CitiPlan Dayton: The 20/20 Vision
Downtown Component

Plan Recommendations
Land Use Plan
Urban Design Plan

April 1999

City of Dayton
Department of Planning and Community Development

Downtown Dayton Partnership
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Introduction

Content of This Document

This document contains the detailed CitiPlan 20/20 downtown committee report along with land use, and urban design components. Each section includes a general overview of the relevant findings of the committee and the 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.

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

For More Information

More information on CitiPlan 20/20 is available from

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or
Downtown Dayton Partnership
Suite 1360, Kettering Tower
Dayton, OH 45423-1360
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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.


- 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.


   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 Dayton:
The Physical Plan

The physical plan of the downtown component consists of a land use and urban design component. Together, these components provide a integrated geographic and environmental expression of the primary downtown recommendations that have been translated into visionary renderings.

Land Use Component

The future land use plan is an outcome of the planning process for the downtown component of CitiPlan. The future land use plan reflects the primary recommendations that have been made as part of the process and affect land use shifts. The future land use plan provides a land use and geographical interpretation of the primary downtown recommendations.

A. The Existing Land Use Plan for Downtown

Figure 1 represents the existing land use patterns in downtown Dayton. This plan has not changed in any significant manner since the early 1960’s when most of the western CBD changed from residential use to institutional and commercial (Sinclair and government area) uses.

The downtown land use plan is organized around a high-density, mixed-use core (generally following the Main Street corridor). The land use plan represents a long-term strategic approach to mix dense office functions and support uses to create efficiency and synergy with other desired support uses such as retail, restaurants, and hospitality (hotel/convention) functions. The core is generally organized around Main Street and is characterized by high-rise structures that contain relatively high numbers of daytime employees. This area also serves most of the parking needs in the form of multi-level parking structures. The core currently has some limited residential and hotel/hospitality uses.

The area to the west of the high-density core is the government and institutional area. These uses are primarily singular in function and purpose and could be characterized as somewhat self-contained.

The remainder of the high-density core is surrounded by low-density mixed uses. Many of these uses support primary functions of downtown and create some diversity of activity (housing and entertainment, for example). The building densities tend to be
Figure 1 • Existing Land Use Plan
lower than the core, and parking needs are currently primarily serviced on surface lot areas. There is a cluster of institutional uses located along Monument Avenue. Located directly east of the CBD, along Patterson Boulevard, is the Webster Station area. It currently is predominantly warehousing, light industrial, and wholesaling uses. The density of this type of activity is considerably less today than what it was 30 years or so ago. At that time it was mostly heavy manufacturing uses, most of which have moved to suburban and other locations.

Although the Oregon neighborhood is not technically in the downtown planning district, it is functionally synergistic with, and supports, the CBD. Primarily residential in character, it also serves a support hospitality function along Fifth Street.

Not shown on the existing land use map are the other neighborhoods that are located directly to the west and north of the CBD. Wright-Dunbar, Wolf Creek, Old Dayton View, Grafton Hill, and McPherson Town are not technically located in the downtown planning district. However, these predominantly residential areas share direct support relationships with each other and cannot be ignored in the development of either the downtown future land use or urban design plans.

B. Areas in Transition/Shifts in Land Use

Figure 2 represents two areas that are identified as transitional in nature as a result of the recommendations of the plan.

The cluster of institutional uses along Monument Avenue is targeted to become more mixed-use in nature. The recommendations for the riverfront call for creating more diverse land uses along this corridor to play a support function for generating sustainable activity along the river. A desired mix of uses would include some residential, office, entertainment, and support hospitality uses such as restaurants and limited specialty or destination retail. It is planned that adding more uses of this nature will create an active land use connection between the riverfront and the CBD.

The uses generally between Patterson Boulevard and Webster Street are targeted to become more mixed-use in nature, representing a shift from the existing types of light manufacturing, warehousing, and wholesaling functions.

C. Future Land Use Plan

The future land use plan reflects some land use shifts and transitions that are an outcome of the recommendations for the downtown plan. Figure 3 represents the future land use plan for downtown. In essence, the fundamental existing land use patterns are maintained with the following changes:
Figure 2 • Areas in Transition
Figure 4 • Downtown Planning Districts
• The geography of downtown located near the riverfront between Main Street and the Patterson/Riverside bridge. This area is expected to become more mixed with active uses, with a de-emphasis on institutional uses, particularly at street level.

• The geography generally east of St. Clair Street to Webster Street. The Webster Station area is changing from a heavily industrialized area to one that is more mixed use in nature. Those uses include light manufacturing, wholesaling, retailing, recreation/entertainment, housing, and commercial. The area will be similar to the traditional CBD in terms of mixing uses but will be different in its mix of light manufacturing and warehousing. In addition, dense development, similar to high-rise commercial office uses along the Main Street corridor, is not planned or expected to occur in this area.

Minor changes in land use that are expected for the next generation will include more housing in the Main Street core and development projects that are mixed in usage. It is expected and planned that there will be fewer single-purpose and stand-alone developments that were prevalent in the 1960s and 1970s.

Urban Design Component

The urban design component of this plan is intended to express the recommendations of the downtown component of CitiPlan in a physical, urban design medium. The foundation of the urban design plan is based on the identification of a system of downtown districts, corridors, and gateways. The composite illustrative plan, as well as the visionary renderings, represents the integration of these primary urban design aspects of downtown.

A. Context

The overall context for the creation of the urban design plan is to translate the CitiPlan recommendation of the jobs/amenities/housing strategy for downtown in a unique urban setting that celebrates Dayton’s heritage, history, and vitality and is linked at the street level with vibrant activity.
Figure 5 • Primary Districts of Place
B. Districts

Downtown Dayton is comprised of districts. There are the three official planning districts that define the downtown priority board area. These districts are primarily used as tools for geographic, demographic, and land use identification and issues.

There are also districts of place. It is the uniqueness of place that can set downtown apart from other areas within the region. These tangible qualities and distinguishing characteristics can be identified, quantified, planned, marketed, and capitalized upon.

1. Planning Districts: The downtown priority board is subdivided into three planning districts. The three districts are somewhat compatible in size, but differ in other characteristics. Demographic and statistical information is gathered and identified by district similar to other planning districts throughout the City. Figure 4 represents the three official planning districts of the downtown priority board.

   a. CBD: The central business district (CBD) is generally bounded by the Great Miami River to the north and west, the railroad tracks to the south, and Patterson Boulevard to the east. The CBD area represents most references and investments made in the downtown in modern planning history (1950s to 1990s). It represents the most dense commercial and institutional concentration of uses within Dayton.

   b. Webster Station: Webster Station is generally located to the east of the CBD and north of the Oregon District. For most of its history, this district can be characterized as being primarily industrial in character and use. In recent years most of the primary industrial users have left. There are numerous underutilized or vacant parcels of land as well as structures that are conventionally obsolete for the uses they were originally built to house. There are multiple recommendations contained within CitiPlan that focus on redevelopment for this planning district.

   c. Midtown: Midtown is generally located to the south of the CBD between the Great Miami River and Patterson Boulevard. It is primarily a unique mix of commercial, industrial, and institutional uses.

2. Districts of Place: Downtown Dayton, by its nature, embodies unique qualities of time, place, history, culture, use, and location. These special qualities can be identified and used as ways to plan, market, develop, and promote downtown. Downtown has several primary districts that are identifiable because of predominant activities, land uses, and built and geographic characteristics. These primary districts have smaller identifiable areas that help to link the primary land use and activity areas of downtown.
This interlocking system of districts functions to distinguish downtown as a unique location within the region and helps to set a unique standard as a high quality-of-life location.

**a. Primary Districts:** Figure 5 identifies the three primary districts of downtown. There is a relationship between the downtown land use plan and linkages to the downtown planning districts that is noticeable.

- **Downtown Core:** The Downtown Core generally follows Main Street and stretches from the river south to the railroad. It generally corresponds to the dense, mixed-use downtown core identified in the land use plan. It is mixed-use in character, with some street-level retail functions, office buildings, hotels, and limited housing.

  It is physically punctuated with high-rise towers as well as lower scale historical and contemporary buildings. Main Street is the predominant street and is readily identifiable as a unique place within the region.

  The street system within the core is unique to downtown. The one-way Jefferson/Ludlow Street loop ties together a system of parking garages and lots and surrounds the public transit hub that functions along Main and Third Streets. The Downtown Core exhibits a high level of pedestrian activity.

  Strengthening daily street level activity is critical to maintaining the integrity of the downtown core.
The recommendations of CitiPlan 20/20 call for continued mixed-use development of the core with high density and high-rise office functions and structured parking. New hotel rooms should be placed in the core to take advantage of the Convention Center’s location. Strengthening support uses such as retail and entertainment by nurturing storefront architecture will help maintain long-term opportunity for an active street level. Adding market-rate housing in the core will contribute to creating more activity during evenings and on weekends. The revitalization of the historic Arcade as well as the Second and Main blocks is considered key to the future vitality of the Downtown Core.

- **Government:** The area generally located to the west of the Downtown Core is known as the Government District. It is generally single purpose in land use and coincides with that type of use on the land use plan. It is predominated by government institutions and Sinclair College and is somewhat suburban in physical character. There are generally lower scale buildings that are set back from the streets with landscaping. This district is somewhat more oriented to private automobiles and less pedestrian-friendly than the Downtown Core.

Linking the activities and functions of the Government area to the Downtown core can help strengthen the vitality of both.
It is expected that expansions of government, courts, and justice functions and institutions will continue in this area. It is also expected that Sinclair Community College will expand on a number of sites on and near campus. It is important that linkages be created to take advantage of the daytime activities of the government district to the Downtown Core. The linkages could be land use in nature such as adding housing and other mixed uses. Linkages could be created in the form of transportation and pedestrian connections. Long-term implications of linking uses at street level should be considered.

- **Webster Station:** The western edge of Webster Station is generally located to the east of the Downtown Core. It stretches to the east from St. Clair Street and Patterson Boulevard to the Mad River on the north and the railroad overhead on the east. This district generally coincides with the Webster Station planning district.

It is an area that was once dominated by industrial, manufacturing, and warehousing uses and buildings. Today the area is in a state of transition. Most of the heavy industrial and manufacturing users have left. Some of
the buildings have been removed over the years. Many of the remaining buildings are in state of disrepair as a result of long-term disinvestment. The infrastructure also reflects patterns of disinvestment.

The future for Webster Station includes becoming a mixed-use area that has characteristics similar to the CBD. Light manufacturing will continue to remain, and, in some cases, expand. A long-term transition is envisioned with recreational, entertainment, housing, and commercial uses being introduced. The area is anticipated to become a land use connection between the Downtown Core, Oregon, and the Riverfront.

b. Linking Districts: Linking districts are generally smaller and reveal more detail in land use and physical character than the larger primary districts of place. Each of the linking districts has one or more characteristics of place that are unique to that district. In general terms, each of the linking districts has some needs and future course that may vary slightly from the other linking districts. The desired urban vitality springing forth from each of the districts will help to support the larger demands and functions of the primary districts. Figure 6 identifies the linking districts.

1. Terra Cotta District: The Terra Cotta District is clustered near the intersection of West Fifth and South Ludlow Streets. The core of the district is listed on the National Register of Historic Places. The distinguishing physical
characteristic of this district is architectural with modestly scaled building facades that are richly detailed with terra cotta.

A strategic linking opportunity for this district could take advantage of the nearby Convention Center and Sinclair Community College activities. There are small-scale redevelopment opportunities to convert existing buildings to mixed uses as well as some moderate-term larger scale infill opportunities on several of the vacant sites including the northwest corner of Fifth and Main Streets.

2. **Dayton Motorcar District:** The Dayton Motorcar District is clustered on South Ludlow and Main Streets near intersecting Franklin Street. The district is home to the Citizens Motorcar Company (Packard Museum) and other automobile-related businesses. It is anchored by Chaminade-Julienne High School and is home to a number of other commercial businesses. The motorcar theme can be traced back to the 1920s when many of Dayton’s automobile dealerships and parts suppliers were clustered in this neighborhood.

The linking opportunity for this district is to connect the predominant district institutions with the cluster of current Main Street businesses and play a support role to the Convention Center.

Renovation of existing buildings and new construction on vacant ground in the Terra Cotta District are both needed to help link the activity of Sinclair Community College and the Convention Center.
3. **Neon District:** The Neon District is generally located around the vicinity of the City of Dayton Transportation Center Garage in the southeast quadrant of the CBD. The district supports activity of the Convention Center, provides a regional entertainment function, and provides an active street-level connection to Oregon. The identifying characteristic of this district is night life and the use of neon to punctuate the evening skyline.

The future of the district will include additional support/destination retail and hospitality functions as well as the strategic addition of housing.

4. **Oregon District:** The Oregon District is located to the east of the Neon District and just south of the emerging Webster Station area. The Oregon business district is mixed use in nature with mostly hospitality uses. The distinguishing characteristic of this hospitality cluster is the historical building setting and pedestrian nature of the environment.

The future should bring additional housing to Fifth Street through upper-floor conversions of currently existing or underutilized buildings. In addition, the long-standing lack of adequate convenient parking should be addressed.
Adding housing units in the former Beaver Power Building will help round out land use activity in the Neon District.
5. **Merchants Row**: Merchants Row is generally located on East Third between Jefferson and St. Clair Streets. This area is a part of the Fire Blocks National Register Historic District. The area is characterized by low to moderately scaled buildings and is mixed-use in nature. The primary distinguishing characteristic of this area is the number of small retail and commercial businesses that are clustered together. The district is unique because the public library sits just to the east of Merchants Row. The library generates more than 1 million visitors annually, creating significant, sustained traffic potential for Merchants Row.

It is expected that this area will be strengthened with the addition of compatible mixed use infill construction on surrounding vacant land as well as rehabilitation and reuse of the upper floors of existing buildings some of which are currently vacant or underutilized.

6. **Cooper Park Neighborhood**: The Cooper Park Neighborhood is generally located around the immediate vicinity of Cooper Park. The park is the primary distinguishing feature of the neighborhood. The public library and townhomes face onto the park. There are some older, historic structures in the area and a number of vacant sites that are currently used for surface parking.

It is envisioned that the Cooper Park Neighborhood will see additional new construction for market-rate residential purposes. It is also expected that a number of the older, historic and underutilized structures in the neighborhood will be reused for mixed-use housing. The future of the larger Cooper

Adding unique and destination oriented attractions in the Neon District will help complement the use of the Convention Center.
Reusing landmark buildings near Cooper Park with mixed uses will help build the neighborhood.

Unique opportunities exist to build moderate density housing on vacant ground in the Cooper Park Neighborhood.
Creating activity in the upper floors of underutilized buildings as well as connecting active street level uses will help the vitality of Merchants Row.

Park Neighborhood is seen as a strategic land use linkage between and among the Riverfront, Webster Station, and Merchants Row.

7. **Monument Avenue West:** Monument Avenue West is generally located between Main Street and I-75 along Monument and First Street. Primary distinguishing characteristics of this area include a number of historic landmark buildings of varying sizes and scales; linkage to the river; and a mix of commercial, institutional, and residential uses.

The future of Monument Avenue West may lie with the potential to develop currently vacant sites for mixed-use infill construction. The proximity of Monument Avenue West to the downtown core makes it important to provide support services and functions to the core in the future. There may be unique opportunities to develop condominium office space in this area, as well as some limited residential infill. Opportunity also exists to relocate other threatened historic residential structures to this area.

8. **Riverfront District:** The Riverfront District is generally located between Main Street and the Patterson/Riverside bridges. It is concentrated on the south bank of the river; however, it includes a limited area along the north bank. The south bank is currently dominated by institutional uses with some limited commercial and residential uses on the northern edge.
The vision for the Riverfront District includes shifting land uses to a more active nature and adding residential uses where possible. The desired shift in land use is expected to complement aggressive redevelopment and programming of the public infrastructure within, and adjacent to, the river.

9. *Tool Town:* The proposed Tool Town campus area is generally located between Webster, Keowee, and Third Streets as well as the Mad River in the northeast quadrant of the Webster Station Planning District. The area has several businesses that are directly or indirectly related to the tooling and machining industry. There are also a number of industrial structures and vacant land parcels that are either vacant or underutilized.

The distinguishing characteristic for the proposed future concept of Tool Town calls for the creation of an intense campus development linking training, marketing, and business development for the local tool and machining industry. The development of the area would be linked to the Riverfront as well as be conveniently accessible to many of the tooling and machining businesses operating to the east and north of the proposed campus.
Creating an urban educational and training center for the tool and machining industry near downtown could take advantage of a centrally located facility within the region.

C. Corridors

The system of downtown urban design corridors helps to define some of the more unique environmental qualities of the downtown and can be strengthened through long-term nurturing. The system of corridors will help to seamlessly join the downtown districts with one another.

1. Primary Corridors: The primary corridors in the downtown generally follow unique geographic features or streets with buildings, public spaces, and land uses that together form important identifiable passageways. The distinguishing characteristic of the primary corridors is that each of them is somewhat homogeneous and can be grasped at a large scale as a single entity. Figure 7 shows the primary corridors.
The character of Main Street with a wide right-of-way and cohesive grouping of streetwall buildings represents a uniquely Dayton asset.
a. Main Street: Main Street, more than any other street in the downtown, represents continuity between the past and the future. It is a unique, definable corridor of architecture, public spaces, local culture, history, land use and transportation functions for the center of Dayton. The Main Street corridor has been a focus of planning and design efforts since the 1950s. As such, its unique, definable urban design qualities continue to be strengthened, protected, and nurtured.

Main Street has an uninterrupted visual corridor that is defined by continuous streetwall buildings. There are a series of dominant cornice lines that help to physically define the streetwall. In addition, the street is relatively heavily traveled by vehicles and pedestrians. It has some of the most important business institutions as well as community landmarks fronting on it. The future for the Main Street corridor will be a continuation and strengthening of its current role through urban design and development which acknowledges the physical and functional context of the street.

The Five Rivers Fountain will provide a visual centerpiece for the riverfront at the confluence of the Great Miami and Mad Rivers.
b. **Riverfront:** The Riverfront is a linear corridor that is dominated by the geography of the Miami Valley rivers and their levees. The system of rivers underwent a major flood control/public works effort following the Great Flood of 1913. The flood control efforts created a continuous green corridor, but one on which the community generally turned its back. A significant civic planning and development effort began in the 1970s to reconnect the river with the City once again. Initial efforts in the 1970s sought to overcome barriers with physical linkages and bikeways.

Today, many of the land uses that touch the edge of the Riverfront are residential or institutional in character. As such, they do not function to generate attractions or sustained activity to the Riverfront. It is the intent of the plan recommendations to continue to overcome physical barriers, encourage a transition from institutional to more active uses along the edges of the Riverfront through programming and consistent land use decisions, and create a regional recreational attraction.

c. **Patterson Boulevard:** The Patterson Boulevard corridor is defined as a new primary downtown corridor as a result of the CitiPlan recommendations. Patterson Boulevard generally follows the pathway of the Miami-Erie Canal. As such, it is a meandering counterpoint to the downtown street

Reclaiming Patterson Boulevard as an important civic space in the downtown will create linkages among many districts and eventually connect the river to the Oregon and Neon Districts.
grid. It contains a number of unique historic and cultural uses along the way. It is also one of the most heavily trafficked surface thoroughfares passing through the downtown.

It is to have new importance as a primary downtown corridor and civic space because it will provide a vital mix of active uses particularly at street level which connects the Downtown Core, the emerging Webster Station Planning District, the Riverfront, and Oregon.

2. **Linking Corridors:** The linking corridors generally function as connectors between and among the primary corridors and various districts. While the linking corridors may have similar physical, functional, or thematic characteristics, they also connect seemingly dissimilar aspects of downtown. Figure 8 shows the linking corridors.

a. **Third Street:** The Third Street linking corridor connects a number of districts at the edges of, and within, downtown. The corridor stretches from the Dayton Aviation Heritage National Historical Park on the west at the Great Miami River through the Sinclair/government area, the Downtown Core, and Merchants Row to connect with Webster Station around Patterson Boulevard at Wayne Avenue.

The characteristics of connection for this corridor are that it is a two-way thoroughfare, it provides service for public transportation throughout all
Play Ball! The completed minor league baseball facility will create an activity anchor for the emerging First Street linking corridor.
the districts, and it represents a way to link a number of very diverse districts within the downtown. It retains symbolic community importance as a corridor that connects East Dayton to West Dayton.

b. **Fifth Street:** The Fifth Street linking corridor stretches from Sinclair Community College on the west to the Terra Cotta District, the Convention Center, and the Neon District and connects with the Fifth Street entertainment cluster located within the Oregon District.

The primary characteristic of this linking corridor is that there are several predominant institutions located on it. Two National Register Historic Districts provide small-scale, historical counterpoint. The entertainment/hospitality nature of the streets makes this corridor potentially able to support functions of the Convention Center and Sinclair Community College. Connecting as many of the Fifth Street uses at street level will be a key to realizing the full potential of this corridor.

c. **First Street:** First Street represents emerging linking corridor characteristics. When the minor league baseball park facility on East First Street is completed, it will complement the existing and future activities of Memorial Hall and the Victoria Theater. This combination of major attractions will complement the desired activity levels of the Riverfront District and provide physical and functional linkages among the Downtown Core, the Cooper Park Neighborhood, and Webster Station.
It is expected that the large activity generators will be complemented with additional market-rate housing as well as support retail and hospitality uses. The redevelopment of the Sears property could play a large role in this emerging mixed-use corridor.

d. **Courthouse Square:** The Courthouse Square linking corridor has been explicitly in existence in downtown planning and development activities since 1968. It was created as a north/south pedestrian spine to connect the Arcade, Courthouse Square, and the Lazarus Building. The pedestrian/street-level retailing activity emphasis has distinguished this corridor. In recent years, the corridor concept has been identified as a way to better connect the block south of the Arcade to this spine, ultimately connecting it with the Terra Cotta District.

It is expected that continued planning efforts in the Downtown Core will integrate this corridor, particularly as it concerns the anticipated revitalization and reopening of the historic Arcade and Lazarus blocks and connecting with the Main Street South Gateway.
D. Gateways

Gateways represent symbolic passages into, through, and out of the downtown. They occur at the confluence of heavily trafficked ways, unique geographic and built environments, and important clusters of uses. The downtown gateways provide exclamation points to key linkages of districts and corridors and strengthen unique characteristics of place. Figure 9 represents key downtown gateways.

1. **West Third Street**: The West Third Street gateway links the downtown with West Dayton and the Dayton Aviation Heritage National Historical Park. Given the physical scale and land use diversity of this gateway, this area plays more of a visual and appearance role as a gateway. The continuing development of the National Park will provide the western edge to the gateway. Sinclair Community College and the County Administration Building provide an eastern edge to the gateway.

   In the long term, it would be ideal to have the length of the gateway connect Sinclair Community College and the County Administration Building to the West Third Street Bridge and the National Park. A primary challenge to the development of this gateway through downtown is to overcome the role that the I-75 overhead plays as a physical and perceptual barrier.

2. **North Main Street and the River**: Much has been done in recent years to enhance this gateway. Major improvements in the public right-of-way occurred in the early 1990s as part of the Main Street infrastructure project. The Civil War Monument was returned to the middle of Main Street in an attractive and prominent setting. This gateway is an important visual landmark for downtown, and clustering the mixed, diverse, and active land uses over time may define it as a mini-destination in and of itself.

   The proposed Riverfront infrastructure improvements will help to connect this gateway to the edge of the river as well as to Monument Avenue. Longer term redevelopment in the vicinity of the gateway could include new construction on existing surface parking lots as well as development of more active and intense uses on the east side of Main Street.

3. **Patterson Boulevard and the River**: Patterson Boulevard is one of the most heavily traveled surface thoroughfares in the downtown. This intersection is currently both physically and functionally deteriorated. There is currently little land use activity, which contributes to its functional desolation. The physical condition dominated by nearly empty surface parking lots contributes to its lack of physical definition.
1. West Third Street
2. North Main Street
3. Monument and Patterson
4. Third and Wayne
5. Fifth, St. Clair, Patterson
6. South Main Street

Figure 9 • Key Downtown Gateways
Much has already occurred to punctuate the importance of the North Main Street gateway.
This area is foreseen as being developed with new physical structures and uses as part of the Riverfront and Webster Station plans. The area is to be improved with physical infrastructure including a major fountain on the east side of the Patterson/Riverside Bridge that will be seen for quite a distance. The development of a minor league baseball facility as well as reuse of both vacant and underutilized manufacturing and commercial buildings and infill construction of vacant land will function to support the evolution of this gateway.

4. **Third Street/Patterson Boulevard/Wayne Avenue**: This area functions as a gateway because of the confluence of the three heavily traveled streets and their location. The area contains a number of moderately-scaled historical manufacturing and industrial buildings. A number of these buildings are currently vacant or underutilized. The physical and functional revitalization of this area would result in an active and attractive gateway. The opportunity to reconfigure some of the involved streets to create pedestrian connections would be desirable and should be linked with any redevelopment in the area.

Redevelopment of buildings along East Third Street will create new perceptions of vitality and excitement for Webster Station. The Cannery (rear view) looking north along Wayne Avenue towards E. Third Street.
5. **Fifth Street/St. Clair Street/Patterson Boulevard**: This is a critical intersection/gateway because of the heavily traveled nature of Patterson Boulevard and the need for street-level connectivity between Oregon and the Neon District entertainment functions. This gateway has undergone some public way modifications in the last several years, including changing Fifth Street to a two-way street. There have also been some land use efforts that have taken place, including the addition of the movie theater and Chin’s restaurant in the ground level of the Transportation Center.

Longer term actions call for capturing additional activity at the ground level of the Transportation Center Garage in an area controlled, but underutilized, by a bus station. Additional efforts to attract visitors and parkers to the Oregon District to use the Transportation Center Garage are highly desirable.

6. **South Main Street and the Railroad Overhead**: This area is known as the South Gateway. It has an important visual and functional role for Main Street. A plan has been developed by the Public Arts Commission that addresses short- and long-term public space and private development. The plan calls for the enhancement of Dave Hall Plaza, the expansion of the Crowne Plaza Hotel, and the redevelopment of the vacant site located at the northwest corner of Fifth and Main Streets as a high-density, mixed-use project. Longer term prospects for this general gateway may include the consideration of repositioning or expanding the Convention Center as well as the addition of a rail passenger facility that would occur as part of the statewide 3-C corridor.

The Plaza of Flight will help to complement the location of the Convention Center and the Main Street South Gateway.
E. Transportation, Circulation and Parking

Downtown transportation, circulation and parking issues have been outlined in the Part I Plan Recommendations section of the plan. The primary subject areas are further described and mapped in this section.

1. **Transportation:** There are two primary areas regarding this subject area in the Part I plan recommendations. The first area includes advocating and planning for an intercity passenger railroad station in the downtown which would connect Cleveland, Columbus, Springfield, Dayton and Cincinnati. It would be desirable to locate such a station near the Convention Center. The railroad overhead currently passes to the south of the Convention Center. If passenger service were to be provided from the north track, then it may be possible to provide a station and access from the north via the existing City of Dayton Transportation Center Garage. If passenger service were required to occur on the south track, then there are several other location options south of the Convention Center and railroad overhead that would be possibilities for locating the rail passenger facility.

Concept of one possible site to link Downtown Dayton to a statewide passenger rail corridor that could bring new destination meaning to downtown Dayton.
The second area calls for the completion of the downtown RTA mini-hub which is located at Third and Main Streets in the historic American Building. This objective will result in the location of RTA administrative jobs at the hub. Also provided will be a climate controlled waiting environment which will include a limited amount of convenient support retail for transit customers and other downtown users.

2. Circulation: The downtown street circulation system is primarily a one-way system. The system was designed, and is adjunct for, the above grade interstate which is located at the western edge of the downtown. The conversion and reconstruction of the existing system was created in the early 1960’s. Downtown streets do not carry the volumes of through or local traffic that existed in the 1960’s. The opportunity to consider how the current excess capacity of the downtown streets could be used in other ways exists because of the decline in volumes over the last 10 years or so. Alternatives could include:

• converting portions of some streets to two-way traffic to improve perceived and actual accessibility; streets generally located east of Main to Webster Station represent possibilities

• creating angled parking on some streets to add overall convenient parking capacity may represent another possibility for streets where volumes do not match capacity

These options could be considered on an incremental basis and/or be tailor-made to specific districts or neighborhoods within the downtown.

The RTA hub project will help to re-establish the importance of Third and Main Streets.
Figure 10 • Downtown Parking Garage Concept Map.
3. Parking: The overall strategy for serving parking needs is to service as much of the demand as is possible in multi-story parking structures that are strategically located throughout the downtown. The approach for this strategy represents a linkage to the development strategy which includes development of currently vacant and underutilized parcels of land for other higher and better uses. Creating new civic spaces and construction of buildings on vacant sites which house jobs, amenities and housing will help to achieve the desirable goal of a thriving and active downtown. Figure 10 indicates a concept of existing downtown garages and identifies potential for new ones.

As part of the garage concept, excessively large scaled garages should be avoided where possible. New parking structures should be located so as to avoid corner sites. Locating these structures internally in the middle of blocks and block faces will should help to maximize other development opportunities at corner sites. Garages should be designed with high-bay structure at street level to permit and encourage active uses with storefront architecture for development as needed (for such uses as cinemas, restaurants, stores, etc.). Finally, street facades of multi-story garages should be designed and articulated to support the themes and scale of the districts and neighborhoods in which they are located.

Serving parking demands in new above ground parking structures will help open development possibilities for new construction on existing surface parking areas.
F. Composite 20/20 Visionary Renderings

The following are visualizations that interpret and merge the downtown component of CitiPlan 20/20 recommendations with the land use and urban design plan components. Collectively they provide a broad vision of how the center city could potentially evolve during the next generation. They have been developed to provide guidance to assist in decision making relative to urban design and development decisions.

1. **Downtown Dayton 2020-Illustrative Master Plan Concept**: The illustrative Master Plan Concept is a two-dimensional representation of the physical plan. It represents a composite representation of the land use and urban design recommendations of the physical plan. The 11” by 17” foldout illustrates what kind of development could happen between today and 2020. A larger scale, more detailed version of this plan is enclosed in the back pocket envelope of this document. It identifies basic land use concepts as interpreted in either rehabilitated, redeveloped, or newly constructed projects.

2. **Main Street Corridor Rendering**: The Main Street Corridor aerial perspective rendering is a three-dimensional representation of the physical plan. The rendered/illustrated buildings and civic spaces indicates what improvements might occur in this area between today and 2020. The illustration coincides with the illustrative Master Plan Concept.

3. **Greater Webster Station Rendering**: The Greater Webster Station aerial perspective rendering is a three-dimensional representation of the physical plan. The rendered/illustrated buildings and civic spaces indicates what improvements might occur in this area between today and 2020.
Downtown Committee

Members
Dr. Michael Ervin, Chair, Downtown Dayton Partnership
Janet Brewer, Reynolds and Reynolds
Jerry Hauer, Hauer Music
Dave Marshall, Neighborhood Representative
Bill Rain, Downtown Priority Board
Ron Budzik, Mead Corporation
Ray Griffin, Neighborhood Representative
Carla Lakatos, MVRTA
Leslie Meyring, Neighborhood Representative
Robert Daley, Community Representative
Mark Light, Victoria Theatre
Maureen Pero, Downtown Dayton Partnership

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Renderings
Maps • City of Dayton Department of Planning and Community Development
Ray Brown • Living City sketches
EDAW • Riverscape renderings
HNTB • Baseball Park renderings
Gary W. Meisner, FASLA • Plaza of Flight sketches
Jeff Wray, AIA • RTA Hub drawing
Laura Leyes • Architectural renderings & illustrations-aerial perspectives