

North Main Street Corridor Plan

October 2018



Adopted by City Plan Board, October 9, 2018
Adopted by City Commission, December 12, 2018, Res. 6384-18

By: **Mr. Fairchild**

No. **6384-18**

A RESOLUTION

Concurring with the Adoption of the
North Main Street Corridor Plan.

WHEREAS, The City Commission adopted its comprehensive plan ("CitiPlan 20/20") on May 5, 1999; and,

WHEREAS, The North Main Street Corridor Plan covers the geography of the five Neighborhood Planning Districts that abut North Main Street from I-75 to the City of Dayton's north corporation line and replaces the North Main Street Strategic Plan adopted in 1995; and

WHEREAS, The North Main Street Corridor Plan was developed over a two year period with extensive community involvement; and

WHEREAS, The City Plan Board, on October 9, 2018 in Case PLN2018-00374, reviewed the Plan, found it to be consistent with CitiPlan 20/20 and adopted the Plan; now therefore,

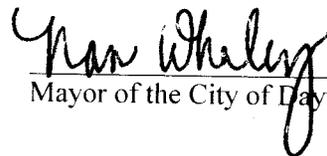
BE IT RESOLVED BY THE COMMISSION OF THE CITY OF DAYTON:

Section 1. The City supports recommendations in the North Main Street Corridor Plan and in partnership with various organizations, government bodies, and residents shall use the Plan to guide investments in the geography encompassed by it.

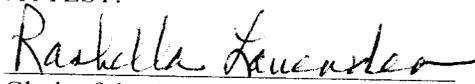
Section 2. The City Plan Board may, from time to time, interpret and modify the Plan by notifying the Clerk of the City Commission of such action. The Plan, including any modifications, will be on file with the Secretary to the City Plan Board.

ADOPTED BY THE COMMISSION **December 12**, 2018

SIGNED BY THE MAYOR **December 12**, 2018



Mayor of the City of Dayton, Ohio

ATTEST:


Clerk of the Commission

APPROVED AS TO FORM:


City Attorney

City of Dayton, Ohio

Mayor

Nan Whaley

City Commissioners

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Acknowledgments

The City of Dayton Department of Planning & Community Development would like to thank the many individuals, organizations, businesses, and neighborhood associations who graciously volunteered their time to assist in the planning process for this report.

The City of Dayton Department of Planning & Community Development would also like to thank Montgomery County Children Services for hosting the public meetings and for allowing staff to use their equipment.

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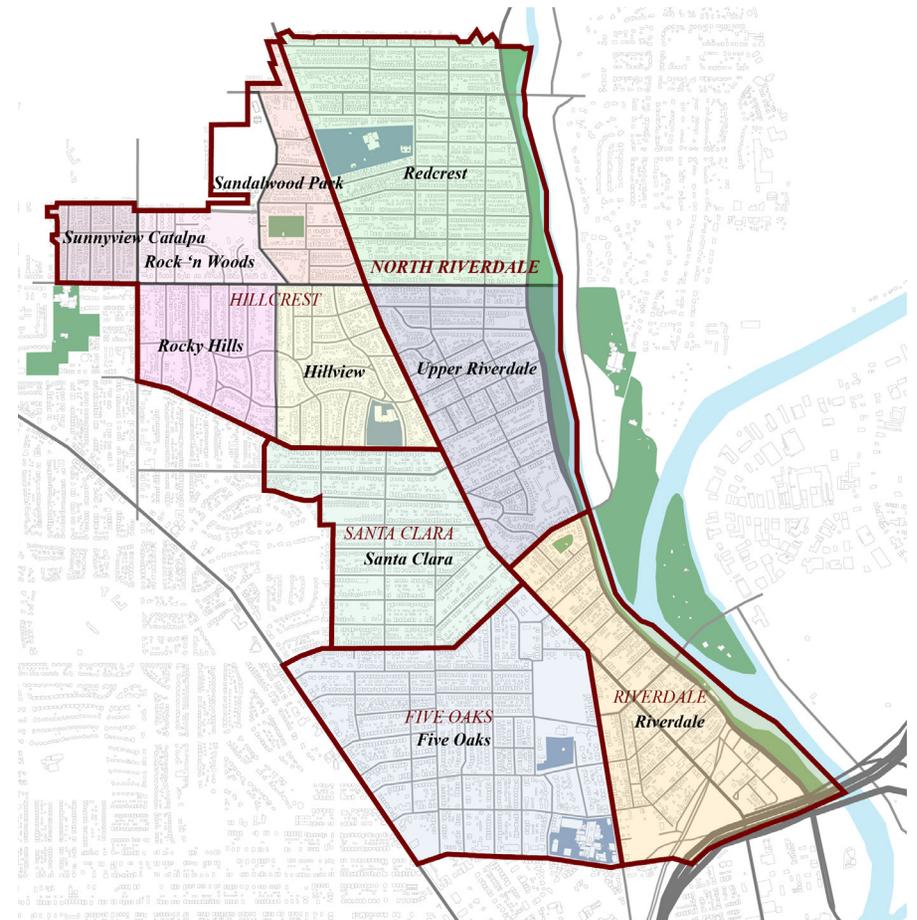
Executive Summary

The subject of this plan is North Main Street. Historically, it served as an important state and regional transportation route and primary entryway into the city from the north. It later became an important business route and front door to many residential neighborhoods. However, as competition from suburban locations pulled businesses and residents away, North Main Street lost its vigor.

The City of Dayton acknowledged these changes and implemented the *North Main Street Strategic Plan* in 1995. However, even since 1995, North Main Street has seen tremendous change. Recognizing the need to update the 1995 *North Main Street Strategic Plan*, the City of Dayton initiated a planning process in 2016 for North Main Street to allow residents, businesses, organizations, stakeholders, neighborhood associations, and interested parties to express their vision for the area and offer guidelines for development along and adjacent to North Main Street. Because nothing exists in a vacuum, the 2018 Plan also includes those planning districts abutting the corridor from I-75 (on the south) to Redwood Avenue (on the north). Over the course of many months, input from residents, owners and interested parties was gathered through seven public meetings, multiple brainstorming sessions, interviews, and written comments. From that input, it is evident that residents desire a safer and cleaner corridor.

The North Main Street Corridor Plan is meant to serve as a strategic document and road map to guide the community, decision making and investment priorities over the next decade. The city of Dayton is committed to cooperatively working with area stakeholders,

organizations, residents, and businesses to implement the strategic initiatives outlined within this document in the hopes of enhancing the quality of life in the North Main Street Corridor. With this clear vision for renewal, the North Main Street Corridor looks forward to a promising future as a vital part of the city of Dayton.



Introduction

The North Main Street Corridor Plan area (hereafter, Corridor) includes the boundaries of five planning districts that abut North Main Street from I-75 to the northern city limits; they include Riverdale, North Riverdale, Five Oaks, Santa Clara, and Hillcrest. Contained within these five planning districts are the following ten neighborhoods: Riverdale, Five Oaks, Redcrest, Upper Riverdale, Sandalwood Park, Santa Clara, Hillview, Sunnyview Catalpa, Rock 'N Woods, and Rocky Hills. These planning districts and neighborhoods are collectively the subject of this plan.

What is a Plan?

A plan is a written and graphic document created to understand and present the existing conditions and the desired vision, goals, and objectives of an area. This plan strives to examine and better understand the Corridor as it currently exists, define the desired vision and goals for the area, and establish strategies and activities to attain those goals.

Components of a Plan

- **Introduction:** Provides an understanding of the Corridor and the planning process that led to its creation.
- **History:** Provides a snapshot of the development of the Corridor from the mid-1800s to the present. This section is important because it provides an understanding of existing conditions.
- **Related Plans, Studies, & Policies:** Provides brief descriptions of previous plans, studies, and policies that relate to the goals and objectives of this plan.

- **Vision Statement:** Provides the community's vision for the future of the Corridor.
- **Demographics:** Provides a statistical snapshot of the Corridor as documented in the 1990 Census, 2000 Census, 2010 Census and 2012-2016 American Community Survey.
- **Plan Focus Areas:** Lists the eight areas of concern as identified by the community; they include Crime and Safety, Housing and Blight, Traffic and Pedestrian Safety, Land Use and Zoning, Economic Development, Citizen Engagement and Neighborhood Development, Social Services, Education and Recreation, and Architecture and Preservation. Within each of the eight focus areas are the following subsections:
 - **History and Existing Conditions:** Provides a brief historical context and description of current conditions of the area of concern.
 - **Desired Outcome:** Provides the community's vision as it relates to the area of concern.
 - **Community Strategies/Objectives:** Provides the community's input on desired objectives to remedy each area of concern and possible projects, programs, and ideas to facilitate accomplishing those objectives.
- **Final Staff Recommendations:** This section concludes the document by providing final comprehensive recommendations.

Plan Process Timeline

Data Gathering



The first official public meeting for the Corridor plan was held in **January of 2017**, at the Gary Haines Children Center. Approximately 24 people representing residents, business owners, and stakeholders attended the event.

The stakeholders participated in a SWOT (Strengths, Weaknesses, Opportunities and Threats) analysis and a dot exercise to rank the SWOT analysis responses.

Goals and Objectives Setting



After analysis of the SWOT responses staff identified ten emerging themes that were used to help stakeholders set a plan vision and goals at the second public meeting in **March of 2017**. The 10 identified themes include: Crime and Safety, Housing and Blight, Traffic and Pedestrian Safety, Economic Development, Neighborhood Development, Government Services, Parks and Recreation, Citizen Engagement, Architecture and Preservation, and Education and Social Services. These 10 themes were later consolidated into 8 focus areas.

The third public meeting was held in **April of 2017**. At this meeting stakeholders were tasked to formulate objectives to support the plan goals.

Review of Plan Goals



At the fourth public meeting in **June of 2017**, stakeholders were tasked with reviewing and refining goals and objectives to identify ideas and strategies for the focus areas.

To stimulate the conversation on possible ideas and strategies relating to issues of blight and vacancy, staff invited Paula Powers, City of Dayton Vacant Property Redevelopment Coordinator, to talk about the Lot Links program and process.

Plan Alternatives



At the fifth public meeting in July of 2017 the City of Dayton Zoning Administrator Carl Daugherty explained Land Use and Zoning. Stake holders participated in a mapping exercise to envision the desired land uses along the Corridor was held.

The last meeting to gather community input was held in **November of 2017**. The topic of the meeting was Crime and Safety.

Walking Audit, Strategizing, and Plan Drafting



In **June and July of 2017**, planning staff conducted walking audits of North Main Street, with representatives from Bike Miami Valley, Miami Valley Regional Planning Commission, and various city departments/divisions, to gain a better understanding of existing conditions.

Beginning in **September of 2017**, staff conducted brainstorming and strategizing sessions with various city departments/divisions as well as outside entities; including City Wide Development, The Montgomery County Auditor, The Montgomery County Land Bank..

Staff spent the **Spring and Summer of 2018** analyzing various alternatives and drafting the plan.

Draft Review



In **August of 2018**, staff held a community meeting to present and review the draft plan.

Throughout the **Fall of 2018**, staff continued to share the draft plan at various community meetings, including the FROC Priority Board, North Central Land Use Board, and Sandalwood Park. After edits and revisions as suggested by the community and staff, the final plan draft was presented to the City Plan Board on **October 9, 2018**.

North Main Street Corridor History

Until the mid- to late-nineteenth century, much of the Corridor remained rural and unplatted. Landowners typically retained large acreage and endeavored in agricultural pursuits. The Corridor was home to several thriving nurseries, largely attributed to the close proximity of the Miami and Stillwater rivers. The 1875 Map of Montgomery County shows two such nurseries owned by George Heikes and George R. Mumma. Mumma's nursery was so large, in fact, that it occupied the entire area of the present-day Riverdale neighborhood. Other large landowners in the Corridor at this time included T.S. Babbitt (40 acres) and J. Wolf (100 acres). Consequently, as the Corridor grew and new areas were platted, streets were typically named in honor of these early settlers.



Transportation

Transportation improvements contributed significantly to the Corridor's growth beginning in 1836 with the opening of the Main Street Bridge. Almost concurrently, North Main Street was established as the Dayton & Covington turnpike and travelers were charged tolls for utilizing the roadway. The tolls were used to pay for construction and maintenance of the road. Interestingly, the 1875 Map of Montgomery County shows a "toll booth" near the present-day North Main Street/Santa Clara intersection, which likely explains the sudden curve North Main Street takes at that point. While all of these improvements contributed to the growth of the Corridor, it was not until the electrification of the streetcar in 1888 that serious development began. As a result, the city's population more than doubled between 1880 and 1890 as the White Line Railway provided transportation north of downtown. Newly subdivided land quickly filled with suburbanites seeking to escape the congested core for the greenspace at the city's edge. In 1921, North Main Street was officially designated State Route 48.

Suburban Development

Fire insurance maps fail to document the area's earliest development, but they do show development patterns beginning in 1897 and ending in 1955. As residents moved farther north out of downtown, new sewer systems were installed, streets were paved, sidewalks were laid and lawns were planted. Lower Riverdale became the stylish home to large numbers of new suburbanites seeking to escape the congested urban core for the greenspace at the city's edge. Elegant Queen Anne

style houses and other Victorian-era homes appeared. The 1897 fire insurance map indicates the blocks between Locust Street (on the south) and North Main Street/Forest Avenue (on the north) were platted almost exclusively with single-family homes. Multi-family homes were for the most part located north of the Mumma Avenue/North Main Street intersection. Aside from a few exceptions, the area between Locust and Helena streets and Riverside Drive/North Main Street was generally platted with single-family homes and duplexes.

By 1919, the blocks between Helena Street and Mumma Avenue were almost exclusively single-family houses, as were the blocks between Mumma Street and Burton Avenue. Duplexes and multi-family buildings lined the area between Marathon and Delaware Avenues. However, the area between Fairview and Marathon Avenues (and north of Fairview) remained sparsely-platted. Given the presence of a large number of multi-family buildings in the Santa Clara neighborhood, it is clear that the developers of the neighborhood catered to a unique population; i.e., those wanting, or requiring, occupancy in multi-family buildings. The 1919 fire insurance map also indicates the development trend of larger apartment buildings in the Corridor, including the Delaware View Apartments at 1824 North Main Street, and the Beeghly-Lentz Apartments at 1001-1019 Riverside Drive (across from the Dayton Canoe Club).

By 1932, the area between Marson and Willowwood Drives, Pinehurst Avenue, and Parkwood, Cherry and Sandalwood Drives was platted. The 1932 fire insurance map shows a curvilinear street pattern, which

represented a break from the typical north-south, east-west road configuration in the Corridor. The same map also indicates that the area between Riverside Drive, North Main Street, and Laura and Pointview Avenues was mostly platted with single-family homes. While development was rampant in the Corridor at this time, there were still vacant, undeveloped lots on North Main Street, particularly between Beechwood and Bruce Streets.



By the 1950s, a thriving commercial center had developed along North Main Street near Santa Clara Avenue. This densely-developed business and entertainment district, located between Marathon and Delaware avenues, included auto-related businesses, post offices, single-family homes, apartments, gas stations, undertakers, offices, banks, restaurants, stores, a movie theater, and furniture and paint stores. This “city-within-the-city” offered neighborhood residents easy convenience for all their personal needs.

The 1950 and 1955 Sanborn fire insurance maps also indicate the evolution of development in several residential areas. Marson, Willwood, Parkwood, Cherry and Sandalwood drives were fully-platted by this time, as was the area between Riverside Drive, North Main Street and Laura and Pointview avenues. Single-family homes remained the dominant property type in these areas, although larger apartment complexes, comprised of multiple buildings, such as the River Side Terrace Apartments (near Riverside Drive and Ridge Avenue) also appeared during the 1950s.



Commerce

Concurrent with residential building development in the Corridor, a wide assortment of businesses began lining North Main Street for the convenience of the adjacent neighborhoods. The presence of drug stores, groceries, hardware stores and other small, family-owned businesses meant that residents did not have to venture far to meet everyday shopping needs. As time moved on, car dealerships joined the earlier businesses, reflecting the coming of the automobile age and the development of businesses which served a wider regional population. Many of these small businesses and dealerships still survive, serving both Corridor residents and the greater Dayton community.

Several of the Corridor's earliest-constructed commercial buildings remain extant, including Dayton's own version of New York's "Flat Iron" building, at 1401 North Main Street. It was erected in 1896 for Charles F. Smith who used it as an investment property and to house a saloon. Another example is 3519 North Main Street, which once housed the Riverdale Ice Company Artificial Ice Plant. At its height, the company housed beer storage and featured a freezer and ammonia condenser in the building. The former Underwood-Talmadge Company Candy Factory at 620 Geyer Street remains very intact and in recent decades has been used for storage.

As early as the 1920s, and as North Main Street became increasingly commercial in nature, larger, stately homes along the road were abandoned in favor of quieter areas. These homes became obsolete

and were commonly converted and remodeled into other uses. One common, early adaptive reuse was the conversion of single-family homes into funeral homes. The former single-family houses at 1029, 1231 and 1235, 1706 and 2201 North Main Street are examples of this phenomenon. Houses were also demolished to make way for newer commercial businesses, especially those relating to the automobile, like gas stations. Other homes were simply added onto to house businesses.



By the 1950s, North Main Street was a fully-developed, heavily-traveled, commercial arterial, especially between Marathon and Indianola avenues (on the north) and Marathon and Ridge avenues

(on the south), where a thriving business district developed. One never had to leave the Corridor for personal or business needs. Banks, shops, movie theaters and supper clubs/restaurants provided ample opportunities for entertainment. North Main Street reached its zenith in the 1960s. Soon after, as residents and shoppers were drawn to the suburbs, the Corridor began a decades-long loss in population and services. By the 1990s, nearly all of the Corridor's smaller mom-and-pop businesses closed or moved to the suburbs. Since the 1990s, grocery and convenience stores, restaurants, banks, gas stations and daycares have thrived, along with a few smaller businesses that carry on the North Main Street mom-and-pop tradition; they include Dayton Nut Specialties (established 1923), Marker & Heller Funeral Home (established 1925) and the Ohlmann Group (established 1949).

Related Plans, Studies, and Policies

In 1989 the Montgomery County Historical Society, through a contract with the City of Dayton Planning Department, carried out a survey of the FROC Priority Board area to identify individual buildings and districts with the potential for listing on National Register of Historic Places (NRHP). The survey was the result of a Programmatic Memorandum of Agreement between the State Historic Preservation Office (SHPO) and the city of Dayton. The survey identified approximately 35 individually-eligible buildings and seven eligible historic districts in the FROC area. The SHPO concurred with the findings.

The 1993 the *Riverdale Neighborhood Improvement Plan* was developed by the city of Dayton, the Riverdale Neighborhood Association and the Riverdale Business Association to develop a comprehensive neighborhood improvement plan for the area. The plan was approved by the Riverdale Neighborhood Association, the Riverdale Business Association, and the FROC Priority Board. The City's Landmark Commission also approved a preliminary plan to designate a portion of the neighborhood as a historic district.

The 1994 *Evaluation of the Five Oaks Neighborhood Stabilization Plan* examined the history, implementation, and effects of the Neighborhood Stabilization Plan as implemented in the Five Oaks neighborhood in the fall of 1992. The 1992 Neighborhood Stabilization Plan came about after months of planning, discussion, research, and resident input. At the request of the DPD, Oscar Newman, a nationally recognized urban planner, was brought to

Dayton in 1992 to discuss neighborhood stabilization issues, not particular to Five Oaks. Mr. Newman developed his theory of "Defensible Space" in 1972 in *Defensible Space: Crime Prevention through Urban Design*. By coincidence, in the fall of 1991 the Five Oaks Neighborhood Improvement Association (FONIA) was reviewing its 1985 Strategic Plan to be updated by December 1992. FONIA was deeply aware of the problems facing the neighborhood and became interested in the work of Mr. Newman. FONIA coordinated with City officials to have Mr. Newman use Five Oaks as a candidate for a Neighborhood Stabilization Plan. Mr. Newman was eventually contracted to implement the Neighborhood Stabilization Plan in Five Oaks. The project began on July 14, 1992 with Phase I, which closed 35 streets. Phase 2, which incorporated 26 alley closures, began on October 11, 1992.

In 1995, the City of Dayton, in partnership with the FROC Priority Board, Riverdale Business Association, Santa Clara Business Association, and the Riverdale, Sandalwood Park, Santa Clara, McPherson Town, Hillview, Northern Redcrest River, and Upper Riverdale neighborhood associations, sponsored the development of the *North Main Street Strategic Plan*. The group met for over a year between the spring of 1994 and the spring of 1995 to develop the plan, which was eventually formally adopted by the City Commission.

In 1999, the *CITIPLAN DAYTON 20/20*, a city comprehensive plan, was adopted by the City of Dayton. The major goals of the comprehensive plan emphasized the "4 R's": Redevelopment; Reuse;

Revitalization of neighborhoods, business districts, and undeveloped land; and Retention of the city's job base. This plan aimed to redevelop and revitalize the Corridor's neighborhoods and business districts per the goals of the comprehensive plan.

In 2003, the *North Main Street Revitalization Framework* report was drafted. This summary report was the result of a formal planning process by the North Main Street Steering Committee, an ad hoc committee of FROC Priority Board members, neighborhood and business representatives, and other partners. Although the plan was recommended for approval by the committee, it was never formally adopted by the City Plan Board or City Commission.

In 2007, Historic Preservation Associates, through a contact with the City of Dayton Department of Planning and Community Development, completed a survey of the Five Oaks neighborhood to identify individual buildings and districts with the potential for listing on the NRHP. Ninety-three individual buildings and seventeen clusters and districts were identified as either potentially-eligible or already-listed in the NRHP. As a direct result of this survey, three of the larger districts were listed in the NRHP and the Dayton Register of Historic Places (DRHP): Kenilworth Avenue, Grafton-Rockwood-Wroe and Squirrel-Forest.

In 2008, the Ohio Historic Preservation Office sponsored the *Ohio Modern: Dayton Area Survey* of the City of Dayton (and surrounding communities) to document exemplary Post-World War II buildings

and districts, several of which are located in the Corridor. Dayton experienced a tremendous amount of growth from 1940 to 1970. A wealth of resources remains intact throughout the city, including in the Corridor, reflecting the area's post- World War II prosperity. Many of these buildings have architectural merit and are worthy of historic preservation. They also are noteworthy in their ability to convey the region's story of mid-20th-century development.

In 2017 the City of Dayton adopted the *Dayton Transportation Plan 2040*. This plan is a visionary plan that serves to guide the design of transportation projects. The plan provides an assessment of the city's transportation needs, an understanding of complete streets and their elements, and Complete Street Design recommendations for the various roadways in Dayton. The recommendation suggests a variety of complete streets elements that enable safe and convenient access for all roadway users regardless of age, ability, or mode of transportation.

Demographics

Since 1990 the population in the Corridor has decreased by 32%, which is comparable to the 22% decrease in population throughout the entire city. These population changes in both the neighborhood and city can be attributed to many of the socioeconomic changes noted in the history section.

Comparative Census Population Data Since 1990

| Years | North Main | Dayton |
|------------|------------|---------|
| 1990 | 19,448 | 182,005 |
| 2000 | 18,033 | 166,120 |
| 2010 | 13,536 | 141,542 |
| 2012 -2016 | 12,303 | 141,143 |

The demographics table below demonstrates that the Corridor's racial composition has largely changed since 1990. Due to a variety of socioeconomic factors, the Corridor has changed from being a 74.2 % predominantly white community in 1990 to being a 68.4% predominantly black community in 2010.

Historic and Current Population by Race Demographic Data

| | Census 1990 | Census 2000 | Census 2010 |
|---------------------------|-------------|-------------|-------------|
| <i>Population by Race</i> | | | |
| White | 74.2% | 43.8% | 25.9% |
| Black | 24.0% | 51.6% | 68.4% |
| American Indian | 1.8% | 0.3% | 0.3% |
| Asian | | 0.5% | 0.7% |
| Pacific Islander | | 0.0% | 0.0% |
| Other Races | | 3.8% | 1.1% |

The Corridor's age dispersion has not changed much since 2000. The median age in the Corridor has remained relatively constant at 32.6 in 2000 and 33.0 in 2010.

Historic and Current Population by Race Demographic Data

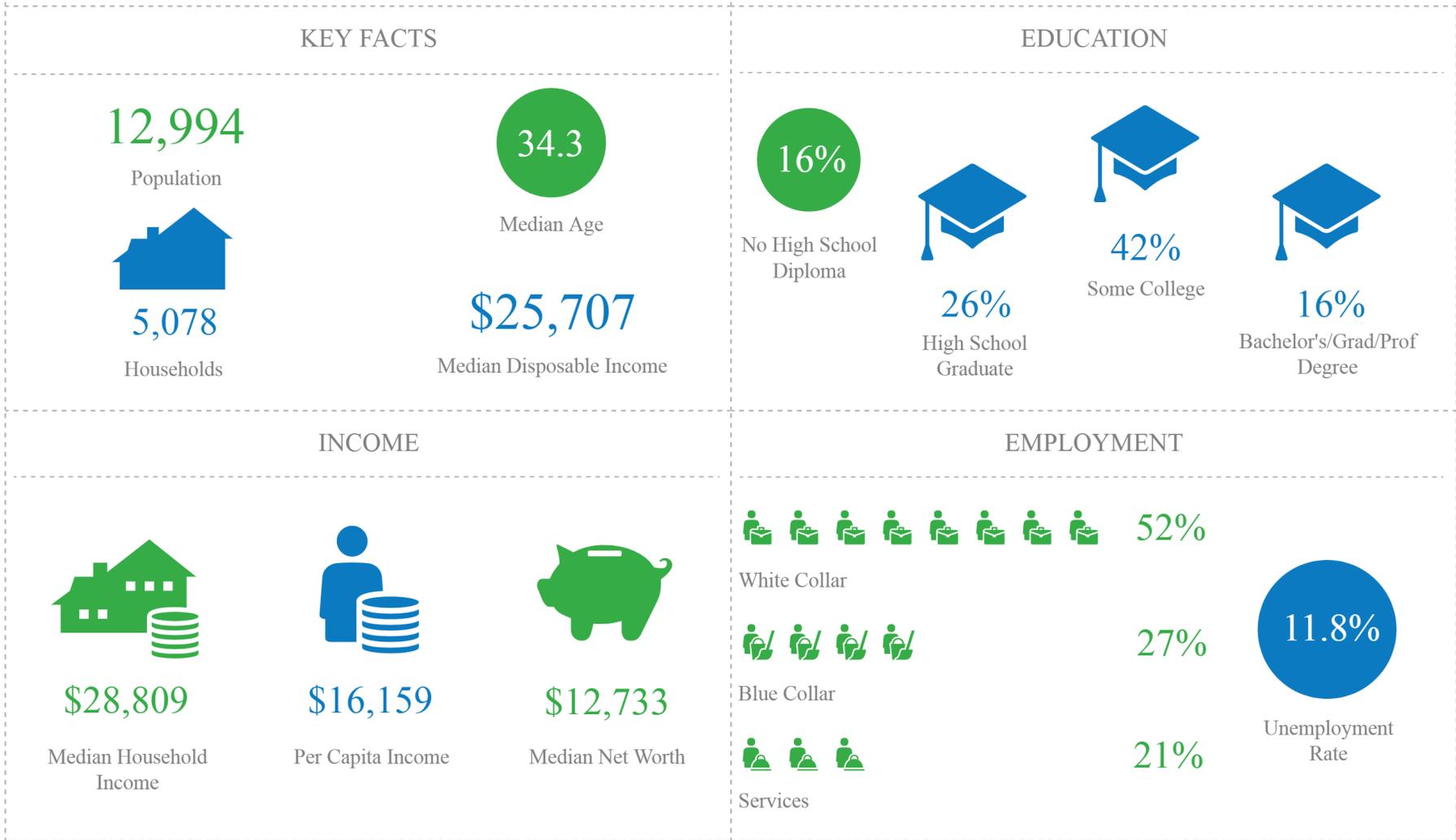
| | Census 2000 | Census 2010 |
|--------------------------|-------------|-------------|
| <i>Population by Age</i> | | |
| Ages 0 - 9 | 17.5% | 15.9% |
| Ages 10 - 19 | 16.6% | 16.9% |
| Ages 20 to 29 | 14.5% | 13.3% |
| Ages 30 to 39 | 16.8% | 13.1% |
| Ages 40 to 49 | 15.6% | 14.0% |
| Ages 50 to 59 | 9.0% | 14.2% |
| Ages 60 to 69 | 4.7% | 7.4% |
| Ages 70 to 79 | 3.4% | 3.1% |
| Ages 80+ | 1.9% | 2.0% |
| Median Age | 32.6 | 33.0 |

Infographic

The Infographic presented on the next page shows an estimated current demographic snapshot of the Corridor.

Population

The infographic shows that the corridor's population is approximately 13,000 and the median age is 34.3. The average household size is 2.5 with an average household income of \$28,809.



Source: This infographic contains data provided by American Community Survey (ACS), Esri, Esri and Bureau of Labor Statistics. The vintage of the data is 2012-2016, 2016, 2018.

Vision Statement

We envision a clean, attractive, stable and safe Corridor with a diversity of enriching cultural, educational, social, and economic opportunities and experiences. We want an active, engaging and thriving Corridor that attracts and maintains a diverse community of residents, businesses, and neighborhood groups.



Areas of Focus, Goals, and Strategies



Crime And Safety

Housing and Blight

Traffic and Pedestrian Safety

Land Use and Zoning

Economic Development

Citizen Engagement and Neighborhood
Development

Social Services, Education, and Recreation

Architecture and Preservation

Crime and Safety

Throughout the planning process, it was clear that an increase in crime in the Corridor had decreased the community's sense of safety and security and discouraged civic engagement and reinvestment.

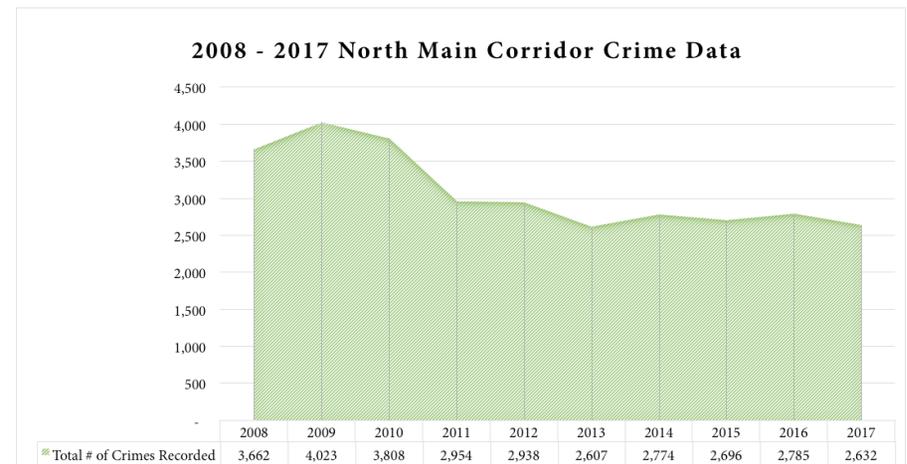
History and Existing Conditions

In the decades between 1950 and 1970, crime remained fairly steady. By the 1970s, crime had increased as a result of the changing urban environment created by suburban sprawl. Consequently, by the late 1980s, crime had nearly doubled. In 1992, after robberies had doubled in three years, the people of Five Oaks, in collaboration with local police officials, city planners, and an urban design consultant, adopted a crime-prevention technique introduced by Oscar Newman – iron gates designed to rebuff prostitution and drug dealing and the automobile traffic that often supports them. The installation of gates blocking some roads and alleys transformed the neighborhood into a maze of mini-neighborhoods characterized by multiple cul-de-sacs and few through streets. As a result, the gates led to reduction in crime in not only Five Oaks, but in surrounding neighborhoods. Violent crime fell by 50% and nonviolent crime by 24% and property values rose temporarily.

Some residents, however, saw the gates in Five Oaks as detrimental to their neighborhood – like Santa Clara, for example. As a result of the gates, traffic picked up in the Santa Clara and Mount Vernon neighborhoods. One resident noted that the cut-through traffic reduction in Five Oaks simply moved north to Santa Clara and Mount

Vernon. Others saw the gates as promoting segregation, more traffic, and creating an obstacle course.

In response to the increase in crime, Corridor residents and small business owners also attempted to decrease crime by reclaiming and reviving the Santa Clara business district as an active arts district in the early 1990s. The revival only lasted until the mid- to late-1990s as business owners were discouraged by the continued increase and concentration of crime in the Santa Clara neighborhood.



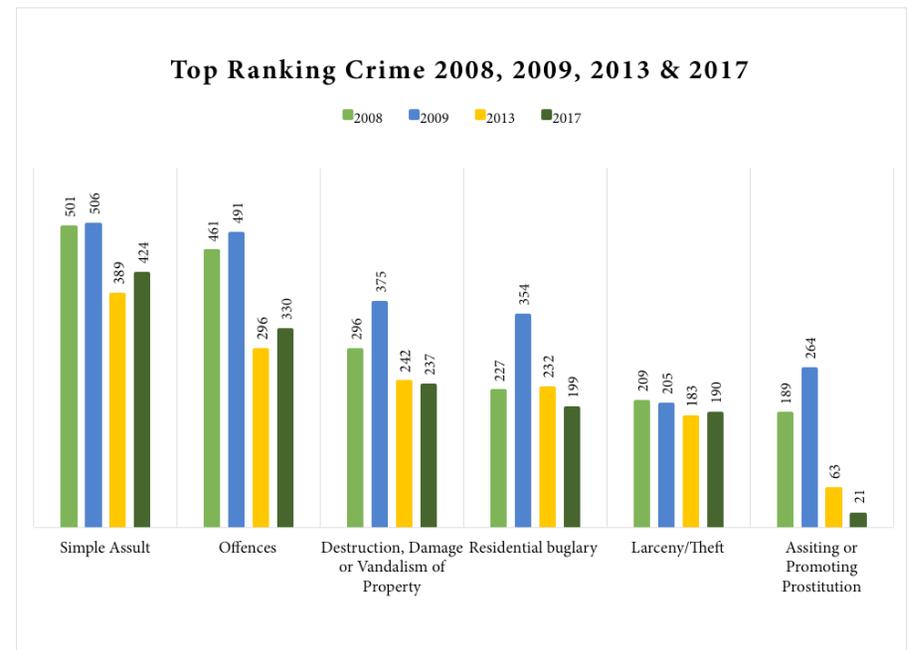
This increase in crime and decrease in the community's sense of safety and security continued well into the 2000s and was further worsened by the 2008 Housing Crisis and Recession. Vacant and abandoned housing unintentionally aided crime by providing space to hide and grow.

In the decade from 2008 to 2018, crime was highest in the three years from 2008 to 2010. Crime reached its highest peak in 2009 with a recorded crime count of 4023 and its second highest in 2010 with a recorded crime count of 3808. This increase in crime is comparable to many urban neighborhoods across the country during the 2008 recession.

Analysis showed the following top ranking crimes within the Corridor in 2009: 506 cases relating to simple assault (306 assaults and 169 domestic violence), 491 different offenses (mostly juvenile offenses), 375 cases relating to destruction/damage/vandalism of property, 354 cases relating to residential burglary, and 264 cases relating to assisting or promoting prostitution. Compared to 2008 crime data, the Corridor saw an increase in crimes relating to assisting or promoting prostitution, residential burglary and thefts from motor vehicles and destruction/damage/vandalism of property in the year 2009.



Data shows 2013 as the lowest crime year within the decade between 2008 and 2017. Since 2010, however, there has been a gradual decrease in crime to as low as 2607 in 2013 and 2632 in 2017. The largest decrease since 2009 has been in crimes related to assisting or promoting prostitution. There were only 21 reported cases of crimes relating to prostitution in 2017. Though crimes relating to simple assault, offenses, destruction/damage/vandalism of property, and residential burglary have decreased since 2009, they still represent the top ranking crimes within the corridor.



Desired Outcome

Stakeholders desire to see a continued decrease in crime in the Corridor, especially along North Main Street where most crime is concentrated. Stakeholders believe that a decrease in crime will increase the community's sense of safety, change the negative perception about the Corridor and surrounding neighborhoods, and inspire a more proactive, community-based approach to crime and safety.

"This goal is one of the most important because residents are more willing to engage in the community when they feel safe."

- Corridor resident -

"We need to be more proactive and not reactive (with crime issues)."

- Corridor resident -



Goals and Strategies

- **Form a neighborhood crime watch network.** Work with DPD to help create an effective crime watch network of various neighborhood crime watch groups.
 - Train volunteers through safe crime prevention. DPD offers training on general crime prevention and safety for residents and neighborhood groups.
 - Check homes of vacationing residents;
 - Report street lights out and street or traffic signs damaged or missing; and
- **Volunteer to become a Neighborhood Assistant Officer.** The Neighborhood Assistance Officers (NAO) program was established in 1970 as a volunteer group of private citizens assisting the DPD. NAOs are dedicated to improving the quality of life in Dayton communities and are a vital part of the DPD. NAOs:
 - Patrol and observe neighborhoods, parks, schools, businesses, and City properties, calling in any violations or suspicious activity they observe;
 - Relieve DPD officers of non-enforcement duties so officers can quickly respond to emergency and criminal calls;
 - Assist with traffic control at accidents, fires, crime scenes, emergencies, natural disasters, and special events;
 - Use vehicles and police radios to enhance patrol abilities and to provide communication with dispatch in the event police intervention is required.

- **Crime prevention through environmental design (CPTED).** This is a tactic of preventing or deterring crime through various environmental designs.
 - Install decorative lighting fixtures. Decorative lighting will enhance aesthetics and increase visibility along major corridors.
 - Beautify crime-ridden alleys. Alley-beautification is a crime prevention method of temporarily or permanently closing alleys to create open community green spaces.
- **Clean up blighted, overgrown and crime-ridden alleys and properties.** Cut down over-growth, around vacant/nuisance properties and along alleys so as to expose illegal activity.
- **Install cameras along business districts.** In the past, businesses along North Main Street have banded together to fight crime by installing cameras along storefronts. Cameras can be installed with the help of a collective business association.
- **Organize regular safe space events where police and community can engage.** Events like “Coffee with a Cop” help communities build and maintain partnerships and relationships with law enforcement.

Ongoing Strategies

- **Increased police presence in the Corridor through the DPD’s Place-Based Policing Initiative.**
 - In 2017 the DPD initiated a place-based policing initiative. Place-based policing focuses on placing more patrol resources

in hot spot crime areas. Beginning in December of 2017, and continuing to December of 2018, DPD assigned two full-time police officers to the Corridor. The officers’ duties include, but are not limited to, working closely with the community to address quality of life issues caused by crime.

- Residents would like this initiative to continue permanently because it offers a more proactive community-based approach to addressing crime and safety.
- **North Main Street Illegal Drugs Task Force.** This is a grassroots task force that was formed by members of the Corridor community to find ways to address the ongoing illegal drug related issues.

Housing and Blight

One of the most visible issues affecting the Corridor is blight. Blight was ranked highest in both the weaknesses and threats categories of the community SWOT Assessment. Stakeholders identified vacant and abandoned properties and illegal dumping as two of the main causes of blight throughout the Corridor.



History and Existing Conditions

As with most American cities, Dayton experienced rapid suburban expansion following World War II. The automobile made it possible to live, work and shop anywhere. This resulted in a major shift of its middle-class population in the 1950s and 1960s, accompanied by a parallel relocation of shopping facilities, office buildings, and manufacturing to the new suburban areas. For example, in 1940,

71% of the population of Montgomery County resided in Dayton. Although both the city and county grew significantly in the 1940s, the percentage of the county population living in Dayton had dropped to 61% by 1950. By 1960, only 49.7% of the county's residents lived in Dayton. By 1970, only 40% of the county population lived in Dayton.

The 1970s and 80s saw the former “hustle and bustle” of North Main Street fade due to classic patterns of neighborhood decline. Shopping habits shifted to suburban shopping malls and super stores. Drivers began using side streets to avoid delays on Main Street, Salem Avenue, and I-75. Drug dealers and prostitutes set up camp along the vulnerable edges, further deteriorating the stability of the Corridor. Homeowners fled, absentee landlords came in and short-term renters with no equity in the community allowed their houses and apartments to fall into disrepair.

As the suburbs proliferated, the Corridor changed. Mostly left behind was one of the biggest concerns of the community: the problem of racial justice, with the concomitant problems of poverty and crime, a legacy of earlier segregation. The area went from a community of predominately white, middle class homeowners to one dominated by renters, vacancies, and minorities. Although there were no laws establishing segregation in housing, de facto segregation existed in the Corridor and was accomplished through threats, deed restrictions and redlining. The Federal Housing Administration (FHA) contributed to the decline of housing quality in the inner city by practicing discriminatory housing policies. The FHA, which was created

in 1934, developed policies to insure mortgages only in racially homogeneous neighborhoods. Many inner-city neighborhoods were redlined, meaning no mortgage insurance would be granted for purchases in those areas. In effect, this policy made it less expensive to buy a house in the suburbs than to rent in the inner city.

The 2000s brought tremendous change due to the Great Recession and the opioid crisis. The Santa Clara neighborhood was ground zero of Ohio's foreclosure crisis. Data showed it was one of the 10 most abandoned areas in the country and that by 2010, 40% of the neighborhood was empty. By 2016, it had the highest proportion of vacant structures out of Dayton's 66 neighborhoods. Five Oaks saw their population drop from 55,855 to 39,020. Today the city of Dayton has almost 6,000 vacant and abandoned houses and continues to demolish in the Corridor, as funding is available.

Housing Vacancy, Abandonment, and Blight

The Corridor maintained a healthy housing occupancy until 2000. Housing Unit census data for that year show that 83.4% of housing was occupied, with 40.6% owner-occupied and 42.8% renter-occupied. Only 16.6% of housing remained vacant. That number is comparable to the 12.7% housing vacancy throughout the city that year. The housing vacancies noted in the 2000 census data resulted from the gradual population decrease from suburban flight. The population decrease and housing vacancies in the Corridor and in Dayton as a whole can also be attributed to socioeconomic changes such as the loss of jobs caused by the departure of major employers.

Comparative Housing Units Census & ACS Data (2000– 2016)

| | 2000 Census Data | | 2010 Census Data | | 2012-2016 ACS Estimates | |
|--------------------------|------------------|--------|------------------|--------|-------------------------|--------|
| | N. Main Corridor | Dayton | N. Main Corridor | Dayton | N. Main Corridor | Dayton |
| Owner Occupied | 40.6% | 46.2% | 28.3% | 39.3% | 26.5% | 37.4% |
| Renter Occupied | 42.8% | 41.1% | 37.8% | 39.5% | 36.4% | 39.8% |
| Vacant Housing Units | 16.6% | 12.7% | 34.0% | 21.1% | 37.1% | 22.8% |
| Total # of Housing Units | 8,456 | 77,567 | 8,007 | 74,072 | 8,037 | 74,333 |



By 2010 housing unit vacancy had doubled to 34.0% in the corridor and 21.1% throughout the city. The majority of vacancies in the Corridor happened in owner-occupied housing. Though there may be various reasons for the increase in housing vacancies, one major contributing factor was the nationwide 2008 Housing Crisis and Recession. Similar to many residential neighborhoods in the nation, the Corridor saw a large number of foreclosures and property abandonment as property owners found it hard to afford their mortgages.



Residential Property Values

Continued foreclosures and abandonment left many properties in disrepair and soon led to dilapidation and blight, which have and continue to take a toll on property values. Data provided by the Montgomery County Auditor's Office shows that the average median home values in the Corridor have decreased by about 31.9% since 2011 (this is a decrease from \$47,292 in 2011 to \$32,208 in 2017). Median home value data suggest the Riverdale neighborhood and planning district experienced the largest percentage of home value loss, by about 45% since 2011. The Santa Clara neighborhood experienced the second largest decrease in home values, about 33% since 2011. The Hillcrest planning district has consistently had the highest median home values of all the planning districts within the corridor since 2011.

Medians Home Values by Montgomery County Auditor's Office

| Neighborhood | 2011 | 2014 | 2017 |
|--------------------------------------|-----------|-----------|-----------|
| Five Oaks | \$ 50,070 | \$ 38,480 | \$ 36,870 |
| Hillcrest | \$ 57,370 | \$ 49,030 | \$ 42,840 |
| North Riverdale | \$ 49,650 | \$ 37,430 | \$ 32,470 |
| Riverdale | \$ 32,690 | \$ 19,000 | \$ 17,910 |
| Santa Clara | \$ 46,680 | \$ 33,160 | \$ 30,950 |
| North Main Average Median Home Value | \$ 47,292 | \$ 35,420 | \$ 32,208 |

Median Home Value Change by Montgomery County Auditor's Office

| Neighborhood | 2010-2011 | 2013-2014 | 2016-2017 |
|-----------------|-----------|-----------|-----------|
| Five Oaks | -15.55% | 1.61% | -0.54% |
| Hillcrest | -10.36% | -8.63% | -8.50% |
| North Riverdale | -17.48% | -17.80% | -7.34% |
| Riverdale | -16.17% | -26.60% | -2.77% |
| Santa Clara | -16.62% | -22.47% | -3.17% |

Vacant Commercial Properties



Most commercial properties in the Corridor are located along North Main Street. Commercial properties located north of the Corridor are for the most part in fair condition and occupied. The commercial properties showing the most blight are generally located in the portion of the Corridor south of Indianola Avenue and Victor Avenue and at the corner of Hudson Avenue and North Main Street.

Desired outcome

Residents of the Corridor desire to see more removal of blight. In instances where housing can be rehabbed, they desire to see those properties fixed up and reoccupied by a diversity of residents. Housing that cannot be rehabbed should be demolished. There is a strong belief that blight removal will improve the appearance of the Corridor and help prevent crime. The demolition of dilapidated houses and the rehabilitation of all others would increase the Corridor's population and put "more eyes on the streets" and alleys, thus discouraging additional blight, like illegal dumping, throughout the neighborhoods.



Goals and Strategies

- **Utilize existing City of Dayton Public Works Department programs, initiatives, and services to reduce illegal dumping and blight.** The City of Dayton's Public Works Department has initiated programs and services that, if strategically utilized in the Corridor, would efficiently address some blight issues.
 - Identify hot spot illegal dumping sites to aid in the strategic installation of dumping sites cameras. Illegal dumping site cameras are installed at hot spot dumping sites to both capture and deter illegal dumping culprits.
 - Encourage the use of the Dayton Delivers App to report various blight-contributing issues. Dayton Delivers is a mobile phone and/or website application that any resident can use to report the following:
 - Trash and recycling issues such as bulk waste pickup;
 - Street issues such as potholes, signs, dead animals, leaf collection, and debris;
 - Housing and neighborhood issues such as code enforcement, graffiti, and appearance issues; and
 - Vacant land/structure issues such as overgrown yards and structural issues.
 - Street Tree Planting Program. Form a steering committee to identify locations for new trees.
- **Establish a Community Reinvestment Area (CRA) for the entire Corridor.** The Community Reinvestment Area (CRA) Program is a direct incentive tax exemption program benefiting property owners who renovate existing or construct new buildings. This

program permits municipalities or counties to designate areas where investment has been discouraged as a CRA to encourage revitalization of the existing housing stock and the development of new structures.

- **Encourage the use of the LotLinks program.** The Lot Links program is a partnership between individual citizens or developers, the City of Dayton, and Montgomery County. The program provides a way of bringing abandoned, tax-delinquent properties back into productive use through:
 - Acquisition of tax-delinquent vacant lots by those seeking lots for yard or home expansion, building of garages, urban gardens, etc.
 - Acquisition of tax-delinquent abandoned housing stock by those willing to perform rehab work or demolition/housing construction. Abandoned tax-delinquent commercial properties may also be acquired via Lot Links.



- **Conduct block-by-block surveys of the Corridor to facilitate the City’s demolition and redevelopment efforts.** This analysis would address deterioration and note code violations, thus serving as a catalyst for the Corridor’s redevelopment. City Staff can then conduct more strategic demolition in the Corridor.
 - Citizen Inspectors: With the help of the Corridor Plan Steering Committee, form a citizen inspector patrol group to take inventory of repairable and demolition-worthy properties to help with City and County demolition initiatives.
- **Enhance the appearance of both occupied and vacant/abandoned structures especially along major corridors.**
 - Utilize mural art to activate blank walls and façades. Mural art can be used in areas like the Santa Clara Business Districts to beautify the Corridor and showcase the community’s vision for a brighter future.
 - Encourage property care and maintenance by distributing yard standard brochures. Make sure existing property owners, especially along high visible corridors, keep their properties clean and maintained.
 - Create and distribute a business “store-front standards” brochure. Create a storefront maintenance and care standards brochure similar to the City’s “yard standards” brochure.
 - Market existing home repair and improvement programs to existing income-eligible homeowners.
- **Create a beautification committee.** An alliance of community members dedicated to advancing blight/trash cleanup and beautification efforts.
 - Establish a community cleanup roster to ensure that all Corridor neighborhoods are cleared of trash at least twice a year. Throughout this planning process, it was evident that some neighborhoods, especially those with organized and well-attended neighborhood associations, had more resources and manpower to conduct cleanups. This initiative would ensure the organization and distribution of resources and manpower to clean up all Corridor neighborhoods.
 - **Beautify the Corridor’s major gateways.** Beautiful well-designed and maintained spaces discourage littering and blight.
 - **Provide a variety of housing opportunities.** This is important for a healthy economy. For example, construct affordable rental housing with single-level floor plans or elevator-equipped, multi-story buildings for seniors, especially those who want to age in place within the Corridor.



Traffic and Pedestrian Safety

In recent years the Corridor has seen a noticeable increase in two major traffic and pedestrian safety issues: high-speed traffic along North Main Street and Riverside Drive, and an increase in pedestrian and motor vehicle crashes and fatalities along North Main Street.

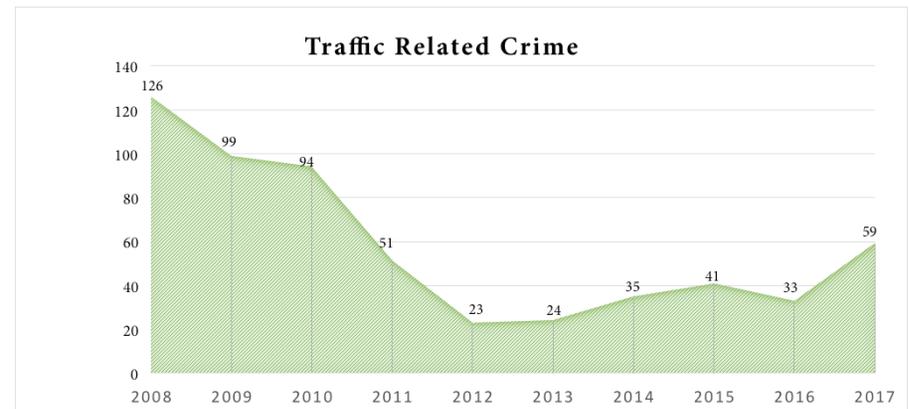
History and Existing Conditions

Prior to the 1920s there were no zoning ordinances regulating street layouts. Streets were typically platted in any fashion the developer preferred; for example, streets did not necessarily have to connect. Therefore, streets were commonly discontinuous, jogged, and had various orientations.



In 1921, the former Dayton and Covington Pike was officially designated North Main Street/State Route 48. The new highway simply followed the footprint of the old toll road, which featured a major jog at Santa Clara Avenue, which is still evident today. As the automobile gained favor, North Main Street transitioned from a pedestrian-oriented route to a speedy thoroughfare.

Corridor Traffic Crime Data



The graphic above shows how traffic-related crime has reduced by approximately 50% since 2008. The top ranking traffic crime within the Corridor relates to failure to comply with order or signal of the police officer. The second top ranking traffic crime relates to stopping after an accident and exchanging of identity and vehicle registration. Crimes relates to stopping after an accident and exchanging of identity and vehicle registration were more prevalent in the years between 2008 with 64 incidences and 2011 with 19 incidences.

North Main St Crash Data

DPD Crash Analysis data from 2011 to 2016 shows that vehicle crashes along North Main Street have increased gradually since 2011. In the period from 2011 to 2016, 21.5% of crashes along North Main Street were caused by following too closely, 20.3% by failure to yield, 15.2% by failure to control, 8.0% by improper lane change/passing/off-road and 5.2% by running a red light. Fatal pedestrian motor crashes along North Main Street increased from 0 in 2011 to 1 in 2012 and 2013, up to 3 in 2016.



Desired outcome

Stakeholders envision safe pedestrian and vehicle conditions along major roadways as well as within the Corridor neighborhoods, and a reduction in both high-speed traffic and pedestrian/vehicular crashes along North Main Street and Riverside Drive.

“When this neighborhood is a destination, not a thru-way, the speeding will go away.”

- Corridor stakeholder comment -

Goals and Strategies

- **Initiate the DPD Crash Reconstruction Unit’s Traffic Improvement Recommendations for North Main Street.** These recommendations were based on an analysis of Traffic Data from 2017.
 - Increase the number of speed limit signs for northbound traffic near Bruce and Santa Clara Avenues.
 - Install pedestrian flashing signs southbound along North Main Street.
 - Periodically reinstate red-light cameras/ photo enforcement.
- **Initiate traffic calming devices along high-speed roadways.**
 - Alter traffic-light sequencing. Make it difficult to go above the posted speed limits.
- **Maintain existing transit infrastructure.** This includes roadway resurfacing, sidewalk repaving, and bus shelter improvements.

- **Install bike and pedestrian amenities that lead and connect to major Corridor destinations.** Dedicated bike and pedestrian paths can help increase foot traffic and activity at Corridor destinations.
- **Transform major roadways into complete streets.** North Main Street and Riverside Drive are the Corridor's large commuter roadways. The recently-adopted Dayton Transportation Plan 2040 recommends the following complete street elements for large commuter roadways:
 - Pedestrian facilities. Highly visibility crosswalks, pedestrian refuge islands, and pedestrian hybrid beacons
 - Bicycle facilities. Cycle tracks, bike box, and two-stage turn queue box
 - Way-finding signage. For all roadway users
 - Street-scape features. Decorative lighting and street furniture
 - Green infrastructure. Street trees and landscaping
 - Transit facilities. Signage, transit information, and shelters.
- **Resolve Riverside Drive traffic barriers that block the Corridor's access to the riverfront and parks.**
 - Install pedestrian facilities like highly-visible marked crosswalks at major riverfront and parks access points (Siebenthaler Avenue, Ridge Avenue, and Helena Street bridges). This will create safe passage across Riverside Dr and provide access to the riverfront and to the surrounding parks.
- **Enhance gateways into and within the Corridor.** Install or enhance gateway features that identify the character of places and influence traffic behaviors within the neighborhoods and districts.



Ongoing Strategies

- Ohio Department of Transportation (ODOT) Traffic Study of North Main Street. After noticing some concerning pedestrian/motor vehicle crashes along North Main Street/State Route 48, the Department of Public Works Division of Civil Engineering with the help of the DPD's Crash Reconstruction Unit requested and secured an ODOT Traffic Study Grant. Traffic studies are made for intersections and non-intersection roadway segments to determine what if any improvements should be made to improve safety and the operation of the road. ODOT commenced the study in the fall of 2018.



Land Use and Zoning

Land use and zoning play a large role in the development of a community. It is important to examine current land uses and zoning regulations to ensure that they align with the goals of future development.

History and Existing Conditions

Prior to the 1920s, Dayton had no zoning ordinances regulating the sizes of buildings, or where they were located. Business districts often extended into residential sections, and industrial buildings could be built in the middle of a residential neighborhood. This resulted in chaotic conditions whereby landowners could build to any height or under any plans whether to the danger of his neighbor or not. Streets in these areas were often discontinuous, jogged, and sometimes had a different orientation. Consequently, development prior to the 1920s, which includes many parts of Dayton and much of the Corridor, had grown without regard to the whole city. This lack of early planning created bizarre patterns of undirected city expansion.

The 1926 Zoning Code and Map

In 1925, the Technical Advisory Corporation, under the auspices of the City's Plan Board, was hired to zone the city for the express purpose of protecting owners and taxpayers from the depredations of neighboring property owners. The recommended zoning did not affect homes already established, but for all new construction, zones were created to cluster similar development.

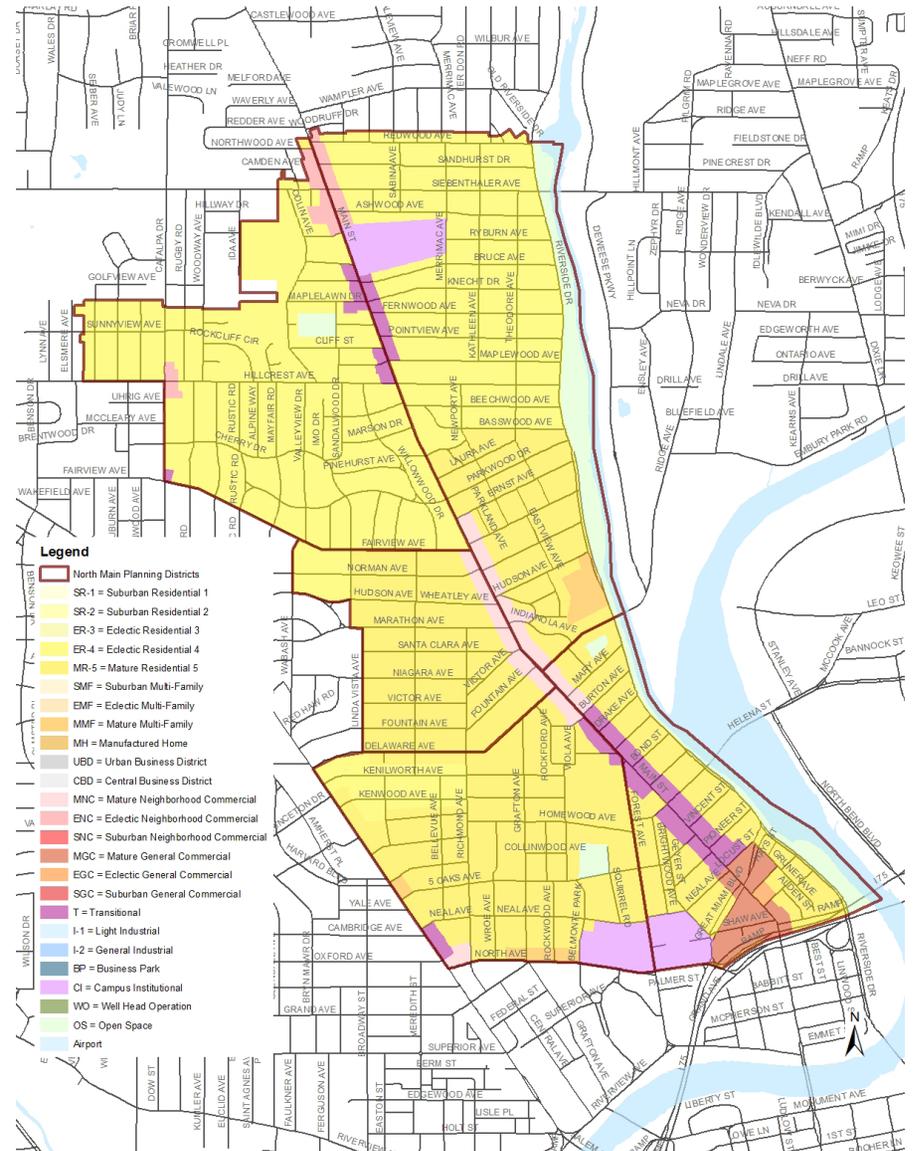
The first Building and Zoning Ordinance was adopted in June of 1926 through Ordinance #12831. The 1926 Building and Zoning Code had seven zoning districts and only three (two residential and one business) of those zoning districts existed in the Corridor. All blocks adjacent to State Route 48 were zoned for local business uses. Though the area was zoned for local business uses, a large majority of the existing land uses along the corridor were residential in nature. As the city developed and the need for additional zoning districts and land use grew, the Building and Zoning Ordinance was revised in 1949 to include eight total zoning districts. The revised zoning map showed additional zoning districts in the Corridor.



The 2006 Zoning Code and Map

The current Zoning Code and Map was adopted in 2006. There are 26 zoning districts represented in the code, of which eight are found in the Corridor. The current zoning map closely represents the land uses within the Corridor and shows the following zoning districts:

- Mature Single-Family Residential (MR-5).** This zoning district is the largest and most prevalent in the Corridor. The majority of this zoning district is located in the southern part of the Corridor, closest to downtown. The intent of this district is to promote, preserve, and protect neighborhoods with traditional urban character. This district has small, dense lots that were generally developed before 1920 in a regular street grid pattern. This district encourages historic preservation, compatible development, and well-designed, adaptive reuse of commercial buildings.



- **Eclectic Single-Family Residential (ER-4).** This zoning district is the second largest in the Corridor. This zoning district comprises the majority of the northern area of the Corridor. The intent of this district is to promote, preserve, and protect residential neighborhoods that have characteristics of both the Suburban and Mature districts. Eclectic areas are generally found between the Suburban and Mature areas, with neighborhoods of varying density. Eclectic residential development will match existing predominant development patterns.
- **Mature Neighborhood Commercial (MNC).** This district represents the largest commercial zoning district within the Corridor. Development in this district should have an urban form and be pedestrian-oriented. Preservation of historic buildings is strongly encouraged. This district is located in the center of the Corridor and covers the once-vibrant and pedestrian-oriented Santa Clara Business District. Many of the buildings found within this commercial district are mature and historic in character.
- **Eclectic Neighborhood Commercial (ENC).** This district is located in the northern section of the Corridor along North Main Street, between the Gary Haines Children's Services Center and the northern city limits. The ENC district is not quite as urban as the MNC District, but pedestrian-oriented development and preservation of historic buildings is expected.
- **Transitional (T).** This zoning district represents the predominant zoning district found along North Main Street. The purpose of this district is to support the rehabilitation and/or redevelopment of underutilized, commercially-zoned areas where traditional business district zoning is inappropriate or unsuccessful. This district allows a mix of uses appropriate for creating a mixed live-work environment at a scale and character compatible with the surrounding residential neighborhoods. Uses in this district include a limited range of commercial services such as office, residential development, and live-work units. Retail uses are not permitted in this district.
- **Mature General Commercial (MGC) and Eclectic General Commercial (EGC).** These districts provide a wide range of goods and services to a large consumer population coming from an extensive area. Development in the MGC district must have an urban development pattern. The buildings are to be at or close to the sidewalk. The land uses may be more intense than typically found in other neighborhood commercial districts. Development in the EGC district may be more suburban in form, but pedestrian-orientation is still a priority.
- **Campus Institution (CI).** There are two CI districts in the Corridor: Grandview Medical Center and the Gary Haines Children's Services Center. This district and its regulations are established in order to accommodate institutional facilities and their associated uses in a manner that recognizes the unique development and location characteristics of large-scale institutional uses while respecting the needs of adjacent property owners and residents.

Desired outcome

Ensure that the Corridor is zoned to allow land uses that support the goals and strategies of this plan.

Goals and Strategies

- **Establish zoning districts and land uses that encourage a variety of neighborhood-oriented, commercial businesses in the Corridor.**
 - Rezone some Transitional Zoning districts into Mixed-Use zoning districts. The Mixed-Use zoning district permits retail commercial uses. This rezoning would also support the Housing and Blight goal to provide a variety of housing options.
- **Maintain and preserve the integrity of established residentially-zoned districts and land uses.**
 - Encourage residents to attend and be a part of the North Central Land Use Board. The City has a citizen advisory board that makes community-based, land-use recommendations to the Board of Zoning Appeals, City Plan Board, and City Commission. Land Use Board meetings allow citizens the opportunity to be involved and influence land use decisions within their community.
 - Encourage the use of the Dayton Delivers App to report code violations.

- **Identify and establish special overlay districts.** Special overlay districts can further regulate, maintain, and preserve the fabric and design of the existing and future built environment.
 - Identify and establish Historic Overlay Districts. This will preserve areas and buildings of architectural and/or historic significance in the Corridor.
 - Corridor Overlay District.
 - Neighborhood Business Overlay District.



Economic Development

Although mostly residential in nature, the Corridor contains pockets of commercial areas which have been identified as economic development catalysts. The number one identified economic development catalyst is the Santa Clara Business District, located along North Main Street from Hudson Avenue to Delaware Avenue.

History and Existing Conditions

As early as the 1920s, and as North Main Street became increasingly commercial in nature, larger, stately homes along the road were abandoned in favor of quieter areas. These homes became obsolete and were commonly converted and remodeled into other uses. One common, early adaptive reuse was the conversion of single-family homes into funeral homes. The former single-family houses at 1029, 1231 and 1235, 1706 and 2209 North Main Street are examples of this phenomenon. Houses were also demolished to make way for newer commercial businesses, especially those relating to the automobile, like gas stations. Other homes were simply added onto to accommodate house businesses.

By the 1950s, North Main Street was a thriving, fully developed, heavily-traveled, commercial arterial. One never had to leave the Corridor for personal or business needs. Banks, shops, movie theaters and supper clubs/restaurants provided ample opportunities for entertainment. North Main Street reached its zenith in the 1960s. Soon after, as residents and shoppers were drawn to the suburbs, the Corridor began a decades-long loss in population and services. By the 1990s, most of the Corridor's smaller mom-and-pop businesses

closed or moved to the suburbs. Since the 1990s, grocery and convenience stores, restaurants, banks, gas stations and daycares as well as a few smaller mom-and-pop businesses, like the Dayton Nut Specialties (established 1923) have carried on and continue to thrive in the Corridor.



The 1990s saw a burst of energy to revitalize the Santa Clara business district. Small specialty shops, restaurants and art galleries opened, fostering an artsy image for the district. Buildings were renovated, and grants were obtained to build a shared parking lot on two vacant lots at 1950-1954 North Main Street. The city poured money and muscle into reviving the business district through its Town Centers Program, part of a citywide strategy that targeted at least six neighborhood business districts for revitalization. By 1995, the district featured three restaurants and seven art galleries, all celebrated through the Santa Clara Arts Festival. The Town Centers

Program also offered resources for financial incentives and capital improvements, such as the free parking lot and a Walk of Fame, dedicated in 1996.

Since the 1990s, grocery and convenience stores, restaurants, banks, gas stations, and daycares have thrived, along with a few smaller businesses that carry on the North Main Street mom-and-pop tradition; they include Dayton Nut Specialties (1923), Marker & Heller Funeral Home (1925) and the Ohlmann Group (1949). The Santa Clara business district is also currently experiencing a spark of momentum with the opening of the Santa Clara Juicery in June of 2018 and other public and private investments. However, businesses and commercial buildings along North Main Street are still threatened by demolition and vacancy, as well as the human capacity to demolish, alter, and abandon buildings.



Desired outcome

Develop a vibrant, stable and sustainable neighborhood business district that caters to the needs of both residents and potential businesses.

“We sometimes forget the value of mom and pops.”

- Corridor resident -

Goals and Strategies

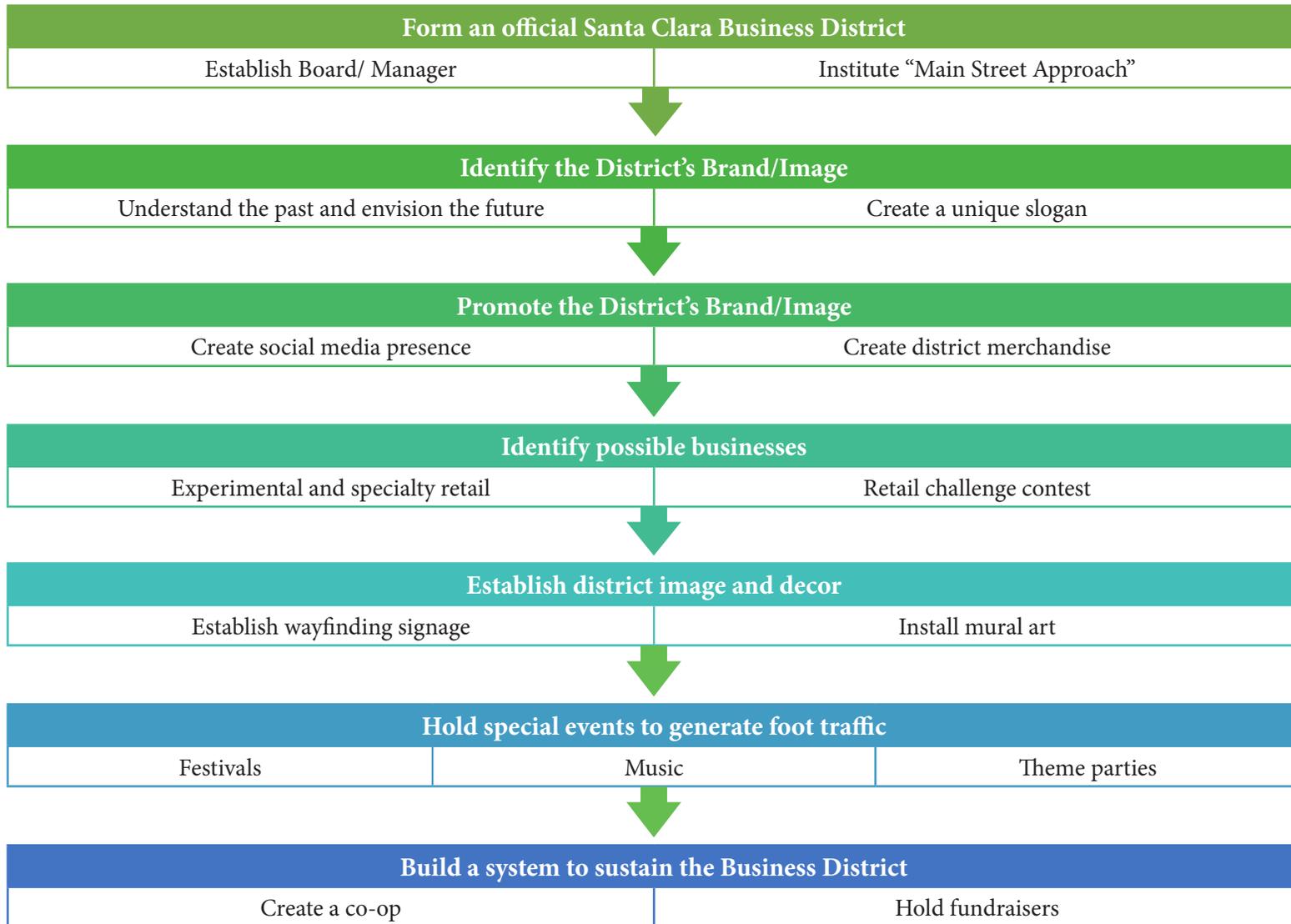
- **Re-establish the North Main Street Business Association.** The association will serve to improve communication, collaboration, and beautification efforts along North Main Street.
 - Consult with successful local business associations to identify best practices and resources. North Main Street Business Association and/or North Main Street Manager can align with the organization(s) to identify best practices and resources.
 - Keep Corridor clean and presentable. Continue targeted neighborhood cleanups and establish a North Main Street Business Association fee to help with beautification efforts.
 - Consider hiring a part-time or full-time North Main Street Business Manager. The manager would be assigned to promote activity along North Main Street using the nationally renowned “Main Street Approach.”

- **Understand the Corridor's existing businesses and commercial real estate.**
 - Conduct an assessment of existing businesses in the Corridor. The assessment will allow for a better understanding of existing market needs and identify new businesses and needs.
 - Assess the condition of vacant commercial buildings in the Corridor. Work with Historic Preservation Officer and Chief Building Official to identify viable and demolition-worthy commercial real estate.
 - Create an online building inventory of property listings. The North Main Street Business Association could create a website to market vacant and viable underutilized properties.
 - Conduct building tours for potential businesses. These tours would allow buildings to be opened and marketed to potential investors and business.
- **Encourage small local startup and entrepreneurial businesses that want to make North Main Street their home.**
 - Consult with the City of Dayton Economic Development Department for resources and programs to assist small businesses. The department can assist local startups by providing information on the small business program, available tax support, incubation, educational opportunities, and general training.
 - Create a collaborative entrepreneurial incubator program. A program aimed at second-stage growth businesses.

- **Collaborate with existing food-related business to bring in more fresh food options.** The community can work with business owners to identify possible sources for fresh food suppliers.
 - Dollar General Stores now offer Fresh Food Markets. [Http://www2.dollargeneral.com/market/Pages/index.aspx](http://www2.dollargeneral.com/market/Pages/index.aspx)



- **Facilitate the redevelopment of the Santa Clara Business District.** The Santa Clara Business District has been identified by residents and City staff as a possible catalyst for a corridor-wide reimagining and redevelopment.
 - Conduct a Market Analysis Study to understand the corridor community's demand



Citizen Engagement and Neighborhood Development

It is important for citizens to be involved in the development of their community. Citizens play a vital role in the improvement of the quality of life within their communities.

History and Existing Conditions

Citizen engagement in the Corridor was elevated in 1967 with the formation of the Assembly of Area Councils (ACA). The ACA included nine councils and was the first organization of neighborhood and area councils in the Dayton area. Don Crawford, an executive assistant to the Dayton City Commission at the time, drafted the format of the ACA. He stated “the action you take here may be as important an organizational effort as this city has seen in many years.” He added “unprecedented civic power is coming into existence with the formation of the assembly.” Crawford believed that the answer to the problems of the day was in the involvement of people, and that only through this type of organization, could people become involved. The assembly was aimed at organizing the various area councils into one unit to promote citizen participation in solving problems and to stimulate leaders to take action for neighborhood and community improvement.

The Fair-River-Oaks Council (FROC) was formed around the same time and was a member of the ACA. FROC was formed to tackle problems in five Dayton neighborhoods: Lower, Middle, and Upper Riverdale, Fairview, and Five Oaks. The boundaries of FROC were Salem Avenue (on the west), the city limits (on the north) and the Great Miami River on the south and east. At the time, it was believed

that the main problems in FROC were regulation of both transient tenants and business expansion.

In an effort to again facilitate the involvement process, in 1975 the City of Dayton established neighborhood Priority Boards in six sections of the city: FROC, Southeast, Southwest, Northeast, Northwest, and Innerwest. Priority board members were elected from their respective areas and assistance was provided by the City of Dayton. This system remained in place until 2014 when the City of Dayton transitioned from Priority Boards to a new Citizen Engagement Strategy (CES), designed to focus on neighborhoods, leadership development and training, active community engagement, and communication. The CES added five Priority Land Use Committees, covering the boundaries of the entire city; they included Downtown, West, North Central, Northeast, and Southeast.



All ten of the Corridors' neighborhoods are included in the FROC and North Central Priority Land Use Committee: Riverdale, Five Oaks, Redcrest, Upper Riverdale, Sandalwood Park, Santa Clara, Hillview, Sunnyview Catalpa, Rock 'N Woods, and Rocky Hills. Of those 10, only six currently have active neighborhood associations: Riverdale, Five Oaks, Redcrest, Upper Riverdale, Sandalwood Park and Hillview. Santa Clara, Sunnyview Catalpa, Rock 'N Woods and Rocky Hills do not have regularly active associations. Still, even if active, associations continue to struggle to increase attendance and keep up with the changing demographics of the area.



Desired outcome

Increase neighborhood pride and build stronger neighborhood relationships by encouraging more diversity in the Corridor, supporting the growth and development of neighborhood associations, establishing more neighborhood amenities, providing better access to community assets, resources and amenities, and helping develop and foster relationships that help build a sense of ownership, belonging, and community.

Goals and Strategies

- **Encourage more residents to participate in civic engagement and neighborhood development programs.**
 - Neighborhood Leadership Institute (NLI). Neighborhood Leadership Institute (NLI) is an annual 14-week program that trains Daytonians for current or future leadership opportunities in the city. Workshops are held at various locations and presentations cover topics such as Dayton history, the role of city government, the criminal justice system, cultural diversity and skill-building components, such as public speaking and small-group dynamics. The highlight of the program is a bus tour that covers all of Dayton's neighborhoods and introduces participants to areas of the city. Class members also complete field assignments to expand their knowledge of Dayton, city government and the community at large.

- Regional Neighborhood Network Conference (RNNC). RNNC is a three-day annual Midwestern regional neighborhood conference event where corporations, governments, and community leaders gather to learn from each other and gain valuable ideas to help transform their own communities.
- Volunteer to become a Neighborhood Assistant Officer.
- **Assist in the growth and development of neighborhood groups and organizations.**
 - Encourage non-active neighborhoods to form an active neighborhood association. Each neighborhood should have an active association and partner with other established neighboring associations for best practices.
 - Conduct SWOT assessments of neighborhood groups and organizations. Each neighborhood group/organization should assess their strengths, weaknesses, opportunities, and threats to identify the best ways to develop and grow.
 - Establish a constant means of communication. Establish constant communication with the community using two or more of the following mediums: website, social media, email forum, newsletter.
 - Legacy leadership. Have a training plan in place for future neighborhood group leaders.
- **Create a neighborhood welcoming committee.** A dedicated welcome team would be responsible for providing new residents with relevant community information and inviting them to engage and participate.
 - Establish a welcoming ritual that provides new neighbors with relevant information about the community.
- **Create a volunteer recruitment plan. Create a successful process of recruiting volunteers for events and project.**
 - Outline job descriptions for volunteers. Provide descriptions that allow possible volunteers to know what skills are needed but will not discourage them.



- **Provide neighborhood groups with training on community engagement.**
 - Inter-organizational training. Initiate a training program to help neighborhood groups learn best practices from successful neighborhood groups.
 - Train neighborhood groups in organizing activities and events that will get people out and about, learning about their community and meeting neighbors. Organize events that everyone can participate in and enjoy such as block parties, community recreational activities, festivals, community gardens, 5-K runs, farmers markets and other neighborhood social events. Good festivals include food, music, and overlapping activities for all ages, and something free.
 - Train neighborhood groups on how to form partnerships with other organizations. Partnerships are important, especially when organizations want to create impactful social and community change.
- **Encourage exemplary stakeholders by awarding good citizenship**
 - Award good home and business maintenance behavior. Nominate neighbors for the monthly Dayton City Beautiful Award or initiate a neighborhood version of the City Beautiful Award.
 - Award outstanding citizens and/or actions. Recommend exemplary community members for local and citywide awards.

- **Enhance neighborhood gateways.**
 - Initiate beautification projects. Improve neighborhood aesthetics.
 - Identify character of each neighborhood. Identify neighborhood gateways and install gateway features that speak to the uniqueness of the places within each neighborhood.



Social Services, Education, and Recreation

History and Existing Conditions

Social Welfare & Religion

The dawn of the twentieth century was accompanied by intellectual ferment, social changes, and a variety of humanitarian reform movements. Americans resolutely believed they were creating a new society, and felt the possibilities of progress were almost limitless. Although some old attitudes persisted, the early twentieth century was marked by tremendous social change. In the Corridor, several city and county services, and institutional organizations were developed for the social welfare of the area's citizens.

In 1901, the City of Dayton established Hose Company No. 14 at 1422 North Main Street. Designed in the Mission style of architecture, it represented a progressive era in Dayton when public buildings were designed to blend in with their neighborhoods. Fondly remembered as the last Dayton firehouse to use horse-drawn apparatus, it closed in 1979. The building was listed on the NRHP in 1980.

Changing ideas on childcare led Montgomery County to establish the Montgomery County Children's Home (Shawen Acres) at 3304 North Main Street. Shawen Acres, with its "cottage system," became a model of progressive optimism and reform regarding the nurturing of children in a park-like setting. Dr. Charles Shawen donated the 19-acre site to the county in 1926. The campus served as an orphanage from 1928-1973 and at its height, housed approximately 300 children. It was later renamed Montgomery County Children's Services and listed on the NRHP in 1991. In 2012, the county demolished all but

one of the cottages and rebuilt a new central building.

Technological improvements in the practice of medicine led to the construction of Grandview Hospital and Medical Center in 1926. Located at 405 Grand Avenue, the hospital is still in operation and has expanded to become the nation's third largest osteopathic hospital system.

As folks settled in the Corridor, Roman Catholic, Lutheran and Protestant churches sprang up to meet the needs of the community. The Northminster Presbyterian Church (1884), the Riverdale Baptist Church (1892), and the Riverdale United Methodist Church (1893), met the spiritual needs of its predominantly Protestant population, while Corpus Christi Church (1911) offered services to the smaller number of Catholics.



Following WWII, religious properties in the Corridor, like those throughout the country, become increasingly subjected to the pressures of shifting social and population patterns. Suburbanization, declining church memberships, and increasing government involvement in the areas of education and social services began threatening churches and church-related buildings. Some religious buildings in the Corridor were abandoned, neglected, altered unsympathetically, or demolished. Yet others responded to these new trends by building new edifices to attract congregants, like the Riverdale Congregational Christian Church (now Agape Bible Fellowship Church) at 2560 North Main Street. The present building was constructed in 1959 to replace a previous edifice at 2530 North Main Street. Although few religious properties in the Corridor are still associated with their original congregation, the buildings themselves continue to serve other congregations and also as neighborhood anchors.

Education

By 1919, there were 28 schools in the city, two of which were located in the Corridor: Van Cleve and Edwin J. Brown. Interestingly, schools of this era were named in honor of famous Daytonians. Van Cleve School was erected in 1893 at 45 West Helena Street and named for Dayton's first teacher and postmaster, Benjamin Van Cleve. It was expanded in 1926 and again in 1963. The latter addition was unusual for its stilt-like construction, which provided open space beneath the building to maximize the use of expansive urban land. Edwin J. Brown School was constructed in 1917 at Parkwood Drive and

Willowwood Avenue. Mr. Brown was the first graduate of the Dayton Normal School and later served as superintendent of Dayton Public Schools. The school was demolished in 2003 and replaced with the current school, renamed Edwin Joel Brown.

In the early twentieth century, thousands of children in the city were enrolled in parochial schools, two of which were located in the Corridor. Corpus Christi was constructed in 1911 as an elementary school. It later merged with two other Catholic elementary schools to form Mary Queen of Peace School, and eventually closed. The building is now occupied by DECA Prep Academy. Julianne High School opened in 1927 as an all-girls high school but was demolished in 2012.



Recreation

The Corridor's location beside the Stillwater and Great Miami rivers and next to several large parks meant that residents enjoyed ample recreational opportunities: canoeing on the river, sporting events at McKinley Park, dances at Triangle Park, and swimming and boating at Island Park created shared recreational experiences which tightened community bonds and gave residents a rich heritage of lifelong memories. Canoeing was an especially popular pastime. In the early days, pillow-lined and Victoria-laden canoes offered romantic interludes before the day of the automobile and canoe competitions attracted large and enthusiastic crowds. At one time, five canoe clubs dotted the banks of the Great Miami and Stillwater rivers. The last of these is Riverdale's still active Dayton Canoe Club, founded in 1912 and listed on the NRHP in 2008.

Interestingly, the 1919 Sanborn Map highlights the fact that the Young Men's Christian Association (YMCA) even recognized the importance of river recreation. The organization established a boathouse on the Stillwater River (on Riverside Drive) just north of its intersection with Ridge Avenue. The YMCA operated an athletic field on the west side of Riverside, directly across from the boathouse, complete with a clubhouse and lockers. The property was eventually demolished and replaced by the Riverside Terrace Apartments.

Desired Outcome

Connect the Corridor with social, religious, educational, and recreational resources and services that can enrich the quality of life. Activate existing buildings and vacant land to create social, educational, and recreational community spaces within the Corridor.

Goals and Strategies

- **Connect the Corridor with existing resources and services.** Provide access to existing neighborhood, community, and city events, resources, and services.
- **Create a Community Resource and Service Center.** A centralized location where neighbors can connect with others, resources, and services.
 - Utilize existing buildings. Potential spot: Santa Clara Business District
 - Provide life skills development opportunities. Organize job search training and job application resources to help increase employment within the Corridor.
- **Create a community resources/services directory** with accompanying map. List the locations and contact information for local groups and organizations that provide social, religious, educational, and recreational services within the Corridor and in surrounding areas. Indicate those resources on a map.

- Publish monthly newsletters to disseminate important information to stakeholders. Each neighborhood could do its own newsletter or a group of neighborhoods could work collaboratively to produce one newsletter.
- Form better relationships with Dayton Public Schools to allow neighborhoods use of the schools' recreational and meeting spaces.
- **Improve traffic and pedestrian conditions on Riverside Drive to better connect the Corridor to existing recreational space.** Improving the pedestrian barrier caused by existing high-speed traffic on Riverside Drive will provide safe access to recreational spaces like the riverfront, Island Park, Triangle Park, and Wegerzyn Gardens Metro Parks.



Dayton Canoe Club on Riverside Drive

- **Provide youth with active, engaging, and enriching experiences that connect them to the community.**
 - Provide youth with volunteer opportunities. Tie youth in with volunteer opportunities and activities they might enjoy doing.
 - Identify youth to help create neighborhood social media presence. Social media is a great way to communicate to neighbors, and the youth may be able to help neighborhood associations with an online presence.
 - Work with the City's Recreation and Youth Services Department. Organize youth enriching programs and projects at community parks.
- **Create more open green space/pocket parks within the Corridor.** Acquire and utilize vacant lots and other passive green spaces within the Corridor to establish active community parks.
 - Establish Adopt-a-Park/Adopt-a-Green space programs. This will encourage community members, institutions, businesses, and associations to maintain, clean, and care for existing active green and recreational spaces within their vicinity

Architecture and Preservation

The Corridor includes a wide variety of architectural styles and types relatively unmatched in Dayton. This architecture is threatened by pervasive factors, including demolition, vacancy, weather, pests, and water, as well as the human capacity to demolish, alter, and abandon buildings. Many of these resources are not replaceable. This section of the plan aims to minimize, ameliorate, or correct threats to historic architecture in the Corridor.

“The underlying reason for preservation planning is the growing recognition, by citizens and governments at all levels, that such resources have value and should be retained as functional parts of modern life. The cultural resources of a community or neighborhood give it its special character and cultural depth. To make effective use of historic resources, to respect their value and extend their lives, it is necessary to integrate historic preservation into community planning.”



History and Existing Conditions

Approximately 182 properties in the Corridor have been recorded with the Ohio Historic Inventory (OHI). This is our state’s list of buildings, sites, structures, and objects in Ohio that retain some level of historic and/or architectural significance and merit recordation. Many of these properties were recorded in the 1970s and, unfortunately, a windshield survey found at least 35 of the 182 properties have been demolished.



Of the 147 still standing, two have been individually recorded on both the NRHP and the DRHP: the Dayton Canoe Club and the Dayton Fire Station No. 14. Additionally, four historic districts are located in the Corridor. Three of the four are listed on both the NRHP and the DRHP: the Grafton-Rockwood-Wroe, Kenilworth and Squirrel-Forest historic districts. The remaining historic district, Shawen Acres, is only listed on the NRHP and has suffered demolition of nearly all of its former campus. Information about all of these resources is provided below and is on file at the City of Dayton:

| Name | Street Address | Designation |
|--|--|-------------|
| 1. Dayton Canoe Club | 1020 Riverside Drive | NRHP; DRHP |
| 2. Dayton Fire Station No. 14 | 1422 North Main Street | NRHP; DRHP |
| 3. Grafton-Rockwood-Wroe Historic District | Parts of Grafton, Homewood, Rockwood Ave, Oaks Ave, Old Orchard Ave. | NRHP; DRHP |
| 4. Kenilworth Historic District | 1131-1203 Salem Ave., 701-761 Kenilworth | NRHP; DRHP |
| 5. Shawen Acres | 3304 North Main Street | NRHP |
| 6. Squirrel-Forest Historic District | North of Homewood Ave. and along the west side of Forest Ave. | NRHP; DRHP |



Desired Outcome

Preserve the Corridor's historic architecture by presenting preservation as an alternative solution to demolition. Identify inexpensive ways to incorporate good design into building rehabilitation. Create incentives to encourage young professionals to move into the Corridor. Incorporate art into preservation efforts.

Goals and Strategies

- **Understand the Corridor's architectural and historical significance and establish historic landmarks and/or historic district(s).** Important resources cannot be replaced if they are destroyed. In order to plan for the preservation of historic architecture in the Corridor, it is necessary that they first are identified and evaluated. A thorough and up-to-date survey (identification and documentation) of resources is critical. Resources documented through survey may include sites, objects, buildings, structures, or properties within historic districts that are typically over 50 years old. It is important to note that a locality's history is found not only insignificant landmarks but also in middle and working-class neighborhoods, modest commercial groupings, industrial structures, farm buildings, bridges, landscapes, and in the often hidden archaeological resources of vacant land.
 - City of Dayton Historic Preservation Officer. Will be responsible for leading and promoting preservation planning in the Corridor.
- **Educate stakeholders about the Corridor's historic architecture.**
 - Windshield survey of the Corridor. Conduct an assessment of the area for any potential architectural and/or historical significance.
 - Assemble a photo inventory and associated histories. Document all buildings, sites, structures, objects, and districts of architectural and/or historical significance.
 - Landmark worthy properties. Nominate architectural and/or historical resources to the NRHP and/or the DRHP.
 - City of Dayton Historic Preservation Officer will compile an architectural context of the Corridor. The report will identify popular building styles, forms, and types found within the Corridor.
 - Create a network with other preservation entities. Organizations such as Preservation Dayton can help promote educational efforts in the Corridor (i.e. "top 10 things to know before you buy a historic building" and "deciphering designation").
 - Conduct building and/or thematic tours. Organize tours to promote the architecture and history of the Corridor.
 - Partner with local universities. Students could conduct a charrette to help envision future architectural development in the Corridor and/or help with projects.
 - Bring history to life. Creatively tell the history of this area by telling engaging stories in interactive settings that capture and sustain attention.

- **Create signage to identify historic landmarks and districts within the Corridor.**

- Murals, wayfinding, historical markers, and plaques
- Apply for City of Dayton neighborhood mini-grants to fund signage.

- **Salvage and reuse historic building materials.**

- Form salvage committee. The Corridor and its neighborhood associations will collectively form a committee to collect materials for re-use.
- Partner with City. When applicable, and if safe, the City will coordinate with the neighborhood(s)/area salvage representative prior to demolition to allow the gathering of materials for reuse.



- **Form a support system to assist the Corridor with rehabilitation and beautification efforts.**

- Educate. Establish a ‘Lending Library’ and “DIY” classes for home improvement education.
- Create directories. Provide a list of qualified professional contractors to neighbors.
- Engage “star power.” Connect with prominent professionals to lend rehabilitation expertise.
- Utilize youth. Form volunteer network to help elderly with home improvement/maintenance.
- Promote beautification. Nominate deserving neighbors for the Dayton City Beautiful Award.

Final Staff Recommendations

As demonstrated, the Corridor is a diverse area with a variety of family types, household sizes, ages, incomes, races, religions, architecture and neighborhoods. North Main Street remains the primary gateway to the north from downtown, and the “front door” of ten neighborhoods that take a great deal of ownership and interest in the Corridor. The cherished quality of life that everyone deserves is at the core of the recommendations made here. Corridor stakeholders have worked cooperatively to put together a set of recommendations that truly reflect everyone’s best interest.

Aside from the goals and strategies listed therein, Staff notes the following final recommendations:

1. Following adoption of the plan, a North Main Street Corridor Steering Committee will be formed to begin tackling the goals and strategies outlined in the plan.
2. Staff will work with the City of Dayton Division of Public Affairs to create a page on the city’s website dedicated to the North Main Street Corridor Plan so that updates and information can be dispersed.
3. The Department of Planning & Community Development will continue to provide staff assistance to implement the goals and strategies outlined in the plan.

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