 1998, coordinate the programming calendars of active and passive recreation activities (City of Dayton, Five Rivers MetroParks, Montgomery County, and the Downtown Dayton Partnership).

Strategy 4

By 2003, substantially complete the construction and enhancement of the complement of new and existing indoor and outdoor performance venues in the downtown.

City of Dayton's Role: Manage the design and development of city-owned facilities.

Lead Responsibility: Second and Main Partnership and Public Arts Commission

Tasks/Milestones

- Conduct a feasibility analysis of current and proposed outdoor performance venues to determine the best locations and facilities.

- By 2003, enhance Dave Hall Plaza with a collaboration of private, corporate, and public sponsors.

- Support the development of a new performing arts center to complete the cultural performance complex in the downtown by 2003.

Objective 2

Ensure that all citizens, including traditionally under-served populations, will have access to arts and cultural opportunities.

Strategy 1

By 1999, establish a formal collaboration between regional arts organizations, the corporate community, and arts providers to develop and implement a plan to allow affordable participation in arts and cultural experiences by all people.

City of Dayton's Role: Cooperatively develop and negotiate a plan and implementation methodology.

Lead Responsibility: City of Dayton Department of Parks, Recreation and Culture

Tasks/Milestones

- Work with Cultural Affairs to develop a plan including a schedule and opportunities to provide an outreach program targeting underserved audiences (cultural arts organizations receiving public funds).

- Implement a plan where major arts organizations like the Dayton Art Institute, Dayton Philharmonic, Dayton Contemporary Dance Company, or Human Race Theater Company develop outreach programs that would tour local neighbor-hoods to reach non-traditional audiences.

- At the time of the renewal of the Montgomery County Cultural and Arts District, re-examine the priorities to ensure that funding decisions support equity and cultural opportunity for all.

- Develop partnerships with RTA and cultural organizations to provide access to underserved populations.

- Explore and create affordable programs and events that bring together people of all ethnic groups, races, and geography (Department of Parks, Recreation and Culture).

Strategy 2

By 2000, expand the curriculum base through a lengthened day to provide for educational opportunities for Dayton students to increase exposure to arts and culture as part of their school activities (Dayton Public Schools).

City of Dayton's Role: Provide support to the Board of Education in the development of curriculum.

Lead Responsibility: City of Dayton Department of Parks, Recreation and Culture

Strategy 3

Establish a planned giving program to create an endowment for public arts and cultural projects and programs to be managed by The Dayton Foundation.

City of Dayton's Role: Establish and promote the program and define the criteria.

Lead Responsibility: City of Dayton Department of Parks, Recreation and Culture

Strategy 4

By 2003, develop a public arts program requiring art as part of publicly assisted projects and funded through a regional formula allocation with existing tax dollars similar to ED/GE.

City of Dayton's Role: Develop the program, and research methods of taxing support.

Lead Responsibility: City of Dayton Public Arts Commission and Culture Works

Strategy 5

By 2010, establish a regional, high-quality, downtown public school for the performing and visual arts supported by all school districts that attracts students from the region and seeks out talented students from the core city.

City of Dayton's Role: Conduct a site analysis and assemble the property.

Lead Responsibility: City of Dayton Department of Planning and Community Development

Objective 3

By 2003, optimize coordination and communication among arts and cultural organizations, local governments, and the community to ensure policy coordination and equity of service delivery and resource allocations.

Strategy

By 2003, formalize a coordinated regional approach to public and private cultural resource allocation.

City of Dayton's Role: Collaborate with Culture Works to develop and market a coordinated regional plan.

Lead Responsibility: City of Dayton Department of Parks, Recreation and Culture

Tasks/Milestones

- By the end of 1999, work with the greater arts community and the local community to assess the unmet needs and clearly define, articulate, and adjust public policies and roles in the arts, its functions, and facilities (City of Dayton).

- Create a forum with arts funders, under the leadership of Culture Works, to work with an independent consultant to assess projects and events annually.

- Initiate a more coordinated approach by public and private sectors to use resources as effectively as possible.

Image

Vision

"Image" is the feeling that we have about ourselves or that others have about us. The image of Dayton—as defined by the strength of our cultural opportunity, our strong heritage of aviation, and the inventive spirit of our people—will be a source of pride for us and a signal of strength to the region and the nation.

Issues

Lack of a Clear Image—Dayton's current image is either non-existent or negative. It is hard to get people to move here, but once here, they do not want to leave.

Internal and External Perceptions—Our self-image versus our image to outsiders will be further explored. Is the concept of "self" image a city or a regional concern?

What Is Hurting Our Image? Elements that have contributed to the negative side of our image and how to deal with this include schools, local media, politics, economy, physical infrastructure, and so on.

What Is Helping Our Image? Elements that can contribute to our positive image include the arts, culture, higher education, aviation and innovation heritage, rivers, and gateways.

How Are We Unique? Definition of Dayton's uniqueness. We need to establish a national/global reputation/image based on our aviation heritage.

Media Impact—What is the role of media in establishing a self-image?

Marketing Dayton—How is marketing for Dayton's image and identity best achieved?

Goal

Establish pride in our community and global recognition of our prominence as the birthplace of aviation and a center of innovation.

Objective 1

Develop and execute a major event to define Dayton's image.

Strategy

Focus the energy of the entire community on the successful development and execution of the Centennial of Powered Flight in 2003.

City of Dayton's Role: Coordinate programming and marketing with the 2003 Committee.

Lead Responsibility: 2003 Committee

Tasks/Milestones

- Beginning in 2000, expand the Air Show by one day for events to occur in other city venues to allow for a city-wide Aviation Festival of music, art, theater, sport, history, technology, and innovation. The festival could include a Film Festival of Flight, Folk Festival for Flight, or an art exhibit that focuses on flight (natural or built).

- Beginning in 2003, conduct a biplane/bicycle festival (biplane/bicycle race from Dayton to Kitty Hawk and back, as an annual event, possibly as part of the air show).

- Create, by 2002, an original play, music, outdoor drama, or ballet with an aviation theme.

Objective 2

Continue to develop central, community-wide parks and facilities that document and celebrate the rich history of Dayton.

Strategy 1

By 2003, substantially complete the Dayton Aviation Heritage National Historical Park.

City of Dayton's Role: Cooperate on all public portions of the park plan and provide housing and economic development support.

Lead Responsibility: City of Dayton Department of Parks, Recreation and Culture and Office of Economic Development

Strategy 2

Support private, non-profit cultural institutions that enhance the image of Dayton (like the Museum of Discovery and Carillon Historical Park).

City of Dayton's Role: Cooperate with development, fundraising, and marketing efforts.

Lead Responsibility: City of Dayton Department of Public Affairs

Strategy 3

By 2010, enhance, through the use of public art, the major celebratory venues in the downtown as icons of our image and heritage. Put in place plans for their mainte-nance and conservation based on collaborative leadership of the private and regional public sectors.

City of Dayton's Role: Develop the plan, facilitate artist competitions, and negotiate private conservation programs.

Lead Responsibility: City of Dayton Public Arts Commission and Culture Works

Strategy 4

By 2010, partner with academic, historical, industrial, military, and national institutions (Smithsonian) to create an archival center of local history, invention, innovation, and technology to record and display artifacts and information that have created our Dayton heritage.

City of Dayton's Role: Support the site identification to ensure land use compatibility.

Lead Responsibility: Montgomery County Historical Society

Objective 3

Integrate into the physical infrastructure of the City any improvements that will accentuate and improve Dayton's image.

Strategy 1

By 2000, create a city-wide public standard for all new construction that incorporates an aviation/innovation theme in all regional public facilities (bridges, roads, parks, and public buildings).

City of Dayton's Role: Develop and implement an Art in Infrastructure program.

Lead Responsibility: City of Dayton Public Arts Commission and Culture Works

Strategy 2

By 2003, create grand gateways at major entries and focal points in the City welcoming visitors and setting the tone for the beautiful city within.

City of Dayton's Role: Develop designs for gateways, promote sponsorships where practical, and manage construction.

Lead Responsibility: City of Dayton Public Arts Commission and Culture Works

Strategy 3

In preparation for the Centennial of Powered Flight and through the year 2020, negotiate a new standard of public and private maintenance and beauty for major rights-of-way, neighborhoods and neighborhood business districts, and the downtown.

City of Dayton's Role: Develop a program with new standards and implementation methods. Develop public/private partnerships where possible.

Lead Responsibility: City of Dayton Departments of Public Works and Parks, Recreation, and Culture

Objective 4

In the year 2000, begin to create a regionally supported, long-term, high-profile, worldwide marketing effort focusing on aviation heritage and numerous other assets of the Dayton area.

Strategy 1

Create an equitable, regional, marketing entity representing all pertinent jurisdictions.

City of Dayton's Role: Facilitate the development of a regional committee and manage the development of a cooperatively funded, regional marketing entity.

Lead Responsibility: City of Dayton Department of Public Affairs

Tasks/Milestones

- By 2000, develop a formal partnership between regional political jurisdictions to engage in a cooperative worldwide campaign.

- Develop a marketing plan.

- Develop a collaborative financing and staffing package.

Strategy 2

By 2002, develop a comprehensive marketing strategy supporting Dayton's image.

City of Dayton's Role: Hire a consultant and direct and manage the process to create a strategy.

Lead Responsibility: City of Dayton Department of Public Affairs

Tasks/Milestones

- By mid-1999, collaborate with the 2003 Committee to promote one strong message about Dayton to the national and international markets (City of Dayton).

- By mid-2000, develop a local, multimedia marketing strategy focusing on the strengths of Dayton as the center of a strong and dynamic region (includes slogans, masthead images, media packets, publications, and so on) (City of Dayton).

- By 2002, integrate the marketing message and momentum of the 2003 Committee into an ongoing regional marketing confederation to promote the image of Dayton at a national and international scale.

- At the conclusion of the 2003 Celebration, update all marketing messages and materials to re-energize and commence an ongoing campaign.

- In collaboration with regional Boards of Education and private schools, develop a curriculum module that highlights the local history of innovation and aviation. Include a component for inter-school history bees at all levels.

Open Space and Quality of Life Committee

Members
Mary Mathews, Chair, Carillon Historical Park
Mike Robinnette, Miami Conservancy District
Robert Dillingham, Dayton Plan Board
Madeline Iseli, 2003 Committee
Marvin Olinsky, Five Rivers MetroParks
Carol Sampson, City of Dayton Department of Parks, Recreation and Culture
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
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

Facilitator
Susan Darcy

Staff
Craig Southerington, City of Dayton Department of Planning and
Community Development

City Services Report

During the development of CitiPlan, the City of Dayton developed a five-year financial plan and city departments developed five-year strategic plans. These financial and strategic plans became the reports of the City Services Committee. Therefore, a separate report from the City Services Committee is not a part of CitiPlan. What follows is an excerpt from the section of CitiPlan 20/20 that speaks to city services.

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. The City 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 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.

City Services Committee

Members
William Gillispie, Chair, City of Dayton
Greg Scott, Dayton Plan Board
Claude Bell, Priority Board Representative
Tom Studevant, 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

Facilitator
Jackie Daye

Staff
Liz Blume, City of Dayton Department of Planning and Community Development
Barbara LaBrier, City of Dayton Office of Management and Budget

Land Use Strategy and Principles

Introduction

The last comprehensive look at the City of Dayton's land use occurred between 1976 and 1979. The 1979 Land Use Plan and Strategies resulted from a process that considered existing neighborhood conditions and related physical, social, and economic characteristics and included substantial citizen involvement. The Land Use Plan and Strategies were officially adopted by the City Plan Board in 1979. Since 1979, the City has updated numerous portions of the land use plan through neighborhood plans, area-wide studies, and corridor plans. These updates have provided land use and policy direction in specific geographic areas.

Today's land use challenge is more complex. What were once traditional patterns of land use development no longer exist. Between 1970 and 1990, Dayton's population decreased 25 percent, and it continues to decline today. Dayton's land use plan should address shifting development trends and a declining population and identify environmental constraints on development. A new land use strategy and land use plan were developed as part of CitiPlan 20/20. They will serve as the framework for updates to Dayton's zoning code.

Land Use Strategy

The City of Dayton's current land use patterns have developed through traditional land use methods. They also reflect a zoning code that was based on the separation of land uses and encouraged suburban-style development. Dayton's new land use strategy represents an approach more responsive to its "existing built" environment. The new approach reflects the density and physical patterns of the built environment and will encourage the use of overlay districts and mixed-use development in appropriate settings. The proposed generalized land use plan will provide a visionary framework for future zoning and land use discussions.

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. The following characteristics further define this area:

- Highest density found in the City
- Alleys
- Grid street pattern
- Zero or very small setbacks
- Pedestrian-oriented storefront architecture
- Mixed land uses and adaptive reuse of older structures
- Greater demand for on-street parking (meter parking)

Urban Mature

The oldest residential areas found in the City (generally built before 1920); the historic or close-to-downtown neighborhoods. These characteristics further define this area:

- High density
- Alleys
- Smaller lots (generally less than 4,000 square feet)
- Tight setbacks (front and side yards that are smaller than the current zoning code permits)
- Pedestrian-oriented storefront architecture
- Greater demand for on-street parking

Urban Eclectic

The largest of the three areas; found between the urban mature and the suburban areas (those neighborhoods built between about 1920 and 1960) and has characteristics of both:

- Varying density
- Some alleys
- Lot sizes that generally meet the 5,000-square-foot zoning requirement but fail to meet all minimum setbacks
- Building setbacks from the street that are greater than those of the urban mature area but that don't always conform to the subdivision minimum requirements
- Some pedestrian-oriented storefront architecture and some auto-oriented commercial strip development
- Less demand for on-street parking due to larger lot sizes, the general availability of garages, and off-street parking lots

Dayton's Physical Development Patterns
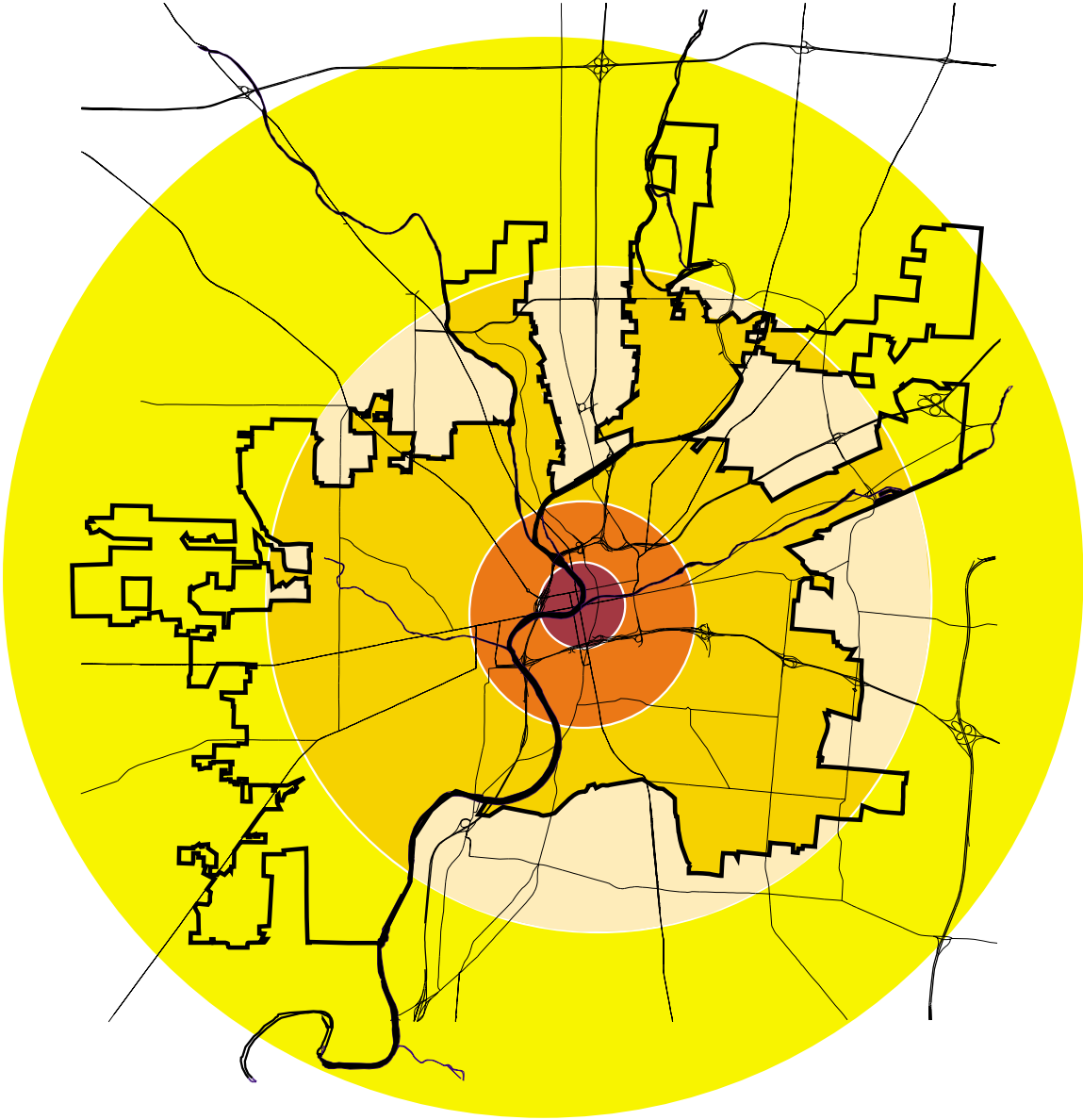
Legend:
- Urban Core Mixed Use
- Urban Mature Residential
- Urban Eclectic Residentail
- Suburban Residential

Suburban

The familiar auto-oriented development pattern located near Dayton's boundaries. This area was developed after 1960 and has the following characteristics:

• No alleys
• Lot sizes that conform to subdivision regulations
• Setbacks that conform to subdivision regulations
• Demand for on-street parking generally non-existent
• Auto-oriented commercial development

Residential Land Use Strategy

Dayton has a limited amount of undeveloped land for future residential development. The majority of residential development in the future will occur as infill. Future residential strategies and regulations should be flexible to allow appropriate infill development. Infill development should match existing development where appropriate in setback, lot area, and scale. Residential development should reflect the established character of the area—whether urban core, urban mature, urban eclectic, or suburban—and follow the principles listed below.

Urban core residential development will

• Encourage the reuse of old buildings.
• Encourage loft housing and mixed-use development.
• Accept well-designed, multi-story, high-density, multi-family residential development.
• Encourage well-designed, adaptive re-use of commercial and industrial buildings.

Urban mature residential development will

• Encourage historic preservation.
• Encourage development similar in character to existing development.
• Accept well-designed, multi-story, high-density, multi-family residential development
• Encourage well-designed, adaptive re-use of commercial and industrial buildings.

Urban eclectic residential development will

- Match existing predominant development patterns.
- Accept multi-family residential development that is in scale with existing development patterns.

Suburban residential development will

- Adhere to contemporary standards.
- Accept multi-family residential development that is in scale with existing development patterns.

Commercial Land Use Strategy

The most dramatic change since the 1979 plan may have occurred in commercial land use. Suburban malls and stand-alone retail facilities now dominate the commercial landscape. This land use plan should address this development trend. The 1979 plan identified many main thoroughfares for future commercial strip development. That type of development did not occur. Along many of the main thoroughfares, a large number of commercial buildings and converted residential buildings sit vacant. However, several commercial areas have survived and are serving the needs of Dayton consumers. The areas that have continued to maintain a high level of business activity tend to be located near the intersection of major thoroughfares and are fulfilling a vital market demand. These successful commercial areas should be recognized, and regulations and policies should be introduced to strengthen them.

There are at least three distinct physical commercial development designs in the City of Dayton. The physical design of a commercial use will be determined by its location. Below are the preferred setbacks and the proposed off-street parking requirements for each type of commercial use.

Downtown Pedestrian Scale (Urban Core and Urban Mature Areas)

- Either zero setbacks or yard requirements that blend with the streetscape
- Zero off-street parking required

Neighborhood Pedestrian Scale (Urban Eclectic Area)

- Setbacks that blend with the surrounding streetscape
- Off-street parking desired; may be limited due to existing conditions

Auto-Oriented (Suburban Area)

- Strip and regional shopping center design
- High demand for off-street parking; code requirements should be adhered to

Commercial development should be compatible with and physically reflect the environment in which it is placed. Commercial areas are uniquely defined by function and generally serve the service areas listed below.

- **Downtown (urban core area).** The region's central business area, designed to accommodate a variety of office, service, entertainment, and support retail activities. This area is served well by a transportation network of interstate highways and several principal arterials and serves the needs of consumer populations well beyond the corporate boundaries of the City.

- **Regional Shopping Centers (suburban area).** Found near the edge of the City, near highways or along major arterials. Examples of these types of facilities are Meijer stores, Eastown and Westown Shopping Centers, and Breitenstrater Shopping Center. These areas are designed to meet a majority of the needs of a large consumer population.

- **Neighborhood Commercial (may be found in any area).** Traditional neighborhood commercial districts. Many of these areas have been identified through the Town Centers Program. These areas are designed to serve the special needs of a large consumer population.

- **Small Commercial (may be found in any area).** Small neighborhood commercial districts. Designed to serve the needs of the immediate neighborhoods. Often located at the intersection of two well-traveled residential streets. Generally, these areas will not be mapped on the land use plan.

Office Campus Land Use Strategy

Office use in Dayton has traditionally focused on downtown office space. The downtown will continue to be one of the strongest office locations in the region; however, due to changing market demands, suburban office campus sites have evolved and gained popularity. The office campus areas on the land use plan map reflect opportunity sites for large single- or multiple-user office park environments. These areas are either existing office campus uses over 75 acres in size or places where future office campus areas may be developed. Office campus areas may deviate from the surrounding built environment and have suburban characteristics.

Open Space and Parks Land Use Strategy

The open space and green areas of Dayton are basically divided into two categories: passive and active. Areas such as the river corridor, floodplain areas, some parks, memorials, cemeteries, and nature preserves constitute the passive category. Active uses are playgrounds, recreation centers, school yards, golf courses, athletic fields, the fairgrounds, and museums.

The current and proposed land use plan both show large open space and park areas within the City. One deficiency of the existing zoning code is that it does not have an open space or park zoning classification. One proven way to preserve and protect our valuable urban open space is through legislative land use controls. The open and green spaces in the City of Dayton share no common land use controls. Many open spaces are simply zoned according to the dominant land use that surrounds them. For example, Carillon Historical Park is zoned I-2 (General Industrial) because of its proximity to the old NCR manufacturing site.

Industrial Land Use Strategy

The City of Dayton's industrial history has been centered around manufacturing. Manufacturing, tooling and machining, warehousing, and distribution continue to be strengths within the City and the region. The land use plan should encourage and support an expanding industrial base. The focus of the land use strategy is to pro- mote new development and the reuse of existing buildings. Performance standards should be developed to control access, parking, storage, noise, and emissions and to provide landscaping, buffering, and screening. Industrial development within Dayton will focus in two general development patterns.

General Industrial Area

Scaled similarly to surrounding development, this area permits heavy, medium, and light industrial uses and provides standards that minimize the impact an industrial development can have on the surrounding area. This area will allow for mixed land uses when appropriate. The mix may include retail and service uses. Buffering require- ments increase in intensity the closer an industrial use is to an incompatible non- industrial use.

Characteristics of the general industrial area will include the following:

- A mixture of uses will be permitted within the urban industrial areas (at present, retail and many service uses are not permitted within industrial districts).

- New development will be consistent with the existing pattern of development.
- Access to an appropriate transportation network will be provided.
- Performance standards tied to the net buildable area will be developed to deal with storage, noise, emissions, landscaping, buffering, and screening.
- Off-street parking standards will be less restrictive, and shared parking arrangements will be promoted between uses.
- Shared access roads into multiple development sites will be encouraged.

Industrial Park Area

The Northwest Industrial Park and other large redevelopment sites are examples of new campus-style or industrial park opportunities within the City. This district will be designed to provide for industrial uses that can be operated in a manner to conform with applicable performance standards.

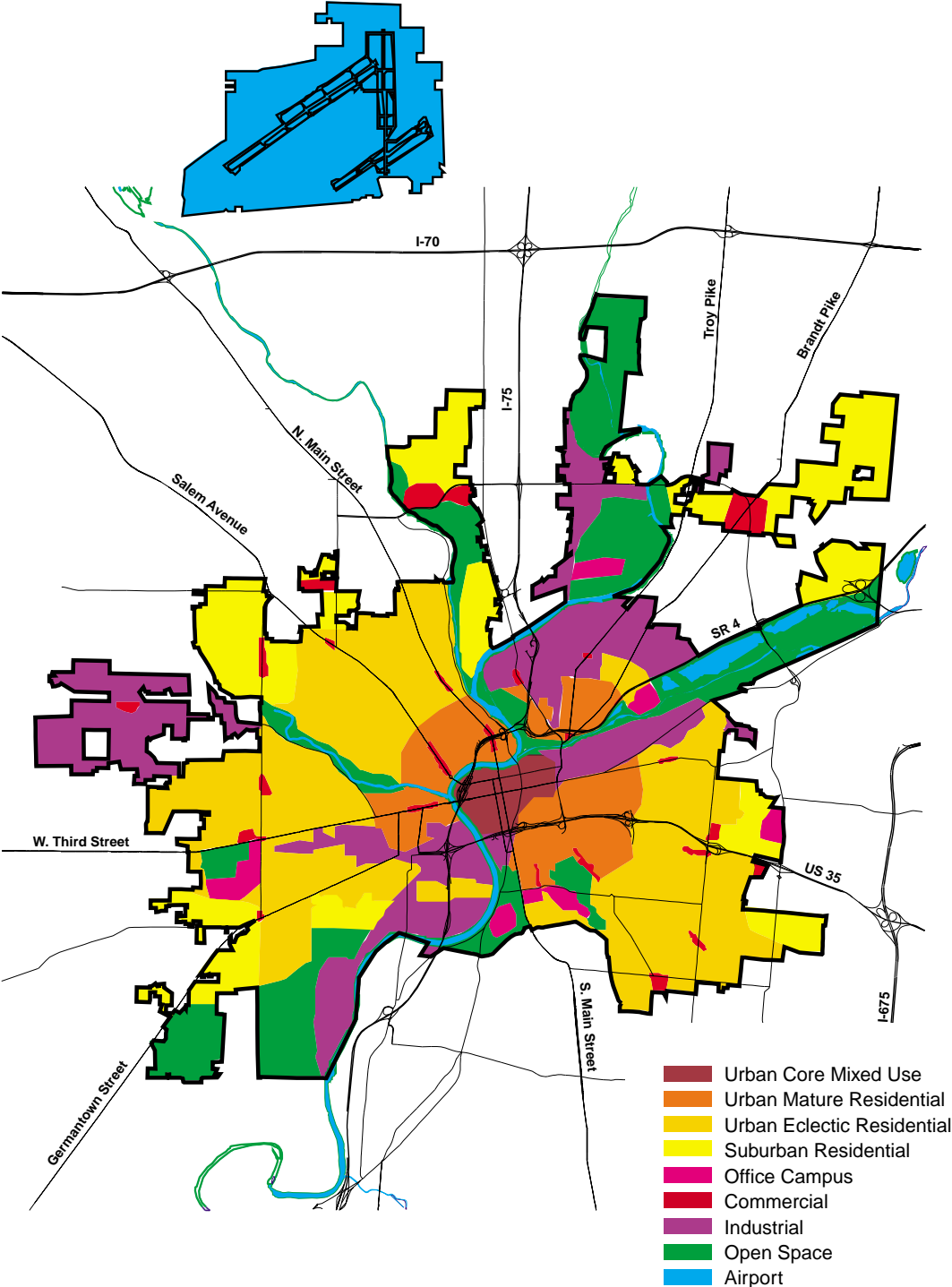Characteristics of the industrial park areas will include the following:

- Uses permitted within "new" industrial areas will be performance driven. (Development standards could be borrowed from another municipality we wish to emulate.)
- Minimum lot sizes will be required for development.
- Lots will be large to medium size and platted within a typical industrial park setting.
- Access to an appropriate transportation network will be provided.
- Performance standards will be developed to deal with storage, noise, emissions, landscaping, buffering, and screening (again borrowed from contemporary industrial "campus" regulations).
- Full off-street parking standards will be developed.
- Shared access roads into multiple development sites will be required.

If the land use plan and strategy are to be realized, it will require the cooperation and support of decision-makers, citizens, and other concerned groups. The principles listed below should be used to implement the land use plan and strategy of the City.

Land Use Principles

1. Identify and recognize the four distinct development patterns found in the City of Dayton: urban core, urban mature, urban eclectic, and suburban. Create a separate set of standards in future zoning regulations that reflects the unique character of each of the four development patterns.

2. Develop flexible zoning regulations that allow infill development. Infill development should match existing development in setback, lot area, and scale.

Future Land Use Plan

Legend:
- Urban Core Mixed Use
- Urban Mature Residential
- Urban Eclectic Residential
- Suburban Residential
- Office Campus
- Commercial
- Industrial
- Open Space
- Airport

Map labels: I-70, I-75, Troy Pike, Brandt Pike, N. Main Street, Salem Avenue, SR 4, W. Third Street, US 35, S. Main Street, Germantown Street, I-675

3. Create standards within each area that will permit the development of multi-family housing.

4. Develop a zoning classification for open space and parks to preserve, protect, and accommodate the development of public land for the use and enjoyment of the general public.

5. Continue to protect the environment through the wellfield and floodplain regulations and the noise and emission standards.

6. Continue to support historic preservation and urban conservation efforts through special overlay zoning.

7. Recognize that the City has a disproportionate amount of commercial zoning along its main thoroughfares as a result of changing development trends. Commercial activity should be concentrated at strategic locations to increase economic benefits.

8. Recognize that small commercial areas (those areas generally not shown on the land use map) will grow or decline based on market support. These areas should not be discouraged, and minor expansions that directly support their preservation should be accommodated.

9. Encourage planned development overlays and other special controls to facilitate development in undeveloped areas, underdeveloped areas, and areas where the proposed use may be only marginally compatible with surrounding land uses.

10. Create performance standards for industrial development that control access, parking, storage, noise, and emissions and provide adequate landscaping, buffering, and screening.

11. Prepare land use development plans for special opportunity areas such as the Northwest Industrial Park, Airplex, and Tool Town.

12. Promote good urban design by institutionalizing the Urban Design Guidelines developed by the City of Dayton.

13. Permit institutional uses such as schools, churches, and hospitals in each residential area. However, the institution should connect with the surrounding community and reflect the existing built environment.