

PLAN CLAYTON



COMPREHENSIVE LAND USE PLAN

Ordinance No. O-04-18-08
Adopted by Council on May 3, 2018

VISION 4 GOALS

Legacy | People

Context | Vision



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The following groups collaboratively researched and prepared this report for the City of Clayton and Clayton residents:



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Using the Plan and Acknowledgments

A LETTER FROM YOUR CITY COUNCIL

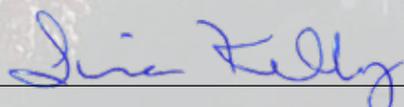
Clayton became a City in 1998, and at that time, at the request of the City Council, the Land Use Advisory Board oversaw the creation of the 1999 City of Clayton Land Use Plan Update. The Plan outlined the goals, policies, and types of land use desired by the City and created a Land Use Plan to govern future development within our newly formed boundaries.

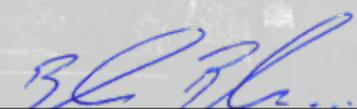
Now, almost 20 years later, it is time to revisit the future of development in Clayton. Many things have changed! The Village of North Clayton, begun in 2006, and continues to develop, Caterpillar Industries was established in Clayton in 2011, and the Northmont Schools have constructed a beautiful new high school for our regional award-winning education program. Ideas regarding a town center, growth on Main Street, and industrial development have shifted, and development in the cities surrounding Clayton have changed.

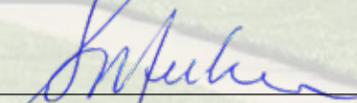
This Comprehensive Land Use Plan will be a part of our staff's daily efforts to build upon the foundation of the 1999 Land Use Plan. Updating this plan was identified as part of the 2016 Five-Year Economic Plan and the process incorporated participation of the City Council, City Staff, residents, educators, and local business owners. The update will continue to provide a model of development that the City can follow for decades to come. While this plan is not an Economic Development Plan, the development it delineates creates the groundwork for both economic and community development within our City.

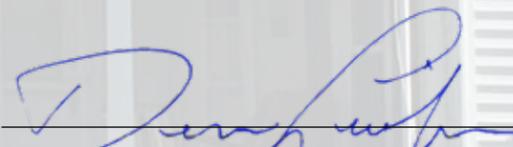
The City Council fully supports this plan, and we encourage the entire community to embrace it as well.

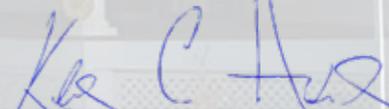

Mike Stevens, Mayor

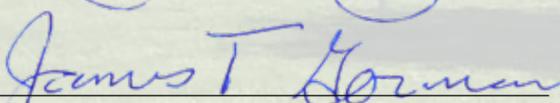

Tina Kelly, Council Member at Large


Brendan Bachman, Council Member at Large


Greg Merkle, Council Member at Large


Dennis Lieberman, Council Member Ward 1


Kenneth C. Henning, Council Member Ward 2


James T. Gorman, Vice-Mayor, Council Member Ward 3

LETTERS FROM YOUR PLANNING STAFF



Since joining the Clayton City Staff as Director of Development in 2016, and becoming a resident of Clayton, I've grown to love the City. I've continually observed people coming together in activities that support the City and the people of Clayton. I believe everyone wants positive growth in the City—we simply needed to find the best method to accomplish this goal.

In my position, economic growth in Clayton is a priority, but the quality of life of our residents is just as important. To that end, increasing our tax base benefits the City as a whole. One of my first projects as Director of Development was to create a Five-Year Economic Development Plan with a specific set of Five-Year Goals for development. Funding and completing an update to Clayton's 1999 Land Use Plan were outlined in both of those documents. "Plan Clayton," an effort that began the summer of 2016, is the result of that specific goal.

While not an economic development plan itself, Plan Clayton provides the tools for Clayton to grow in a way that attracts the economic development we need while building a community which is responsive to the desires of our residents. As this plan demonstrates, community and economic development are complimentary pieces of the overall growth of Clayton.

In creating this Comprehensive Land Use Plan Update, we're enabling Clayton to develop in a clear fashion that is important to meeting our community goals.

JACK KUNTZ DIRECTOR OF DEVELOPMENT

Jack Kuntz has been Clayton's Director of Development since March, 2016. Prior to this, he worked as Development Director for Harrison Township. He's worked in local government as a zoning and development professional for over seventeen years. He graduated from Wright State University with a Bachelor of Science in Urban Affairs.



Northview Park is one of Clayton's great community parks and was a topic during the planning process.

The potential that the City of Clayton has to continue growing into what the community residents desire first attracted me to our City. I was also impressed by City Council and the City Manager's commitment in making urban planning a priority of our future. Since joining Clayton as their first City Planner—and new resident—in 2015, I've learned many cities our size or larger within the region do not place a priority on thoughtful future development. This fact alone puts us substantially ahead of many of our neighboring communities in terms of planning for our future.

Urban Planning at its core is gathering input from stakeholders and residents on what a community desires, and putting plans in place that help those desires become a reality. Throughout the Plan Clayton process, we've focused considerable resources on community participation to understand the community's goals for future development. That's why we've conducted interviews, posted an online survey, and presented a community workshop with 12 public input sessions. My desire is to ensure the community's voice is heard and that public participation allows for common goals for the future of Clayton to shine through. This plan captures those goals and provides a framework for achieving them through future development initiatives and projects.

Plan Clayton envisions a future of Clayton that affords residents the opportunity for an active, healthy lifestyle with numerous options for housing and amenities. It offers the framework for upgrading existing areas of the City, like the Main Street Corridor, and guidelines for future development. It focuses on improving the park systems and upgrading infrastructure.

This plan is about the vitality of Clayton and a future that enhances our small-town character, preserves our rural land, creates environments that support diverse businesses, and builds a unique identity.

JENNIFER BARCLAY CITY PLANNER

Jennifer Barclay graduated from Ball State University with a Master of Urban Design and Bachelor of Urban Planning and Development. She has served as Clayton's City Planner and Zoning Administrator since February 2015. She has 10+ years' experience in the urban planning field working in both the private and public sectors.

Clayton's Planning Legacy

Clayton's history and a look toward the future

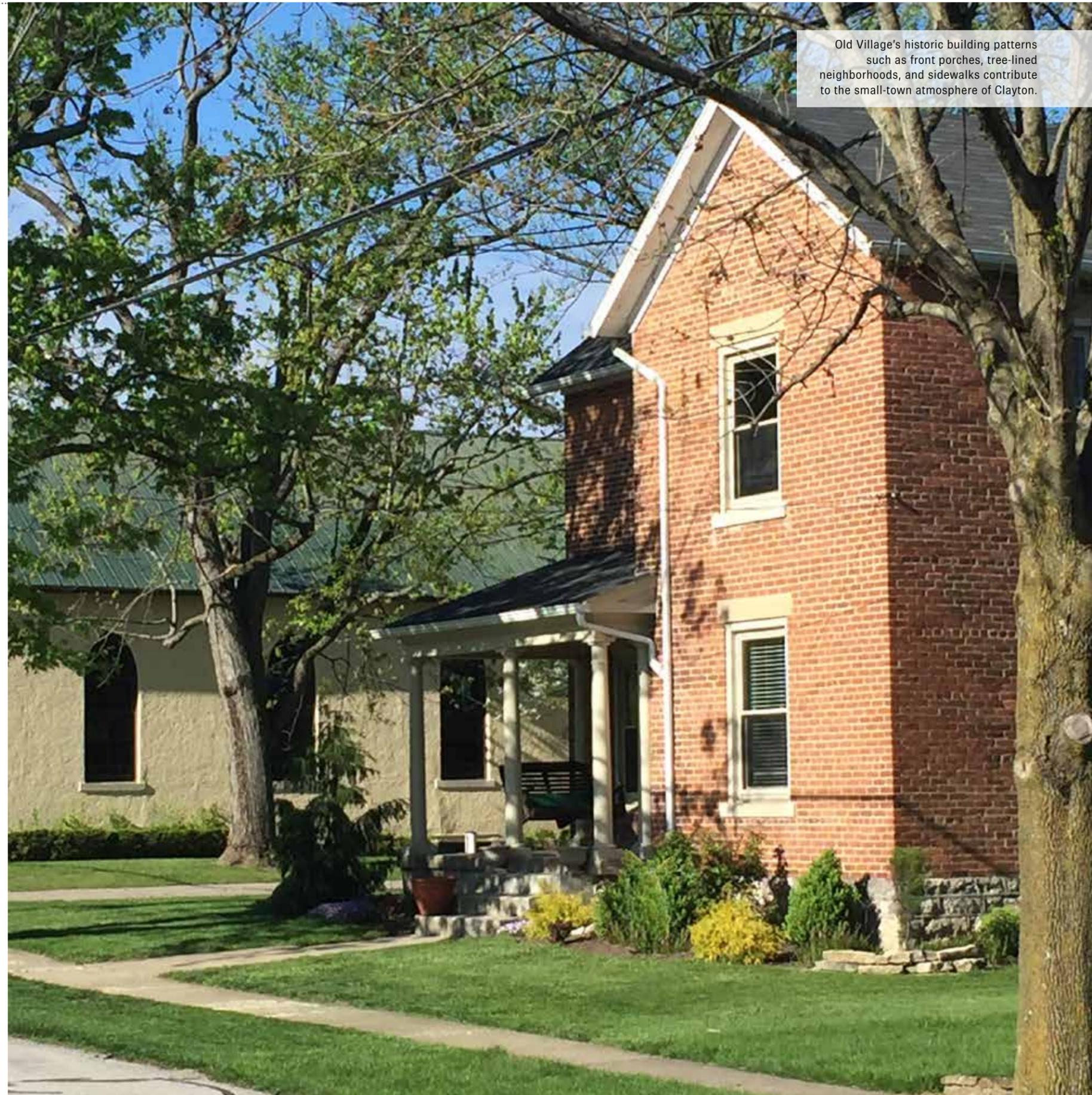
Clayton, Ohio maintains much of the same village characteristics of the towns from which it was born in 1998—it is a small, close-knit community that places value on neighbors and families, small businesses flourish, and there are strong ties to the surrounding agricultural land.

However, as we move into the 21st century, long commutes to and from work, stratification of age groups, and suburban sprawl have begun to erode and threaten the future of the small-town atmosphere of Clayton. This concern prompted this update to the 1999 Land Use Plan, a comprehensive plan focusing on the current desires, expectations, and concerns of the Clayton community. In turn, this provides a basis for a resilient future—one that improves the quality of life for every resident while still allowing for adaptability in a changing world.

This is the goal of the planning process that Clayton has carried over the past year. With input from over three hundred community members via surveys, interviews, workshops, and site walks, this report represents community trends and compiled information about the residents of Clayton. Using this data as a springboard, the City has crafted a vision, goals, and objectives for charting the community's path over the next 20 years.

This document is intended to be embraced and applied not only by City Staff, but also the people who helped create it, including residents, business owners, and elected officials.

Old Village's historic building patterns such as front porches, tree-lined neighborhoods, and sidewalks contribute to the small-town atmosphere of Clayton.



1804

Quakers from Randolph County, North Carolina, come by flatboat up the Ohio River, then travel north to the Clayton area by following Indian trails along the Stillwater River.

1838

A migration of German Baptist Brethren families travel overland from Pennsylvania via the National Road and settle in the Clayton area.



Late 1800s to early 1900s

The Native American trails that the early Quaker settlers took to the Clayton area turn into State Route 48 and Main Street.

1812

John Clayton, the City's namesake, participates in the War of 1812.

1816

The Clayton area is platted as Salem, Ohio.



1805

The City of Dayton is established, named after Captain Jonathan Dayton, an American Revolutionary War hero.

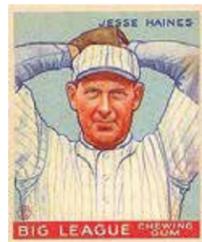


Mid-1800s

Hamilton Turner opens a warehouse and distillery with the Heck Family.

1903

Dayton's Wright Brothers conduct their first powered flights.



1893

Jesse "Pop" Haines, member of the Baseball Hall of Fame, is born in Clayton, Ohio.

1913

A great flood leads to a series of dams and hydraulic pumps built across Clayton, many of which are still in use on the Stillwater River.

1905-1925

Clayton becomes a stop on the Dayton-Northern Traction Line, boosting the growth of the area and fostering commerce between residents and the people of the nearby stop in Brookville, Ohio.



1998

Clayton officially becomes a city, when residents of Randolph Township and Clayton Village vote to merge.



2009

Miami Valley Career Technology Center opens Adult Education Center in Clayton (MVCTC).

2016

New construction is completed for Northmont High School.



1800s 1900s 2000s

1925

Esther Price Candies is founded in Dayton, Ohio.



1945

Ayn Rand publishes "The Fountainhead"- part of the novel is set in 1930s Clayton. The book presents Clayton as the archetype of Middle America.

1978 - 1989

Northmont High School student athletes win 8 State Championships in Boy's and Girl's Soccer and Cross Country.



2006

Ground breaks on the Village of North Clayton.

2011

Second largest Caterpillar Inc. Distribution Center in the United States opens in Clayton.

2007

Esther Price Candies opens new store at the Village of North Clayton.

**2017
PLAN
CLAYTON**



1803

Ohio becomes a State.

IN REPORTS

These nine documents set the stage for the creation of this Comprehensive Land Use Plan

In order to create a comprehensive plan for the future, planners must review past research and documentation; ignoring the successes and mistakes in the past contributes to mistakes in the future. Prior to and during the workshop, the planning team and workshop participants reviewed many Clayton and Montgomery County documents, beginning with the Request for Qualifications, which included a succinct summary of Clayton's planning needs and goals. The following documents were also reviewed and summarized on these pages to help frame the understanding of where Clayton has been and where its headed.

1 1999 LAND USE PLAN The first plan completed for the newly incorporated City of Clayton, the Land Use Plan is, to some degree, an update of the comprehensive plan completed for Randolph Township in 1990. As an explanation for the merger, the report states Randolph Township felt the pressure of growth, threat of piecemeal annexation, and a desire to choose and plan for its own destiny.

2 THE VILLAGE OF NORTH CLAYTON'S DEVELOPMENT STANDARDS (2005) The Village of North Clayton, established in 2005, contracted for the set of development standards outlined in the 1999 Land Use Plan that called for development of a mixed-use Town Center, and provided planning and design guidelines for the future area. The development standards include detailed requirements for lot sizes, sign standards, and architectural features.

3 CITY OF CLAYTON PLANNING AND ZONING CODE (2008) With the exception of this 2008 update to the planning and zoning code, few planning documents were published between 1999 and 2016.

4 CITY OF CLAYTON PARKS AND RECREATION MASTER PLAN (2011) The Parks and Recreation Committee created this report in 2011. It describes the Clayton community with regards to recreational needs, documents and evaluates the existing parks and facilities, and provides an action plan taking into account the requirements, funding, and a Parks and Recreation Survey conducted for the plan.

5 "GOING PLACES", MIAMI VALLEY REGIONAL PLANNING COMMISSION (MVRPC) REGIONAL LAND USE PLAN (2015) The creation of this document by MVRPC began as an initiative in 2007 to improve its ability to coordinate planning efforts, attract people and jobs, and stay competitive in a changing global economy. The process resulted in "Going Places" a shared regional vision that reflects what people of the Miami Valley want the region to become, including 11 implementation tools to help make the vision a reality.

6 MVRPC 2040 LONG RANGE TRANSPORTATION PLAN (LRTP) (2016) An update to the MVRPC's previous transportation plan, the 2040 LRTP list roadway, transit, bikeway/ pedestrian, and transportation alternative projects that reflect the region's shared economic values. The Plan also reflects current and projected land uses, demographics, economic conditions, traffic conditions, and Local/State/Federal priorities.

7 "FIVE YEAR GOALS" (2016) The City Council and Staff created The Five Year Strategic Plan to revitalize planning efforts both large and small. These efforts range from conducting business walks to rewriting the zoning code.

8 FIVE YEAR ECONOMIC DEVELOPMENT PLAN (2016) In tandem with the "Five Year Goals", City staff developed a Five Year Economic Development Strategy. This document laid out the following five step plan to create an economic development strategy: Select a Focus Area, Define the Context, Set Goals, Identify Existing Assets and Barriers, and finally Select the Right Tools.

City Staff completed the first step by selecting three specific areas for development; the Village of North Clayton, Salem Avenue Business Corridor, and Main Street Business Corridor. The second step called for the creation of this Land Use Plan update as well as a Main Street Overlay District.

9 MAIN STREET OVERLAY DISTRICT (2017) Recognizing that the City's desire to develop SR48, the Main Street Overlay District is designed to provide flexibility in zoning in order to create a context sensitive design. Historically, rules and regulations that guide where buildings and streets are located have been focused on separating uses (i.e. living, working, shopping). The overlay district, on the other hand, focuses on how buildings and streets look, regardless of their function. Examples include the setback of buildings, width of sidewalks, where parking is allowed, and height.

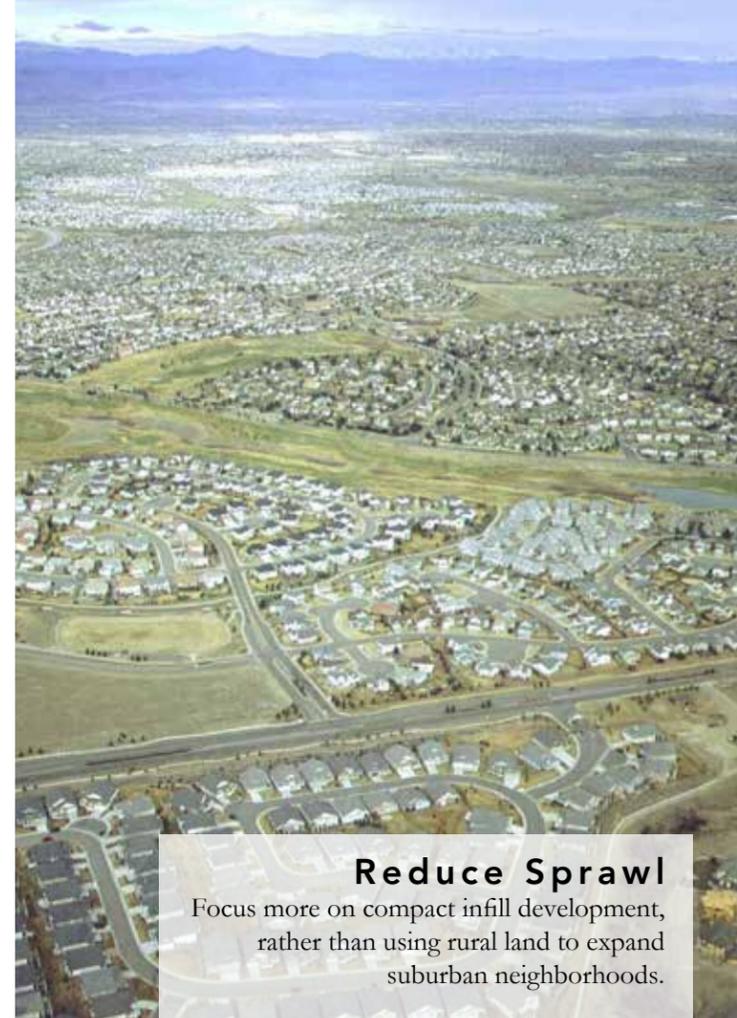
Many of Clayton's residents consider agricultural land to be of great value to the character of the community.



Preserve and Develop Small-Town Character

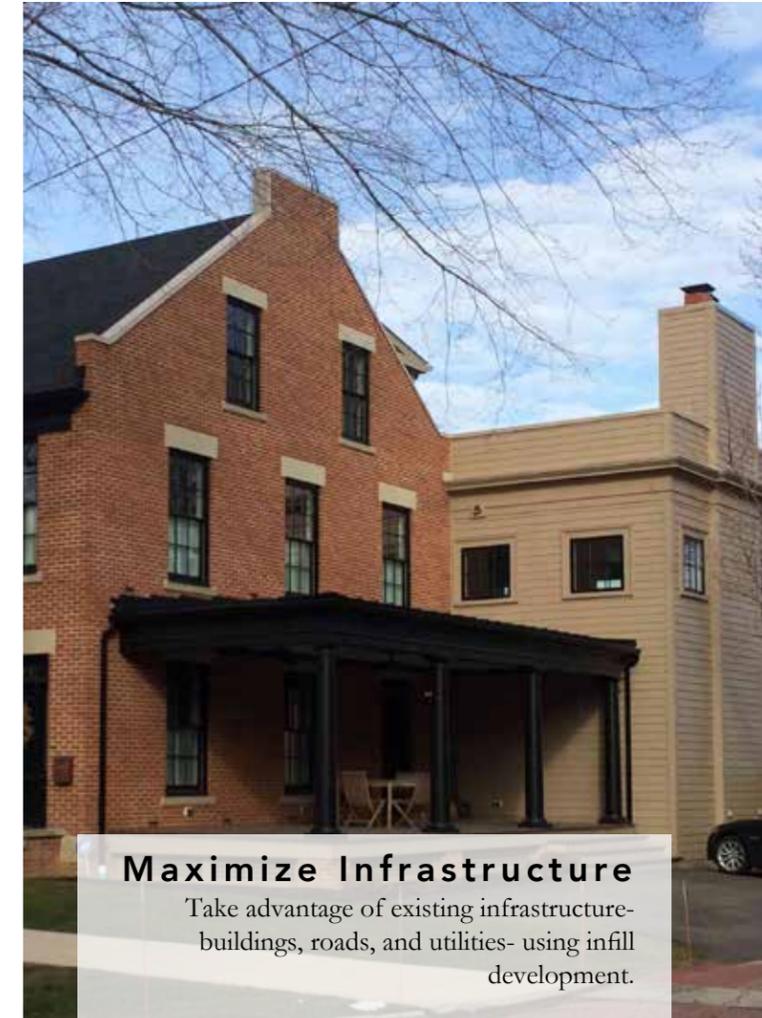
Clayton developed as a small town: future development must not diminish its small-town feel.

Image of Old Clayton Village, circa 1926.



Reduce Sprawl

Focus more on compact infill development, rather than using rural land to expand suburban neighborhoods.



Maximize Infrastructure

Take advantage of existing infrastructure- buildings, roads, and utilities- using infill development.

KEY THEMES

These themes stem from the original document defining the need for this update and helped the planning team focus on what is important to Clayton

The City of Clayton desires that this Comprehensive Land Use Plan be “forward thinking and address anticipated growth and redevelopment in a way that preserves and develops small town character, reduces sprawl, maximizes infrastructure, enhances multi-modal opportunities, considers environmental impacts, and improves quality of life.” The following pages depict the realization of those goals.



Enhance Multi-modal Opportunities

Create more opportunities for getting from one place to another by biking and walking.



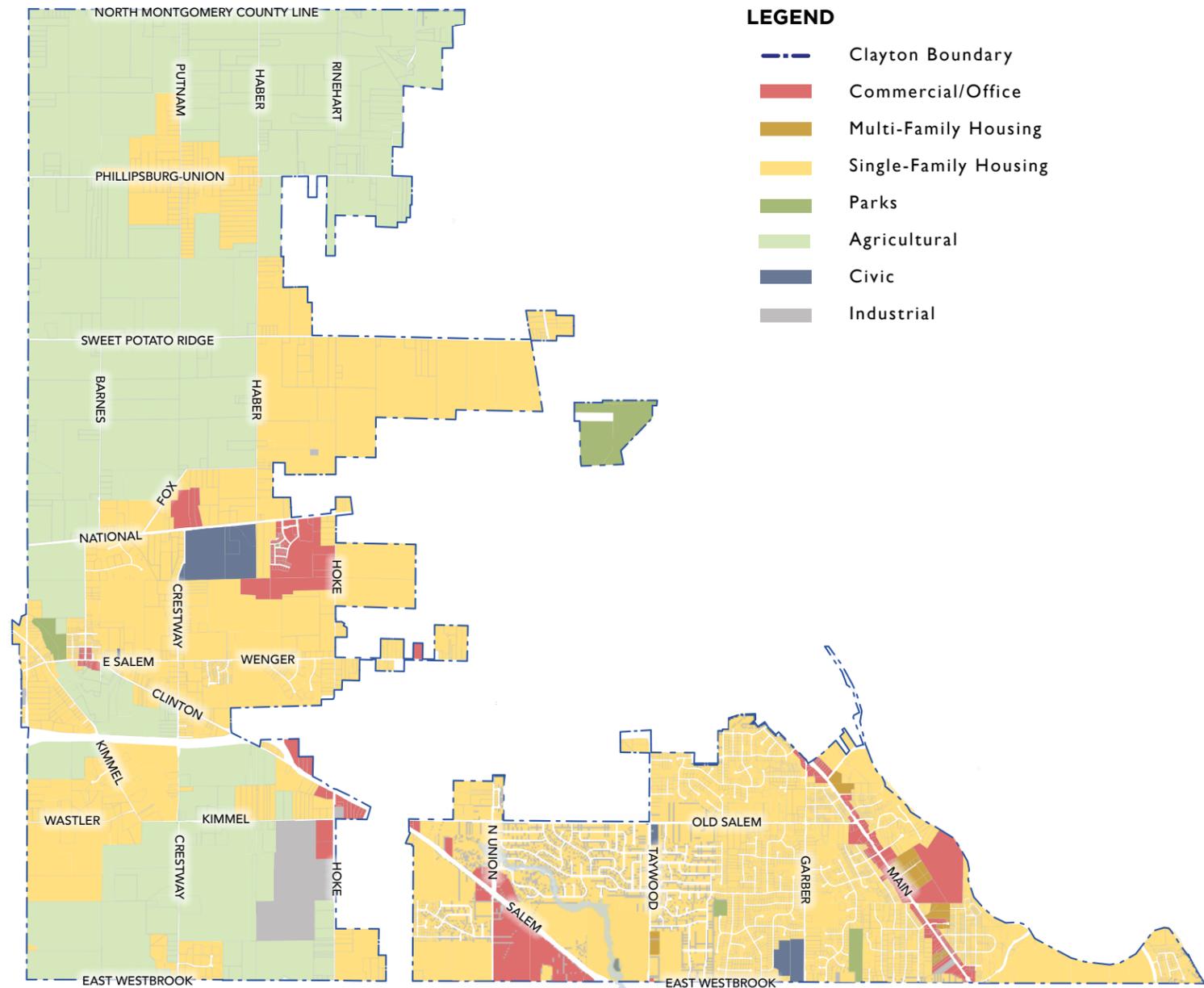
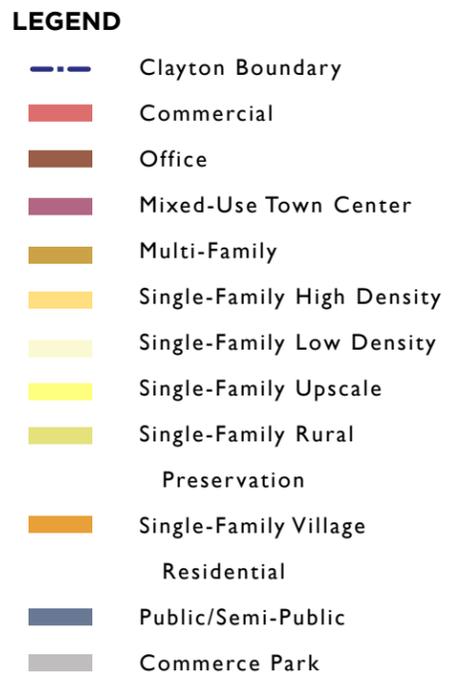
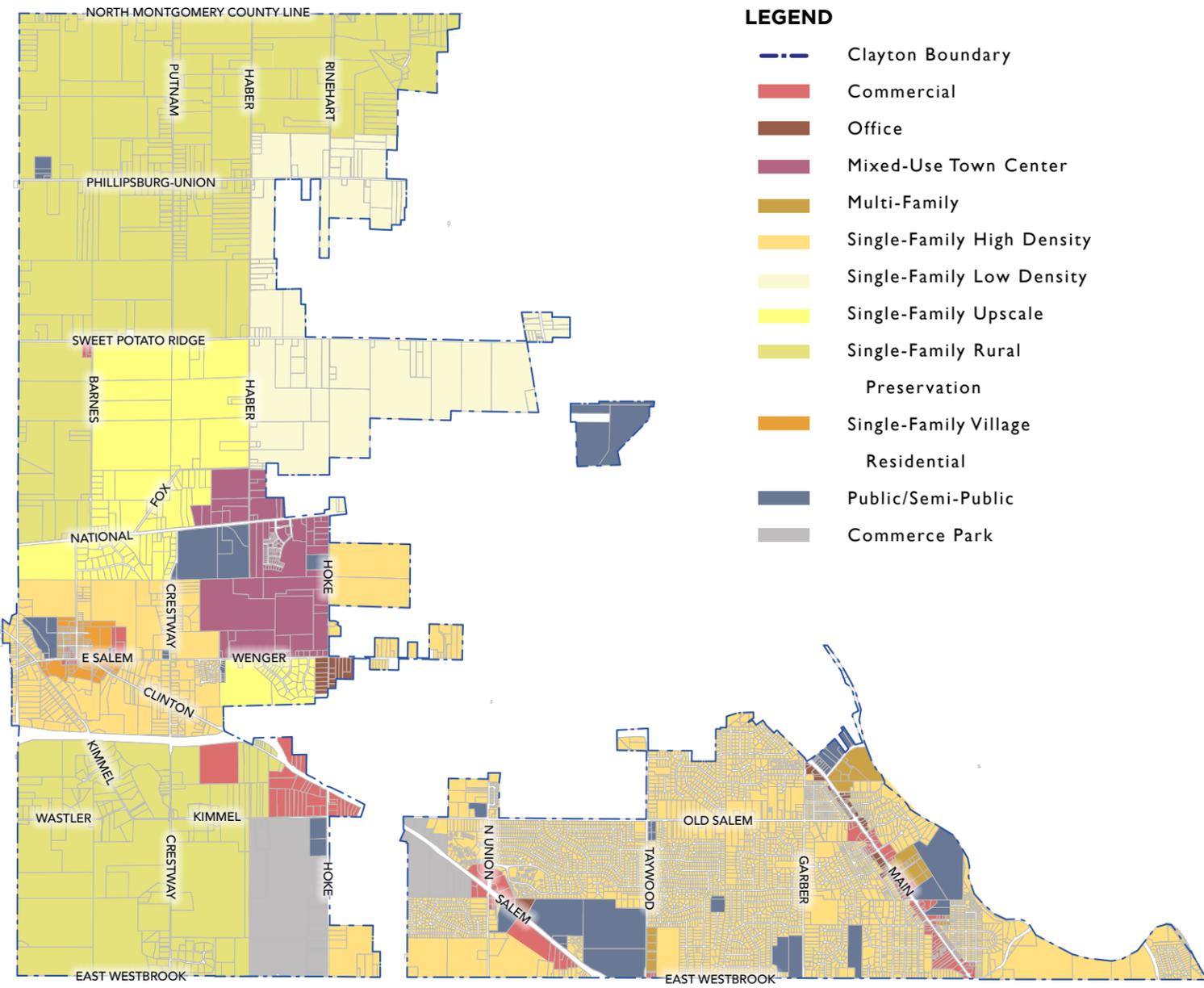
Consider Environmental Impacts

Respect the environmental characteristics of the area and use them for advantage, rather than ignoring or destroying them.



Improve Quality of Life

Plan development that makes the lives of Clayton residents more pleasant and convenient.



EXISTING FUTURE LAND USE MAP (1999)

After the merger of the Old Village of Clayton and Randolph Township, the City of Clayton commissioned the creation of the 1999 Land Use Plan. This Land Use Map reflects the outcome of that plan. The plan focused on identifying the majority of the current land zoned Agriculture as some form of residential, from “Village Residential,” allowing 7 to 10 dwelling units per acre, to “Single Family Rural Preservation” overlay, allowing only very large homes on large lots (i.e. minimum 20-acre development area with minimum 15,000

square feet building lots). This designation intended to ensure that land currently used for agriculture would continue that use as long as viable, but develop less densely to retain a rural character. The Future Land Use Plan also designated areas as “Commerce Park,” to include uses from light industrial to corporate training facilities, and a large area north and south of National Road as a Mixed-Use Town Center. The purpose of this Comprehensive Land Use Plan is to assess the 1999 plan and adjust it accordingly.

CITY OF CLAYTON OFFICIAL ZONING MAP

This map represents the zoning for Clayton, Ohio, dated 2013. It differs from the existing Future Land Use Map in several ways. Most significantly, the areas defined as “Single Family Rural Preservation” on the Land Use Map are noted as Rural Preservation on the Land Use map are denoted as pure Agricultural. In most of the other residential areas, there are conflicts between allowed densities. The Zoning Map reflects a Planned Development area south of National

Road consistent with the current Village of North Clayton, which is different from the Town Center reflected on the Land Use Plan. The Zoning Map does not allow as much area for Industrial development, and zones Meadowbrook at Clayton, the golf course, as residential rather than park. It is also important to note that several areas of current residential land use are not reflected at all in the Zoning Map; they are reflected as Agricultural land.

Planning for and with People

Studying population trends helps to anticipate changes in the way we live

When developing a long-term comprehensive plan, demographic information provides a baseline to understand future changes in population, housing, and income. By knowing who is currently a community member, and by looking at trends from the region, state, and country; we can check to see how much of the population is represented in our sample groups for interviews and if we are missing the input.

Recognizing these trends will influence how Clayton plans for the future. For example, understanding that there are higher percentages of homeowners helps define what type of housing to focus on; and realizing the number of working residents without jobs can drive economic development strategies.

Currently, the average age of a Clayton resident is 42 years. Fifty one percent of residents are female. The highest percentage of residents are between 35 and 64 (45%), with 26% aged 19 or under. The remaining population is split evenly among the other age groups, between 19-35, and over the age of 65.

42
MEDIAN AGE

The median income is \$68,000, which is significantly higher than both Montgomery County (\$43,000) and the State of Ohio (\$49,500). Over 95% of residents have a high school degree, and 33% have at least a bachelor's degree. With a working population of 10,363 and 6,979 in the labor force, Clayton has an unemployment rate of 9.7%, which is slightly higher than the county and 1.5 percentage points higher than Ohio.

With 5,395 total housing units, Clayton has a vacancy rate of 7.6%. Within the existing housing stock, the majority, 83% are one-unit detached (single-family). The remainder is predominantly single-unit attached (condo) or three or more units (multi-family). Of the currently occupied units, 84% are owner-occupied, which is also significantly higher than Montgomery County (60%) and Ohio as a whole (63%).

\$68,000
MEDIAN INCOME

Seventy-six percent of Clayton's population identifies as white, with twenty-two percent identifying as African American. The remaining two percent identify as Asian or other race.

83%
SINGLE-FAMILY
DETACHED HOUSING TYPE



During the planning process, members of the community were invited to show the planning team three areas, including the Village of North Clayton.



The workshop component of the planning process concluded with a presentation of the development alternatives that were crafted with the public throughout the four days.

PUBLIC ENGAGEMENT

A number of community engagement techniques were used to ensure the plan and corresponding recommendations are informed by the community's own vision and goals for the future

Thirty-six interviews, 216 survey responses, and 55 participants at 12 public work sessions helped paint the picture of Clayton. Additionally, 15 participants attended the site analysis walk, which included three pre-identified focus areas for the plan: Main Street, Salem Avenue, and the Village of North Clayton. The planning team also collected demographic information, including population, housing, education, income, and employment statistics to further refine the picture painted through public engagement.

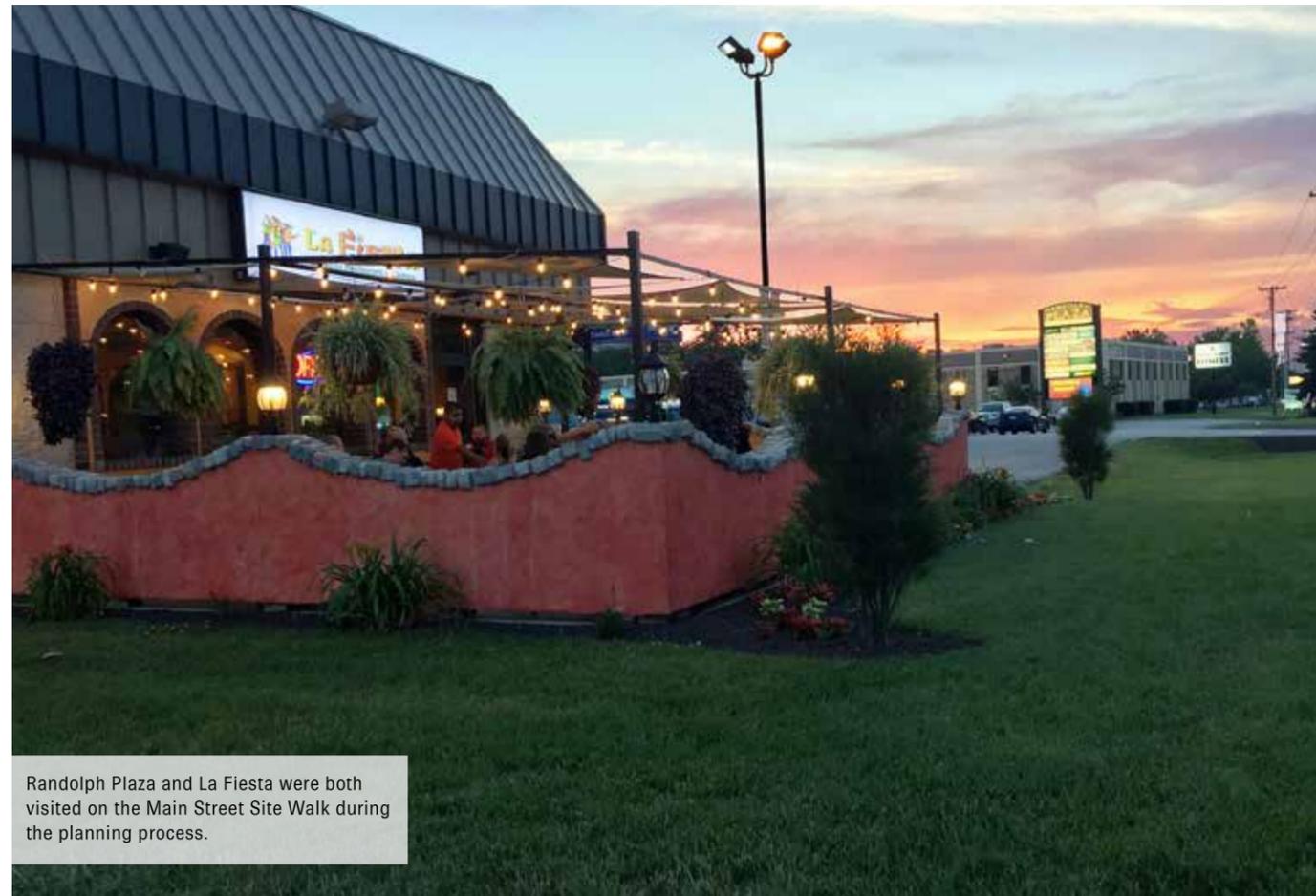
Why so many different ways of gathering information? By combining multiple methods and materials the planning team hopes to overcome the weakness, intrinsic biases, and the problems that come from a single method. Known as triangulation, researchers use this data validation technique to reach consensus in results by crosschecking information.

Using quantitative (number based) analysis and qualitative information (from surveys, interviews, and workshops), we gain a more complete picture of where Clayton is today, which enables us to best focus on what matters: what challenges and opportunities residents and businesses currently face.

During the workshop, participants used this combination of information to create the Clayton planning vision that will be used to guide further development.



The Site Walk and Alternative Map generation were public engagement efforts that formed an integral component of the planning process.



Randolph Plaza and La Fiesta were both visited on the Main Street Site Walk during the planning process.

PERSONAL INTERVIEWS Between November 14th and December 10th of 2016, the planning team conducted one-on-one interviews with various members of the Clayton community, including the City Council and Board members, City Staff, Members of the Northmont School Board, Clayton Business owners, interested residents, the Miami Valley Regional Planning Commission, and the Dayton Development Coalition. These interviews gave the planning team a deep understanding of key strengths, challenges, and issues facing the community.

WEB SURVEY The Plan Clayton online survey offered a way to understand the community's goals and priorities for future growth early in the planning process. This allowed the planning team to reach a wide spectrum of the community and help define a common vision for the City of Clayton.

SITE WALKS Fifteen people participated in walks through three core areas of the City: Main Street (SR48), Salem Avenue (SR49), and the Village

36 interviews

216 survey responses

12 public work sessions

4 days of workshops

55 participants

15 participants attended the site analysis walk

of North Clayton. Discussions focused on what works and doesn't work in each of the areas, in order to provide guidance for future development.

FOCUS GROUPS During the workshop, specific groups of stakeholders took part in focus groups on Economic Development, Parks and Recreation, Housing, Utilities and Public Facilities, and Land Use.

VISUAL PREFERENCE SURVEY Workshop participants rated a series of 10 different images of City typologies, from -10 to +10. They then discussed the top five rated images, and identified principles, or patterns, for future development based on the positive aspects of the examples.

SWOT EXERCISE Throughout the workshop, groups responded to a series of questions regarding the Strengths, Weaknesses, Opportunities, and Threats for development in Clayton. The diagrams reflecting the answers allow the planning team to capitalize on the strengths and work to maximize the opportunities for the City, and work to correct the weaknesses and mitigate threats.

“Main Street is the side of Clayton that most people see first. Considering the condition of many of the structures that border Dayton, I feel it should be a clear priority. Most of those homes and businesses are dilapidated and a little frightening looking. It’s a clear opportunity to invite some more upscale businesses into the Clayton family. We can create a bike path and really use this area to show off our strengths.”

- Survey respondent

Throughout this planning process—during the interviews, surveys, and workshop—upgrades and more development on Main Street are a clear priority to the City.

MAIN STREET UPGRADES

“Community happiness and sense of belonging starts with the park.”

“...more parks and organized recreational activities that will draw more families to the City.”

“...walking is a major activity for me. Would love to see more available and safe walking/bike paths for all.”

- Survey respondents

One very common theme is improving and increasing Parks and Recreation space to support existing and attract new residents.

PARKS AND RECREATION

“The biggest challenge for Clayton is that...it clearly lacks a City center. Without that, it will always remain just an odd area. The Village of North Clayton is the ideal location.”

“The library and government center should be built in the Villages at North Clayton”

“City center! Bring back the vision of the Clayton Village.”

“Another entrance into the North Clayton area would help and you could add some great things in that area.”

- Survey respondents

Having a City Center in a town creates a lively gathering area. Clayton lacks a City Center now, but the community shows a desire to have one.

A CITY CENTER

“The Hoke road corridor...is a ‘Gateway to Clayton’ and could lead to a City Center”

“Support and promote the greater Northmont community. We need better cooperation between the municipalities!”

“Connect Clayton to the parks we have via bike paths.”

- Survey respondents

Connection, whether between people and places, or to people and places, is an integral part of community development.

CONNECTIVITY

The Planning Context

Planning cannot occur in a vacuum—it must, at its foundation, focus on expressed and documented desires of the stakeholders

INTERVIEWS The interviews provided a vast array of opinions about the future of Clayton, and what development means for the City. The most common theme was: We want smart development, and we want to retain our rural lands.

ONLINE SURVEY The 216 respondents to the survey gave us some of the following statistics:

Opportunities for future development? 50% of respondents think that Main Street is a good opportunity, 48% believe the same about the Village at North Clayton, and 36% about Salem Avenue. Additionally, 41% want to see more development at Interstate 70, and 39% at Meadowbrook at Clayton.

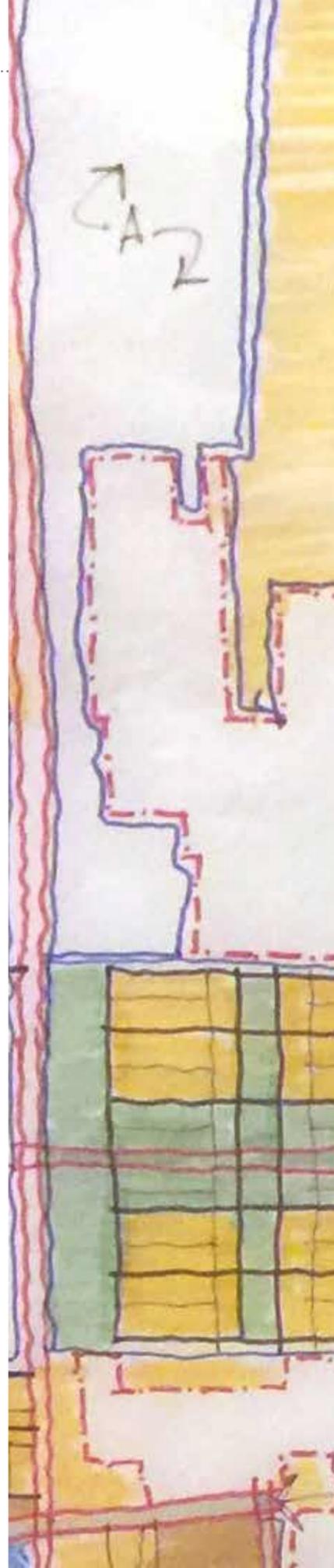
What areas of development should Clayton immediately focus on and designate funding for? 50% of the respondents believe that both Main Street upgrades and parks and recreation sites should receive immediate focus and funding.

What types of restaurants would you like to see in Clayton? The most common answer, with 66% of the respondents agreeing, is independent restaurants, and chain restaurants, with 58%. Only 9% indicated they would like fast food.

What is your vision for Clayton in the next 10 to 20 years? 58% said they want to see industrial and commercial business growth, 49% want to identify and develop a City Center, and 38% would like residential growth. 9% would like Clayton to stay as it is.

CLAYTON SITE WALKS A group of residents and business owners walked with the planning team through three key areas of the City—Main Street (SR48), Salem Avenue (SR49), and the Village of North Clayton. They analyzed the areas for assets and challenges, as well as opportunities for development. Themes from the site walk include:

- Connectivity between spaces for pedestrian, bicycle, and vehicle access
- Successful mixtures of housing and business
- Safety for pedestrians and bicyclists
- Identifying where Clayton begins and ends
- Identifying what Clayton looks like
- Successful Main Street precedents, like Tipp City and Yellow Springs
- What suitable businesses look like for each area
- Municipal sprawl into what people see as agricultural or natural areas



VISUAL PREFERENCE SURVEY In a Visual Preference Survey, or VPS, participants view a series of images of planning typologies, and rate them based on their impressions; the images are actually paired by types of development, such as streets or housing. The planning team calculates the ratings for mean and standard deviation. The pairs are viewed together along with the ratings. Most often, there is a clear favorite among the two. By evaluating the positive elements of the higher rated pair, participants produce planning best practices they would like to see applied to future development. The following are some of the primary patterns that emerged from this exercise (the entire list is included in the Vision section of this document):

- Street Trees
- Medians
- Connected Parks
- Town Square
- Parking to the Rear
- Consistent Form
- Underground Utilities
- On-street Parking
- Landscape Standards
- Bicycle Lanes
- Street Grid
- Residential Porches

SWOT EXERCISE Throughout the four days of the workshop, stakeholders took part in a “SWOT” exercise. Asked about the Strengths, Weaknesses, Opportunities, and Threats for development in Clayton, they responded with as many ideas as possible, recording each idea on a piece of paper using the “Crawford Slip Method”. This approach is a simple and effective way of obtaining large amounts of information quickly and anonymously. At the end of the workshop, participants gathered responses for each category and organized them based on similar responses, showing a collective reaction. They diagrammed these as a way to easily understand how to capitalize on the strengths and work to maximize the opportunities of Clayton, while working to correct the weaknesses and mitigate the threats. The following paragraphs summarize the participants feelings about the strengths, weaknesses, opportunities and threats for development in Clayton.

Strengths Among the beliefs about strengths, the most common answer fell under the idea of “possibility”—an ideal response, considering the

intent of Plan Clayton! Desire and opportunity for development, diverse housing stock, space, and land all fell under this concept. “City Services,” especially the Northmont School District, was the second most common opinion. Participants rated “community” the next most important, considering the diversity of the population, the sense of community, and the friendliness of the residents. “Livable neighborhoods” and “location” encompassed the rest of the views regarding strengths of the community.

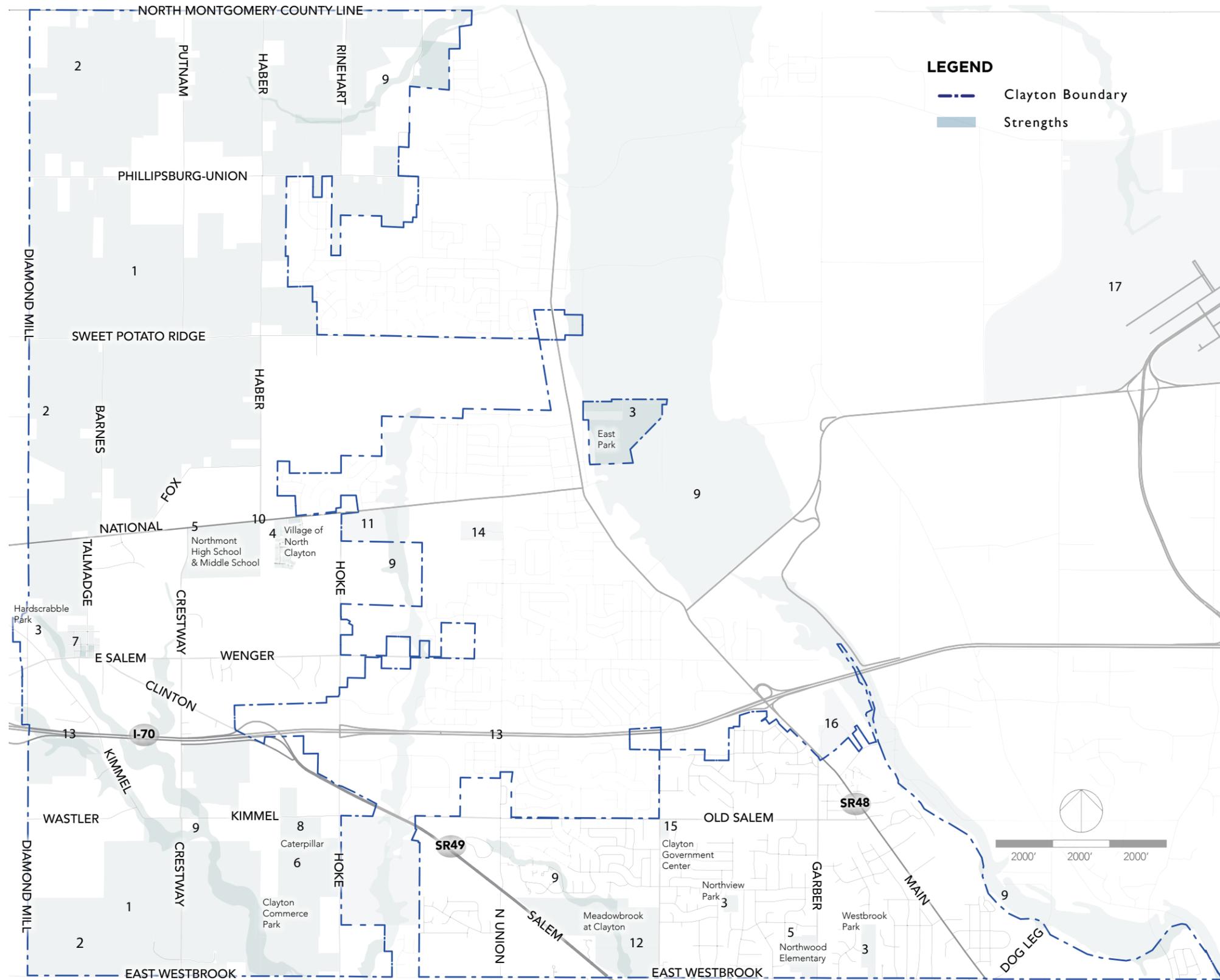
Weaknesses The primary weakness for the City focused on “money”—no money in the budget, high taxes, limited tax base, holding the City Council and Staff responsible. The “lack of City boundaries” and identity, along with the “lack of City Center” and “lack of commercial amenities” followed close behind. In line with the idea of “possibility” as the greatest strength for development in Clayton, “lack of vision” emerged one of the weaknesses. In the case of weaknesses, “location” referred to jurisdictional fighting and proximity to declining areas.

Opportunities “Location” is the major opportunity for development, according to residents, referring to Main Street, parks, the Village of North Clayton, Salem Avenue, and Hoke Road. “Types of development” came in second—retail, residential, industry, and restaurants. “Available land” refers to infill development and controlled residential development in some of the rural lands contiguous to the currently developed land, and “good development” to smart growth, making a plan, and forward-thinking new City employees. The idea of working with “surrounding communities” and consolidating with Englewood appeared as well.

Threats The perception of threats emerged in four general areas. Overall “development” concepts included lack of revenue for development, infrastructure limitations, and the struggle to attract new businesses to Clayton. “Planning” threats addressed the lack of planning that has occurred in the past (the impetus for the Plan Clayton effort), lack of identity, sprawl, and an outdated building code. “Clayton Neighbors” this time referred to both the boundary issues and disagreements between Clayton and adjacent cities, as well as the threat of declining neighborhoods. Finally, “individuals” includes the perception of apathy or lack of desire for change from residents and City government.

KEY STRENGTHS - ANALYSIS

Identifying strengths of a city during the planning process enables the planning team to understand how to accentuate and enhance them

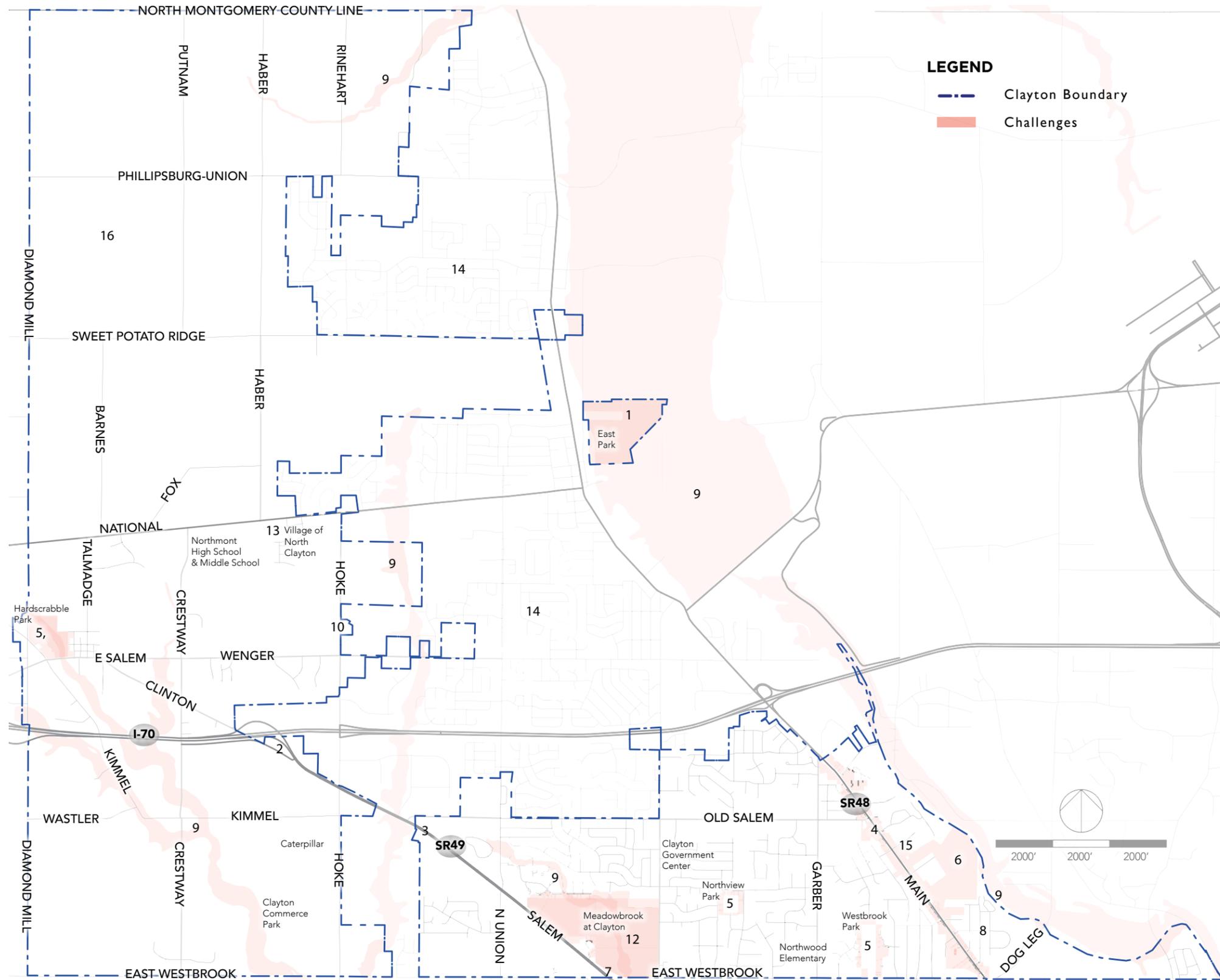


INVENTORIED STRENGTHS

- 1 RURAL AREAS** During interviews, through the surveys, and during discussions in the workshop, one thing was very clear—the people of Clayton see the rural areas of the City a strength that should be preserved.
- 2 BUFFER AREA** This rural area acts as a buffer between Clayton and cities to development to the west and south.
- 3 PARKS** Another strong message from the community is that the parks are a huge asset, and should be maintained and improved.
- 4 VILLAGE OF NORTH CLAYTON** A large number of interviewees and survey respondents view Village of North Clayton as a great strength and noted that it is a great opportunity for future development and a good “city center” location.
- 5 SCHOOLS** In both the interviews and surveys, the Northmont School District emerged as the greatest strength of Clayton.
- 6 CATERPILLAR** Residents view the addition of Caterpillar as a great economic strength to the community.
- 7 OLD CLAYTON VILLAGE** The historic Old Clayton Village, adjacent to Hardscrabble Park, is an iconic aspect of the community.
- 8 MVCTC ADULT EDUCATION CENTER** The MVCTC provides many benefits to the community, and the opening of its Adult Education Center in Clayton was a boon.
- 9 REGIONAL FLOODPLAIN (RFP)** The RFP restricts construction in a flood-risk area, lowering property risk. It also allows for stormwater recharge and wildlife and habitat corridors through the City.
- 10 BIKE PATH** The new bike path, used enormously by both cyclists and walkers, provides a safety and recreational asset to the area from the High School to Centennial Park.
- 11 YMCA AND SINCLAIR COMMUNITY COLLEGE** Though it is not in the Clayton City limits, many Clayton residents belong to the YMCA or attend Sinclair.
- 12 MEADOWBROOK AT CLAYTON** The golf course and banquet center, not only provides exceptional golf facilities, it also hosts many civic events. Residents expressed great hopes for its potential in the community.
- 13 I-70** Proximity to the interstate gives Clayton a great location advantage for potential businesses.
- 14 PLAY AREA** A play area in Centennial Park benefits young families in Clayton.
- 15 POLICE DEPARTMENT** The Clayton Police Department was hailed as exceptional in both interviews and the surveys.
- 16 GOOD SAMARITAN** The “Good Sam North” Health Center provides potential for drawing medical offices to the Clayton area.
- 17 AIRPORT** Just as the proximity to I-70 gives a location advantage for possible business interests, the short drive along it to the Dayton International Airport provides another advantage.

KEY CHALLENGES - ANALYSIS

Identifying challenges of a city during the planning process enables the planning team to understand how to mend them

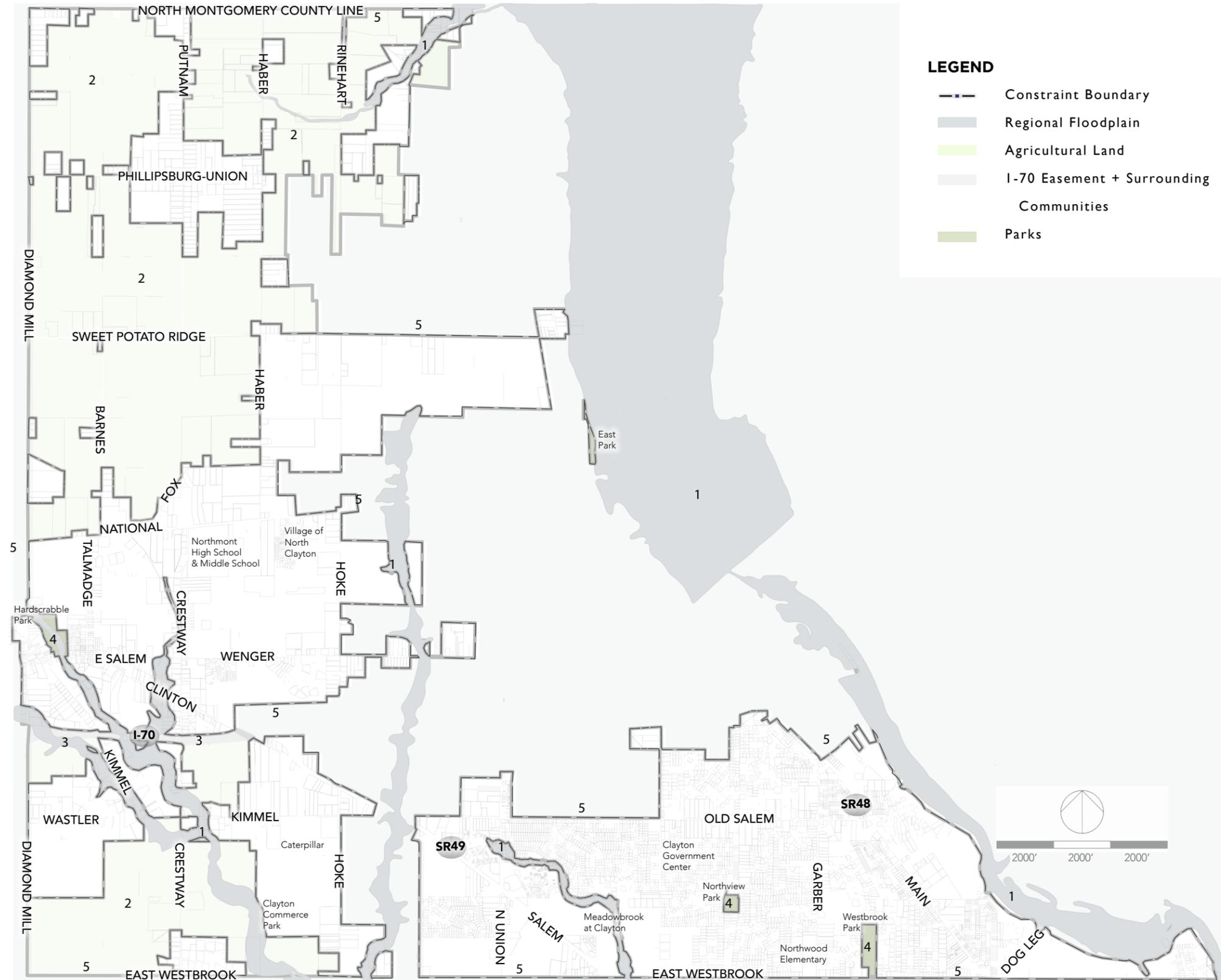


INVENTORIED CHALLENGES

- 1 EAST PARK** Though East Park is an asset to the Clayton community, access is limited to vehicular traffic, with no walking or biking paths.
- 2 I-70 TO SR49 EXCHANGE** Though the proximity of I-70 to SR49 is a benefit to Clayton, there is only access to I-70 westbound from SR49, and access from I-70 to SR49 eastbound.
- 3 SALEM ROAD (SR49)** Salem Avenue, as it traverses through Clayton, Englewood, and back into Clayton, has no consistent theme, and in places is very run-down.
- 4 "EYESORES" ON MAIN STREET** While Main Street has attracted some new and attractive buildings, many run-down older homes and businesses detract from the area.
- 5 PARKS TO THE REAR OF HOMES** No housing communities take advantage of park views in Westbrook, Northview, Hardscrabble, or Meadowbrook. This also does not allow for "eyes on the street," or Crime Prevention through Environmental Design, making the parks less safe.
- 6 RIVER IGNORED** The Stillwater River is another missed opportunity—there are no residential developments that take advantage of the water and the views.
- 7 SALEM AVENUE/WESTBROOK ROAD INTERACTION** Westbrook Road makes an uncomfortable jog at the intersection with Salem Avenue and the entrance to Meadowbrook, making a less-than-safe turning situation.
- 8 ABOVE-GROUND POWERLINES** Except in the Village of North Clayton, powerlines in the City are above-ground, making them less resilient and more dangerous during inclement weather and wind storms.
- 9 REGIONAL FLOODPLAIN (RFP)** Despite the advantages of the floodplain, it does create difficulties when consistent development must be broken up to allow for the floodplain area, or very expensive construction to develop over it.
- 10 HOKE ROAD** Though many consider Hoke Road to be a gateway into Clayton from I-70, the road is narrow and dangerous, especially considering the number of school buses that traverse it daily.
- 11 HARDSCRABBLE PARK** This large park was once a lively gathering for Little League games, but now the lack of activity detracts from its beauty.
- 12 MEADOWBROOK AT CLAYTON** While many people view Meadowbrook as an asset, some people believe that it should not be supported with City funds.
- 13 VILLAGE OF NORTH CLAYTON** Because the Village of North Clayton launched at the same time as the housing market fell, it has not met its development potential.
- 14 DISCONNECTED CITIES** The City boundaries between Clayton, Englewood, and Union crisscross throughout the region, and the City governments seem to do the same. Merging the municipalities into a single City of Northmont appeared as a common theme.
- 15 NO STANDARD FORM** Main Street is a combination of differing building types and materials, with no consistent building setback, denying the City of a true "main street" environment.
- 16 SPOT DEVELOPMENT** Development exists in disconnected locations throughout the rural district of Clayton. This type of spot development promotes and causes infrastructure inefficiencies.

DESIGNING WITHIN CONSTRAINTS

Design must acknowledge the constraints in the environment, and work with them rather than attempt to overcome them



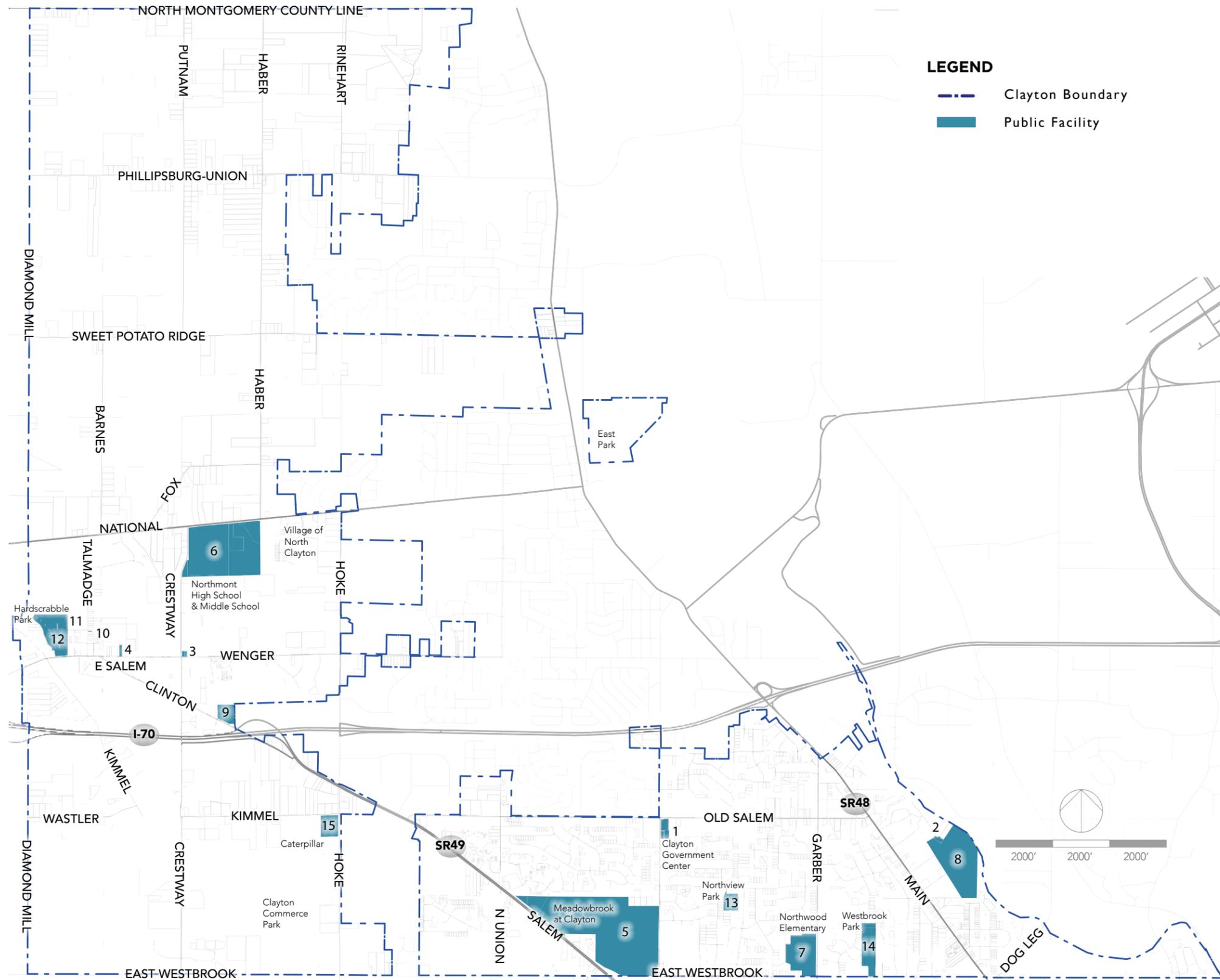
The City of Clayton has a variety of natural and man-made features that should be considered when developing for the future. The Regional Floodplain is one of the more prominent limits to growth due to the risk that it poses to housing. In the segment between National Road and East Salem Street, the Regional Floodplain is culvertized, which lessens the threat of flooding, but does not completely resolve the risk of it. Agricultural land also constrains development due to the high value that Clayton residents put on the preservation of their rural character. The I-70 easement limits growth as it is inflexible in its boundaries. Clayton's current parks are constraints to some extent, because it is inadvisable to develop in parks that are programmatically relevant. The final constraint is Clayton's boundary between Englewood, Union, and Trotwood as Clayton cannot develop outside of its jurisdiction. It is important to keep in mind that we must work within these constraints and follow infill development strategies.

INVENTORIED CONSTRAINTS

- 1** Regional Floodplain
- 2** Agricultural Land
- 3** I-70 Easement
- 4** Parks
- 5** Clayton Boundary

PUBLIC PLACES

As a key element and representation of any city, public places - schools government facilities, parks - must be mentioned and promoted



Clayton benefits from many wonderful public buildings and places. The new Northmont High School, completed in 2016, and existing Middle School are among the most state-of-the-art schools in the county and reflects the quality of the Northmont School District. The 2009 MVCTC Adult Education Center brings opportunities for education and business collaboration. Furthermore, the city parks provide lovely recreational opportunities. The existing government center consists of an attractive and well-constructed administration building and emergency services building. The Janice Ward Community Center provides space for public and private gatherings, as does Meadowbrook at Clayton, a beautiful public golf course with pro-shop, restaurants, and banquet rooms. The Stillwater Center is a home for children and adults with severe disabilities.

The primary challenge of the public facilities is that the Emergency Services, both police and fire, may outgrow their living space in the government center complex. Possibilities to resolve this include building a new fire station, or expanding the existing fire station, while the police department could construct a wing onto the administrative building in the complex. Another option involves a new location for the City Offices. One alternative considered is moving the offices into Meadowbrook at Clayton. Another is to construct new City Offices at the Village of North Clayton. The original site plan for the Village of North Clayton included providing civic service within the development. Construction of a new building for the Dayton Metro Library in the Village of North Clayton would also support the plan, and enable the Village of North Clayton to become a true city center, perhaps also stimulating economic development in the area. A replacement of the small Post Office in the Old Village would further support the 1999 Land Use Plan goal of creating a true mixed-use town center in Clayton.

PUBLIC FACILITIES

- | | |
|--|---|
| 1 Government Center, Service Department, Fire Station #85 | 9 Eight Acres of City Land |
| 2 Salt Barn, Old Station #83, Training and Fitness | 10 Post Office |
| 3 Fire Station #84 | 11 Cemetery |
| 4 Janice Ward Center | 12 Hardscrabble Park |
| 5 Meadowbrook at Clayton | 13 Northview Park |
| 6 Northmont High School and Middle School | 14 Westbrook Park |
| 7 Northwood Elementary School | 15 Miami Valley Career Technology Center |
| 8 Stillwater Center | |

Our Planning Vision

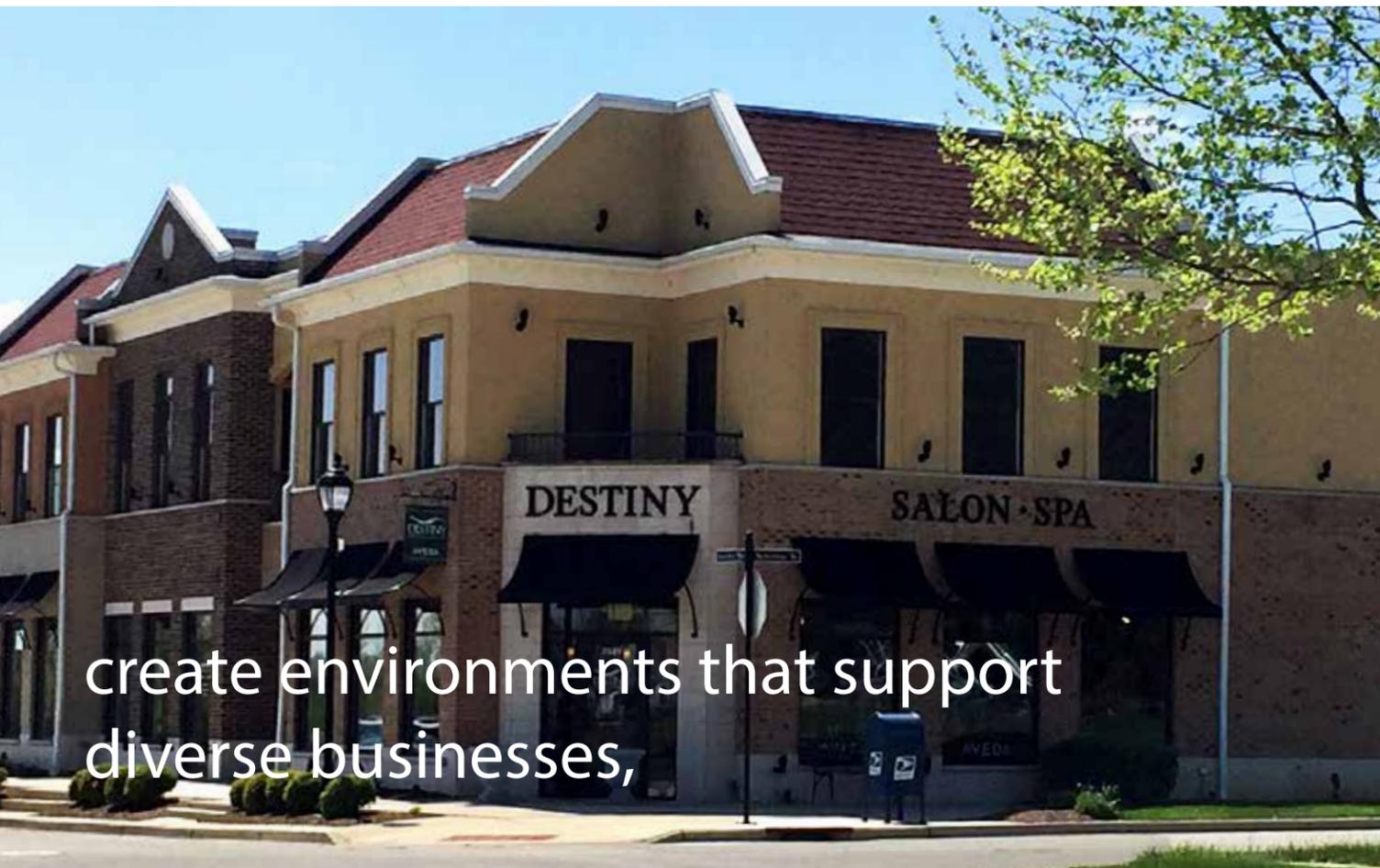
Community stakeholders created the Plan Clayton vision statement by combining the information gathered through the numerous public engagement efforts including interviews, surveys, and workshops. The vision statement guides best practice recommendations for all future development in Clayton.



To enhance
our small-town
character,



preserve
our rural land,



create environments that support
diverse businesses,



and
build a unique identity..

Our vision is to...



GOAL I
create
walkable neighborhoods



GOAL III
with
connected parks

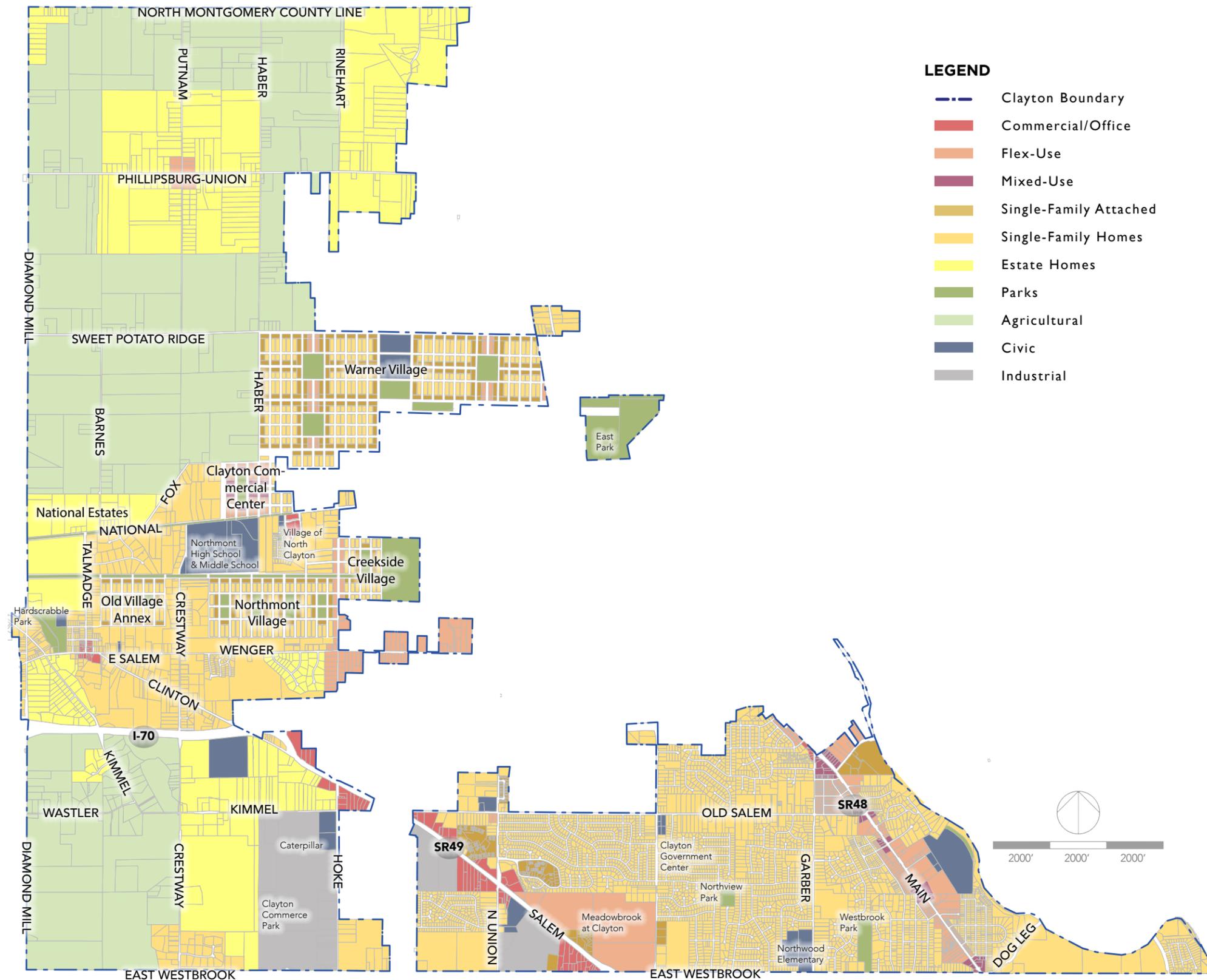


GOAL II
around
central cores,



GOAL IV
linked by
great streets and infrastructure.

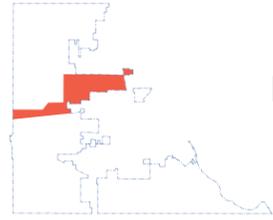
THE NEW REGULATING PLAN



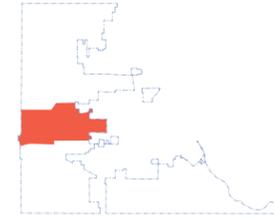
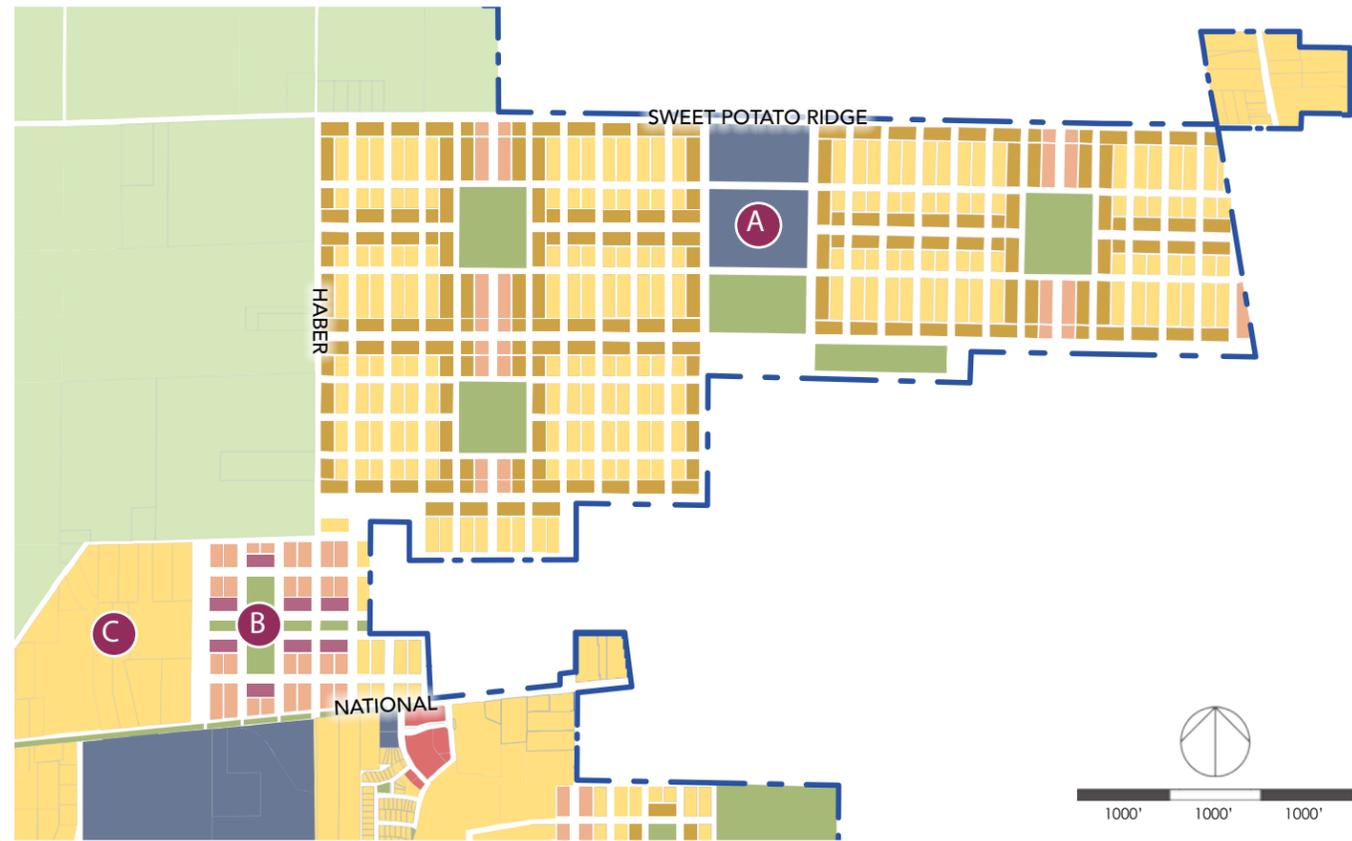
This Regulating Plan, the update to the 1999 Land Use Plan, reflects current land use, and directs future development in a resilient and sustainable manner. Rather than identifying all current Agricultural land as some form of Single-Family Residential land use, the Regulating Plan retains the majority of Agriculture land, recognizing the overwhelming response of the community to this planning effort. Future development occurs in specific locations, such as connecting the Village of North Clayton to the Old Village and Hardscrabble Park through a series of neighborhoods with single-family and townhomes, linked through parks and open spaces. The same typology defines the Warner Village area east of Haber Road. Proposed industrial development in the area west of Hoke Road does not change from the existing Future Land Use Plan. Development along Main Street is regulated to conform to the Main Street Overlay District.

REGULATING PLAN DETAIL AREAS

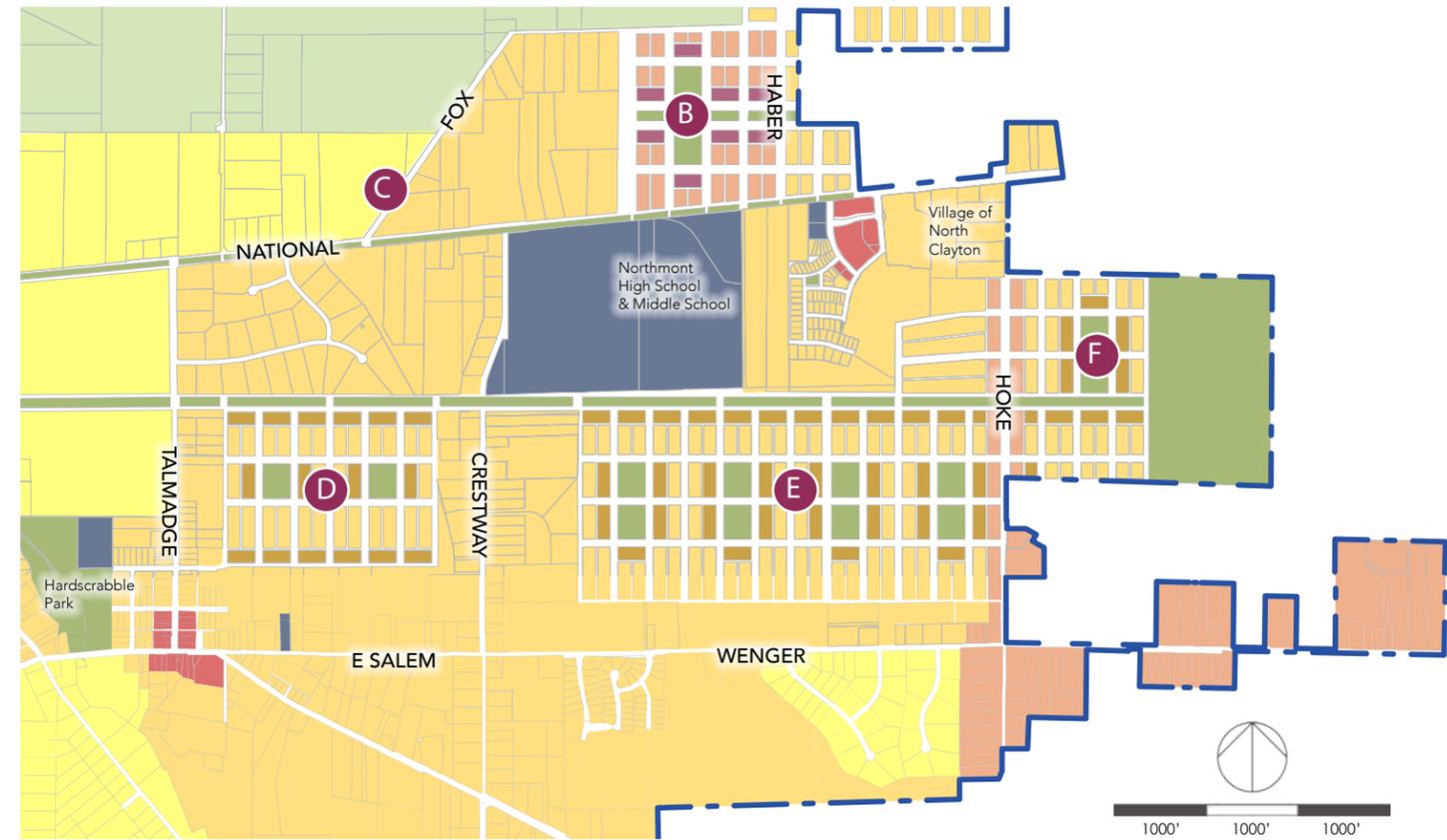
The following pages show Regulating Plan details of the primary Clayton future development



Northern Villages



Central Villages



REGULATING PLAN DISTRICTS

- A** Warner Village
- B** Clayton Commercial Center
- C** National Estates

LEGEND

- Clayton Boundary
- Commercial/Office
- Flex-Use
- Mixed-Use
- Single-Family Attached
- Single-Family Homes
- Parks
- Agricultural
- Civic
- Industrial

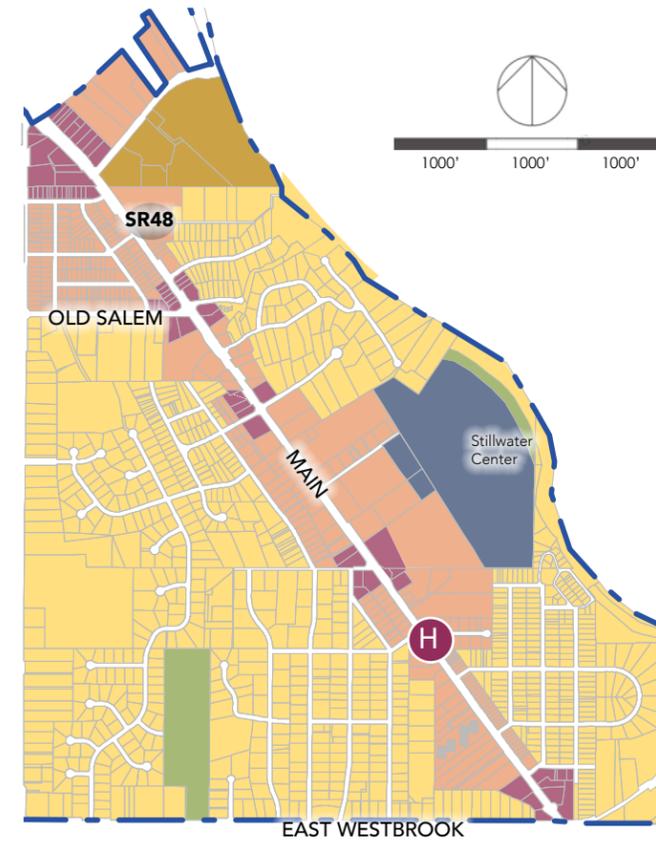
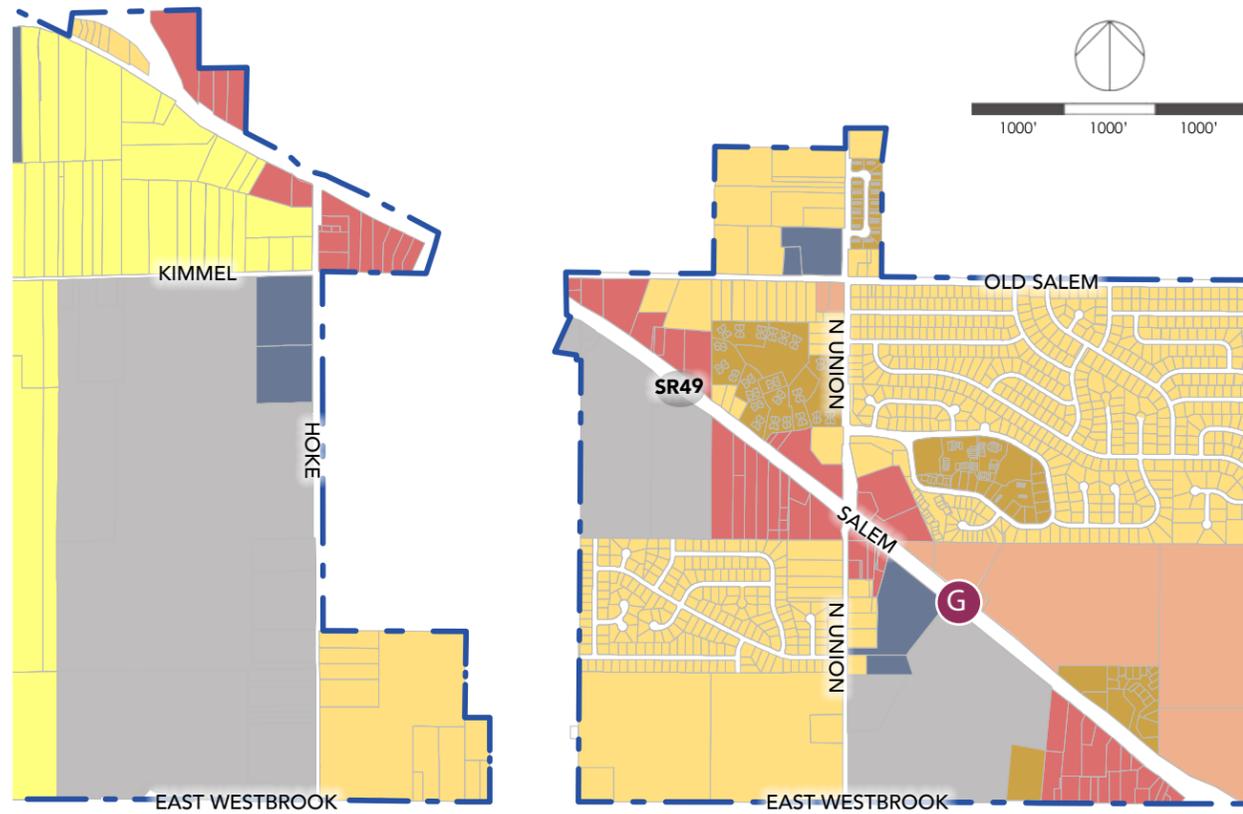
REGULATING PLAN DISTRICTS

- B** Clayton Commercial Center
- C** National Estates
- D** Old Village Annex
- E** Northmont Village
- F** Creekside Village

LEGEND

- Clayton Boundary
- Commercial/Office
- Flex-Use
- Mixed-Use
- Single-Family Attached
- Single-Family Homes
- Parks
- Agricultural
- Civic
- Industrial

REGULATING PLAN DETAIL AREAS



REGULATING PLAN DISTRICTS

G Salem Avenue (SR49)

LEGEND

- Clayton Boundary
- Commercial/Office
- Flex-Use
- Mixed-Use
- Single-Family Attached
- Single-Family Homes
- Parks
- Agricultural
- Civic
- Industrial

REGULATING PLAN DISTRICTS

H Main Street (SR48)

LEGEND

- Clayton Boundary
- Commercial/Office
- Flex-Use
- Mixed-Use
- Single-Family Attached
- Single-Family Homes
- Parks
- Agricultural
- Civic
- Industrial

USING THE REGULATING PLAN

The Regulating Plan allows flexibility for future development, while allowing the City to prescribe the form

Without a plan to guide development, the City has no say in the outcome, and the desires of the stakeholders—residents of Clayton—hold no sway. However, enticing developers to build in the City is difficult if planning rules are too stringent. The Regulating Plan acts as a balance between the two, allowing for varying types of structures within a set plan conforming to the Clayton Vision and planning best practices.

WHAT IS A REGULATING PLAN?

A regulating plan can be viewed as an enhanced land use plan. While, at the most generic level, the plan dictates building function within each area of the City, it also develops a land use typology in some areas as yet undeveloped. For example, this Regulating Plan indicates what areas may have industrial development, and no other, and what areas may have no other than commercial and office use. This is a standard land use and zoning methodology to ensure that there is proper separation between certain types of development, such as industrial and housing. In areas that are already partially developed with housing, the Regulating Plan does little more than indicate what types of housing may be developed there in the future.

However, in areas where there is no current development at all, such as some land that is used for agriculture but zoned as residential, the regulating plan indicates the form of the area as well, providing specific street layouts and open space requirements. It also prescribes residential areas with on-street parking and alley garages. These requirements, which form the area's typology, are based on Clayton's vision—"to create walkable neighborhoods around central cores, with connected parks linked by great streets and infrastructure"—and the patterns described on the following pages.

The specific land uses, similar to those used in land use plans and zoning maps, are defined as follows.

COMMERCIAL / OFFICE

Commercial/Office space can be any combination of these types of functions. This type of development encourages a mix of these two uses, both on one street and in one building, based on the development needs of the City.

FLEX-USE

Flex-use allows any combination of Commercial/Office and housing, again both in one area or in the same building. Flex-use supports the central areas of a walkable city, creating a live-work-play environment.

MIXED-USE

Mixed-use development requires more than one use within buildings in the area; typically it has commercial on the lower level and housing or offices on the upper levels. This helps create nodes, or areas where people gather.

SINGLE-FAMILY ATTACHED

Attached family housing can refer to single-family row-houses, townhomes, or apartments. Attached family housing is often used to take advantage of parks and views, providing more units along the street.

SINGLE-FAMILY HOMES

Single-family homes are typically one or two stories, sitting on lots of approximately 50-80 feet wide, and 100-130 feet deep. In new development, they will have garages off of the alley, often with small apartments above.

ESTATE HOMES

Estate homes are large-lot, single-family homes. In this plan, estate homes are used as buffers between agricultural areas and more compact single-family developments.

PARKS

Parks are defined areas of greenspace that cannot be developed for other uses. The regulating plan makes use of park areas to create the neighborhood and urban typology.

AGRICULTURE

Land that is zoned Agriculture is being used for farming activities, including crops and animal husbandry, and cannot be developed other than with a single-family residence.

CIVIC

Civic is land that is publicly owned, and may include schools, government buildings, and emergency services.

INDUSTRIAL

Industrial development can consist of light industrial, mid-scale manufacturing, warehouse and distribution, research and development, or large employment facilities such as corporate office headquarters in a campus-like setting.



Attached family housing (top), single-family homes (middle), and estate homes (bottom) are the major housing typologies featured in the Clayton Regulating Plan.

Clayton's Old Village has short blocks, street trees, and consistent setbacks, making it a very walkable neighborhood.

GOAL I WALKABLE NEIGHBORHOODS

People are willing to walk for 10 minutes to reach a destination if the walk is safe, convenient, and comfortable

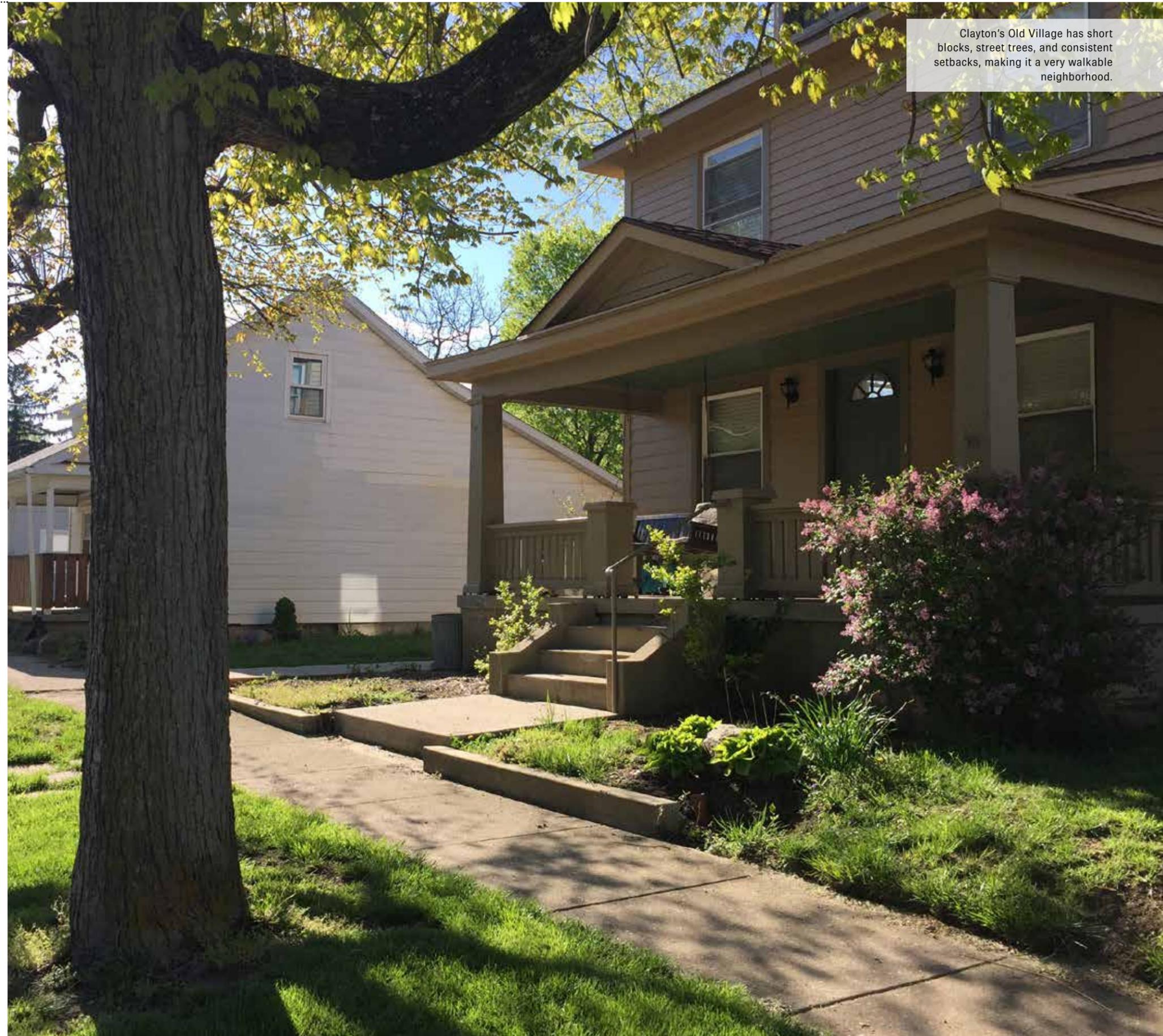
-"Guide for the Planning, Design, and Operation of Pedestrian Facilities," American Association of State Highway and Transportation Officials

All over the United States, creating walkable neighborhoods is a focus for cities both large and small. People want the health benefits, convenience, and freedom of being able to walk to work, to the store, to entertainment.

What does "walkability" mean? One way of looking at it is that you can reach your destination walking a route that is safe, convenient, and comfortable. In the following pages, you'll read about planning best practices that support walkable neighborhoods. Some of the things that don't support walkable neighborhoods? Unshaded walkways, lack of sidewalks, requiring pedestrians to walk in the street, and being forced to walk across parking lots, or driveways into businesses.

*"Increase walking paths" ... "Need to focus on sidewalks" ...
"People would like to walk to school" ... "Walking is a major activity for me" ... These are just a few of the comments residents had to say about walking in Clayton.*

So, what is the status of walkability in Clayton? Some neighborhoods, like the Village of North Clayton and the Old Village, are delightfully walkable. Others fall short. This goal provides ways to increase walkability of existing neighborhoods, and ensure that new development creates walkable neighborhoods from the start.



GOAL I OBJECTIVES

Creating Walkable Neighborhoods



Create neighborhoods that are safe to walk through.

1. Create neighborhoods that are safe to walk through.
2. Include planting strips with trees between sidewalk and street as a buffer between cars and pedestrians.
3. Ensure all crosswalk curb cuts are in line with the sidewalks, not encompassing the entire corner.
4. Provide alleys for access to garages and services. This provides more space available for on-street parking in front of homes and reduces pedestrian/vehicle conflicts at driveways.
5. Ensure that houses face parks to assist in crime prevention.



Create neighborhoods that have convenient routes.

1. Provide on-street parking or parking to the rear of neighborhood businesses so pedestrians do not have to cross parking lots.
2. Create connected sidewalk systems so pedestrians do not have to cross streets or unpaved areas to walk on a sidewalk.
3. Provide sidewalks on both sides of the streets.
4. Include focal points—significant buildings, public art, aligned entries, neighborhood signage—at ends of axis, corners, or centers of parks to assist in wayfinding.
5. Identify distinct neighborhoods within a walking area.
 - Signage or gate at major entries
 - Boundaries of parks/rural lane or collector roads between



Create neighborhoods with comfortable walking environments.

1. Provide porches on all new homes. They provide a sense of community for both pedestrians and home owners.
2. Incorporate street trees wherever possible, to provide shade and “softening” of the road.
3. Create a layered hierarchy for neighborhoods—street, planting strip with street trees, sidewalk, front yard, porch, house—to enhance the experience of walking down the street and feeling sheltered. Include a build-to line for homes and other buildings for a consistent environment.
4. Include open greenspaces within neighborhoods, including formal parks as well as pocket parks, or green infill spaces.
5. Include underground utilities for all future development.



The lists for each of these objectives are captured in the Implementation Plan, an appendix to the Comprehensive Land Use Plan, published in a separate document, available on the City of Clayton Website.

GOAL I BEST PRACTICES

Creating Walkable Neighborhoods

1 CONNECTED SIDEWALKS

Connected sidewalks are crucial to creating a pedestrian-friendly city where residents can access nearby amenities on foot. Sidewalks should be a minimum of five feet wide, shaded by street trees, and separated from the road with a planting strip at least four feet wide. A sidewalk network should provide clear wayfinding so pedestrians feel welcomed and know where they're going. A pedestrian-friendly community can reduce environmental impacts, increase a sense of neighborhood cohesion, and provide positive health benefits.

2 RESIDENTIAL PORCHES/STOOP

Most modern homes have replaced the front porch with the front garage. This does little to encourage community interaction, and much to create a “garage-scape”, unattractive to passers-by. Front porches can be a place to gather for families and neighbors, and are helpful in the formation of a sense of community. Front porches can also contribute to an increase in neighborhood vigilance by allowing more people to have “eyes on the street”, watching the public realm. They should be at least five feet deep, with room for a table and four chairs. Front porches should also be raised a minimum of 18 inches from the street so that people using the porch don't feel like they are sitting at the street level.

3 CONSISTENT FORM

Designing a cohesive building form along a street can be a challenge. As building technology changes, energy codes adapt over time, and density increases, new structures often have a very different appearance from older buildings. Respecting the architectural style of an existing area is important and could be as simple as incorporating features such as columns or porches that are present in surrounding buildings. New buildings may also be somewhat taller than existing buildings, but restricting the heights within one or two stories of existing structures or concentrating newer taller buildings along certain streets can help to create a feeling of similar height and density.



A typical street corner in the Ramsey Hill Historic District in St. Paul, Minnesota. It depicts sheltering trees, consistent form, sufficient landscaping, and residential porches, all important factors when planning for walkable neighborhoods.

GOAL I BEST PRACTICES

Creating Walkable Neighborhoods

4 FOCAL POINT

In order to focus on a destination, the eye must be able to observe a clear focal point. Placing a public building, church, park, or fountain, for example, at the termination of a street creates a focal point. Driving and walking is much more enjoyable when built and natural sights are located on a clear axis and provide definition to the outdoor spaces. On a smaller scale, aligned entries on buildings and connected sidewalks function like focal points along an axis. Taken together, axes and focal points significantly contribute to clear wayfinding, or simply put, finding one's way in an unfamiliar environment.

5 BUILDING EDGE

Buildings should have a defined “edge” along a street that contributes to a sense of place for the driver, cyclist or pedestrian. A building edge occurs when buildings are constructed to the same “build-to line” along a street. A defined edge along a street helps to create a space—pedestrians sense the building edge as they would a wall in a room, or a row of trees in a park. Combined with street trees, connected sidewalks, transparency, and focal points, the building edge creates a lively space with clear wayfinding. Buildings offset from the street are less inviting and often see less activity than those with windows along a popular sidewalk.



The Ramsey Hill Historical District in St Paul, Minnesota is a wonderful example of connected sidewalks, street trees, and focal points.

GOAL I BEST PRACTICES

Creating Walkable Neighborhoods

6 STREET TREES

Street trees are one of the most important aspects of public landscaping. In addition to creating narrowed sight lines, which can slow traffic and create more appropriate urban traffic speeds, trees also offer environmental benefits, such as less drainage infrastructure. They create safer walking environments by providing a buffer between pedestrians and cars, provide shade, and lend shape to a street network. Street trees should be planted at regular intervals along as many streets in a city as possible. It is important to select low-maintenance trees, which will mature and flourish in the local area.

7 ALLEYS & ALLEY GARAGES

Alleys complement a traditional street and allow a building's facade to be built to the street, which enhances the street for pedestrian use. In addition to creating hidden parking, alleys help divert traffic off of congested streets, store waste and park vehicles, and provide a place for transformers, communication boxes, meters, and other utilities that usually blight the front street. Alleys can be beneficial in areas with single-family residences, apartments and commercial properties. In residential areas, alley garages specifically support many other principles including residential porches, building edges, and consistent form.

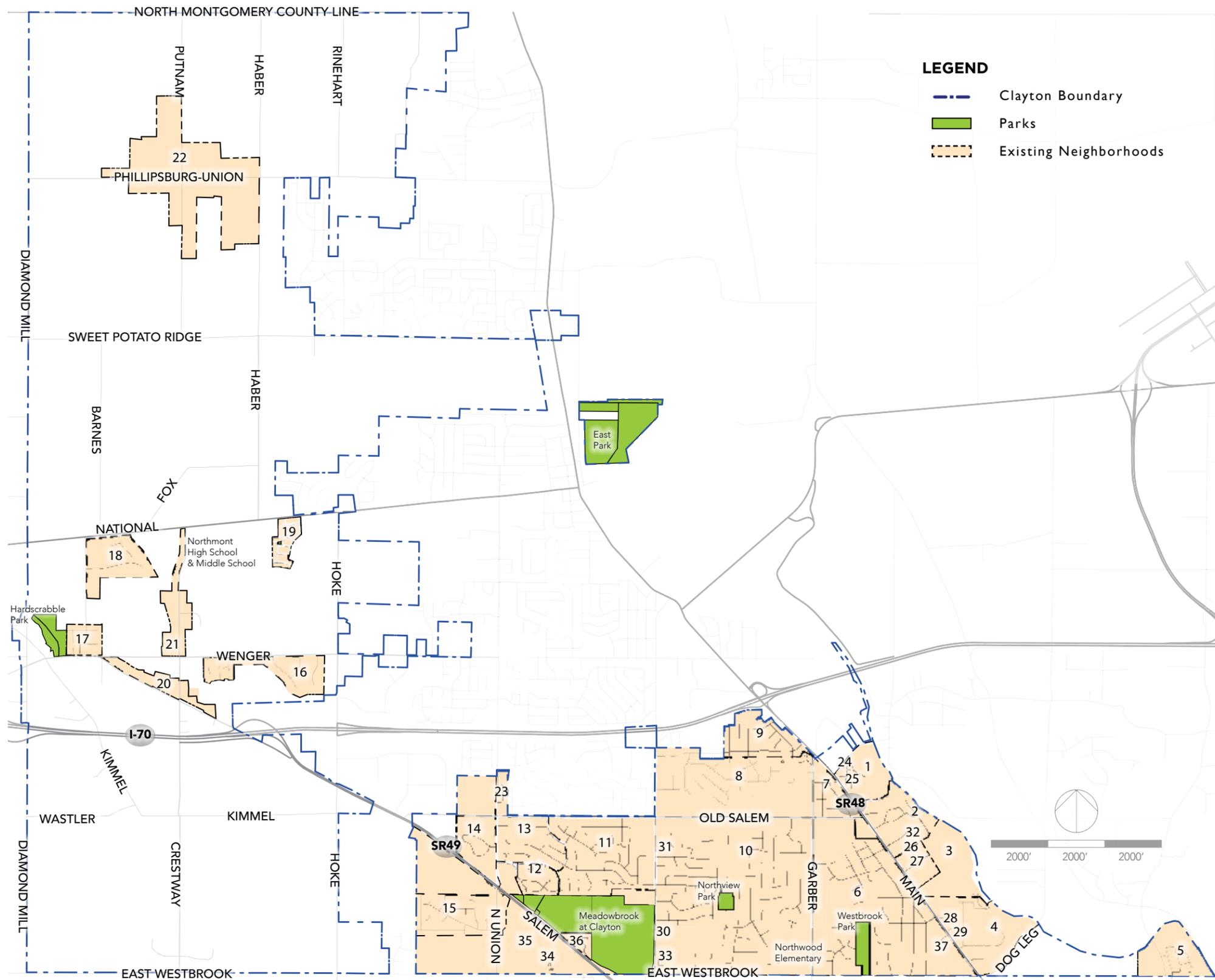
8 STREET GRID

A common approach to street design is using a hierarchy, which funnels traffic from local streets and collectors into arterials. Drivers rarely have options and are thus forced onto the arterials, which can contribute to congestion. As arterials are designed to move cars efficiently, pedestrian access is either very uncomfortable or lacking entirely. A well-planned street grid creates a pleasing pedestrian environment and allows for a more equal distribution of motor vehicle traffic. Some of the greatest cities in the world are laid out on a street grid – San Francisco and Kyoto for example. In downtown Portland, Oregon, the grid is 200 feet by 200 feet, which maximizes the number of valuable corners and gives people many options for accessing various parts of the city.



Street trees add aesthetic value to neighborhoods, as well as critical protection from the elements during the summer months.

EXISTING NEIGHBORHOOD MAP

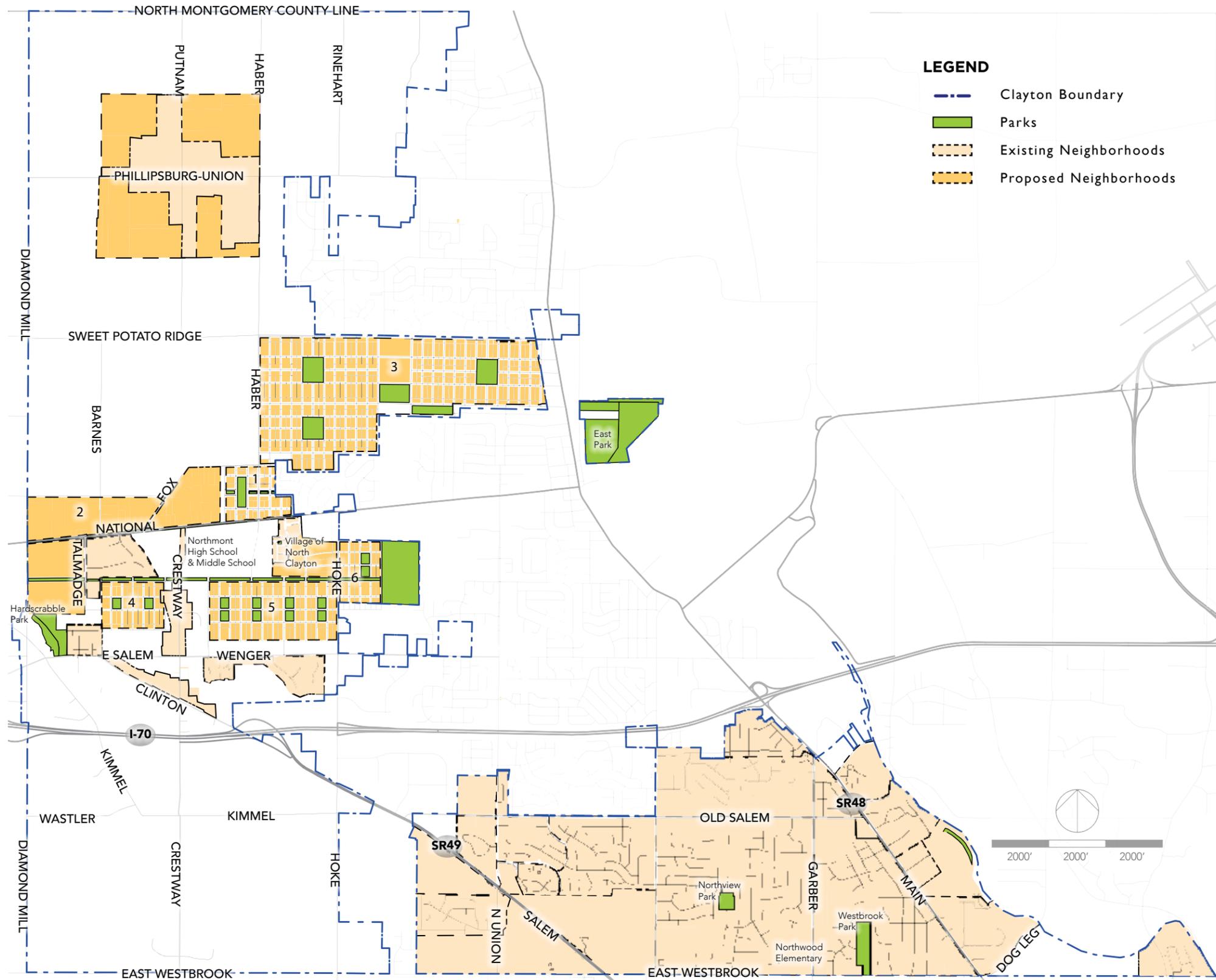


The existing neighborhoods of Clayton, identified on the map to the right, consist of a wide variety of housing stock. Homes range in age from over 100 years in the Old Village to less than 10 years in the Village of North Clayton; size and cost of homes are just as wide ranging. The majority of the neighborhoods are mid-20th century plats in the southeast portion of the City, designed with twisting roads and cul-de-sacs and no sidewalks, consisting of single-family with attached garages facing the street. There are few multi-family homes in the City. Several areas of spot development occur in the north and southwest part of the City; these are low-density, single-family homes.

NEIGHBORHOODS AND COMMUNITIES

- | | |
|--------------------------------------|-----------------------------------|
| 1 River Ridge | 21 Crestway |
| 2 Woolery | 22 Phillipsburg-Union |
| 3 Stillwater | 23 Salem Crossing Duplexes |
| 4 Irvington | 24 Stoneridge Apartments |
| 5 Riverbend Meadows | 25 Greenglen Apartments |
| 6 Allison and Ashwood | 26 Woolery Lane Apartments |
| 7 Flagler | 27 Garden Woods Apartments |
| 8 Savina Hill Estates | 28 Apartments |
| 9 Copperfield Duplexes | 29 Apartments |
| 10 Honeybrook Plat | 30 Meadowbrook Apartments |
| 11 Seville Plat | 31 Apartments |
| 12 Valleybrook Condos | 32 Cottages of Clayton |
| 13 Valleybrook | 33 Winston Woods |
| 14 Crescent Ridge Duplexes | 34 Eastway |
| 15 Summersweet Plat | 35 Westbrook |
| 16 Wenger Village and Estates | 36 Par Drive Condos |
| 17 Old Village | 37 Spanish Trace Condos |
| 18 Spring Lake | |
| 19 Village of North Clayton | |
| 20 Clinton | |

PROPOSED NEIGHBORHOOD PLAN



The proposed neighborhoods use the regulating plan to create a typology that supports the Clayton vision—walkable neighborhoods around central cores. Unlike the majority of the existing neighborhoods, the proposed neighborhoods rely on a street grid to create connectivity to the surrounding neighborhoods and central cores, and also to maintain a more equal distribution of vehicle traffic. All neighborhood streets are regulated to have sidewalks, planting strips, and street trees, which combine to make safer streets through traffic calming. These elements also make walking more comfortable. The street system also relies on alleys that provide rear garage and service access. This diverts traffic off the main neighborhood streets and removes the need for driveways, allowing for more on-street parking and decreasing pedestrian and vehicular conflict.

PROPOSED NEIGHBORHOODS

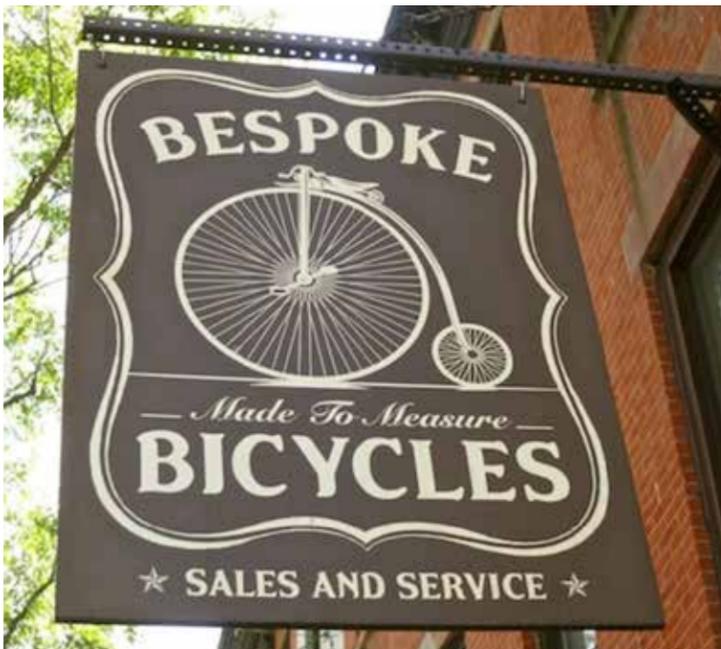
- Clayton Commercial Center
- National Estates
- Warner Village
- Old Village Annex
- Northmont Village
- Creekside Village

GOAL II CENTRAL CORES

Creating a sense of place is key to a successful neighborhood.

An important aspect of public space is central cores of activity, often called nodes. Traditionally, downtowns functioned as the nodes, but many cities today, large and small, are multi-centric, with many nodes, though there is typically one center. They can be shopping centers, entertainment centers, employment centers, or multi-function centers. Critical to successful central cores is how they are woven into the web of the city, and draw activity to them.

Clayton has several cores within the City today. Talmadge Road in the Old Village, the park and shopping center in the Village of North Clayton, Randolph Plaza on Main Street, the Government Center, even the parks—these are all places that people gather. However, some of the crucial patterns of central cores are missing in these areas, and they are not integrated into the network of neighborhoods in the City. On the bright side, the Main Street Overlay District, adopted in 2017, is designed to create more nodes of activity along that critical area of downtown, and the Regulating Plan calls for future neighborhoods to be designed around central cores of mixed-use areas and parks. Read ahead to understand the best practices that create central cores that are a part of a vibrant city.



Popular commercial sign applications, such as blade signs, and sidewalks with plantings and street furniture can contribute to a small-town feeling in Clayton's central cores.

GOAL II OBJECTIVES

Developing Central Cores



Create attractive and lively Central Cores in Clayton.

1. Include street furniture in core areas.
 - Lampposts
 - Seating
 - Tables
 - Waste disposal
 - Bike racks
2. Select a location to develop a town square in Clayton for special activities and day-to-day gathering.
3. Encourage outdoor seating for all restaurants and cafes, to provide opportunities to engage socially and with the environment.
4. Incorporate required entry zones for buildings that focus on the central cores.



Create and enhance existing residential cores within the City of Clayton.

1. Provide playgrounds within a 10-minute walk of all homes.
 - Appropriate for multiple age ranges
 - Large parks
 - Pocket parks (small parks, often the size of surrounding tax lots, within a neighborhood)
 - Ensure parks are surrounded by facing homes to provide "eyes on the street"
2. Include some areas of required mixed or commercial use in residential cores for convenience and to provide activity.
3. Create clear park entrances, bike and pedestrian connections, and signage.



Create and enhance existing city center cores within the City of Clayton.

1. Require mixed-use buildings.
 - Townhomes or apartments
 - Retail
 - Restaurants
 - Office space
2. Require on-street parking in city center cores to buffer pedestrians from moving traffic, act as traffic calming, and reduce amount of required parking lots.
3. Continue to improve and enhance existing city center cores by buying dilapidated buildings and replacing with buildings adhering to the Main Street Overlay District.
 - Community Development Block Grant Funds
 - Montgomery County Land Bank
 - Provide restrictions to parking lots in city cores
 - Parking to the rear of buildings
 - Shared with other functions whenever possible
 - Vegetated medians to allow for stormwater mitigation
4. Develop a consistent form for buildings in the city cores.
 - Require transparency (percentage of window on facades) for all new businesses surrounding central cores.
 - Awnings for all new businesses
5. Minimum building heights of two stories, and a maximum building height of five stories

The lists for each of these objectives are captured in the Implementation Plan, an appendix to the Comprehensive Land Use Plan, published in a separate document, available on the City of Clayton Website.



A section through a central core shows the social character of the type.

GOAL II BEST PRACTICES

Developing Central Cores



In central cores, the use of durable materials is important for establishing the longevity of a community gathering space. One effective example can be seen in Downtown Troy, Ohio.

4 ACCESS CONTROL
Street access control refers to reducing access points—curb cuts—along auto-dependent streets, a common problem in commercially focused areas. While a separate entry and exit point for each parking lot may facilitate quick movement for drivers, it also creates more conflicts between motor vehicles and people walking or biking. Frequent access points also create more complicated traffic patterns. To create a more comfortable and safe environment for people that drive, walk and bike, every effort should be made to reduce the number of access points along a street. This can be accomplished through shared parking strategies, access roads with on-street parking, and locating parking to the side or behind buildings.

5 PLANTING STRIPS & STREET FURNITURE
In some parts of the country, developers have eliminated the traditional planting strip in newer subdivisions to save money, building “curbwalks” where the sidewalk is attached to the curb. The minor savings cannot make up for the costs. Planting strips not only add to the aesthetic value of a great street, but also create a buffer for pedestrians. When used in conjunction with alleys, the planting strips can be continuous down residential blocks, which makes for a better environment for street trees. If utilized, planting strips should be located along major streets, be at least four feet wide and be placed between the road and the sidewalk. They should be filled with low-maintenance grass and plants that are indigenous to the local environment.



Minimum and maximum building heights help create a comfortable pedestrian environment as do planting strips and street furniture.

MIXED-USE

Horizontal mixed-use development is comprised of a group of buildings that includes places to shop, dine, live, worship, work, and play. Vertical mixed-use requires more than one function in a single building. On an individual building level, mixed-used buildings are economically and environmentally sustainable, use land more efficiently, and support multi-story buildings. A horizontal mixed-use development promotes town centers that provide convenient, easy access to amenities for residents living nearby. Successful mixed-use development requires a network of connected sidewalks, making it a safe, comfortable, pedestrian-friendly destination with clear wayfinding throughout.

DURABLE MATERIALS

Often, building materials are chosen based on initial cost, or for low-use or temporary purpose. When these buildings become part of the long-term fabric of a city, they can become eyesores that detract from the nature of the environment. It’s important to ensure building materials will withstand the test of time and will fit in with the character of the area for decades. Materials for buildings should be adequate for their climate, and able to withstand diverse weather conditions. While durable materials may be more expensive initially, they have reduced maintenance over time and are more aesthetically pleasing.

MINIMUM AND MAXIMUM BUILDING HEIGHTS

Filling the landscape with single story buildings is not a sustainable practice. The resulting low-density environment forces excessive automobile use and consumes valuable land, which can limit future development opportunities. From a construction point-of-view, three one-story buildings require three times the foundation and roof area as one similarly sized three-story building, and more utility lines. Conversely, buildings higher than five stories often do not fit in with the small town character of many cities across the country, and require higher end units to offset costs of increased building size. Regulating the height of buildings between two and five stories provides a good mix of effective land use and maintaining neighborhood character.

GOAL II BEST PRACTICES

Developing Central Cores



Clayton already has a Community Square in the Village of North Clayton, however, creating a similar space that is closer to the main population center has been expressed as a goal in community feedback.

6 TOWN SQUARE

Every community needs a center, to form the primary gathering space of a community—a place for large events and also a place to sit on a lazy afternoon and watch people come and go. The town square can have a more formal character with elements such as fountains and statues as focal points or it can be more casual, with grass and trees. Paved areas accommodate public events such as markets and ceremonies, and there may even be a platform for a stage or steps that double as seating. Shading from trees and canopies help provide respite from the sun. Planting beds can soften hardscape and filter runoff as well; the walls of a planter can even provide seating. Many streets and paths should lead to the town square, adding to its activity and supporting its function as a destination.

7 TRANSPARENCY

Too often, buildings are set back from the street, or have blank walls which discourage pedestrian access and limit interest of passers-by. Buildings with transparency, or large windows on the streetfront, engage pedestrians and enliven a public area, cultivating places to gather, common spaces inside and out, within a town center. Furthermore, when storefront windows face the street, business owners, employees and customers can watch the public realm and report unusual activity, a concept known as Crime Prevention Through Environmental Design, or “eyes on the street.”

8 REQUIRED ENTRY ZONE

Recessed, hidden, and poorly scaled building entrances make finding the front door difficult. In good urban design, entrances should be placed in such a way that people who approach the building see the entrance as soon as they see the building itself. Entries should be visible from all directions and lines of sight. This is accomplished by thinking actively about the position and shape of the entry, and considering the visibility at each main line of approach to the building. Along parks or town squares, entries should be visible from the center, and aligned with sidewalks to create clear wayfinding.

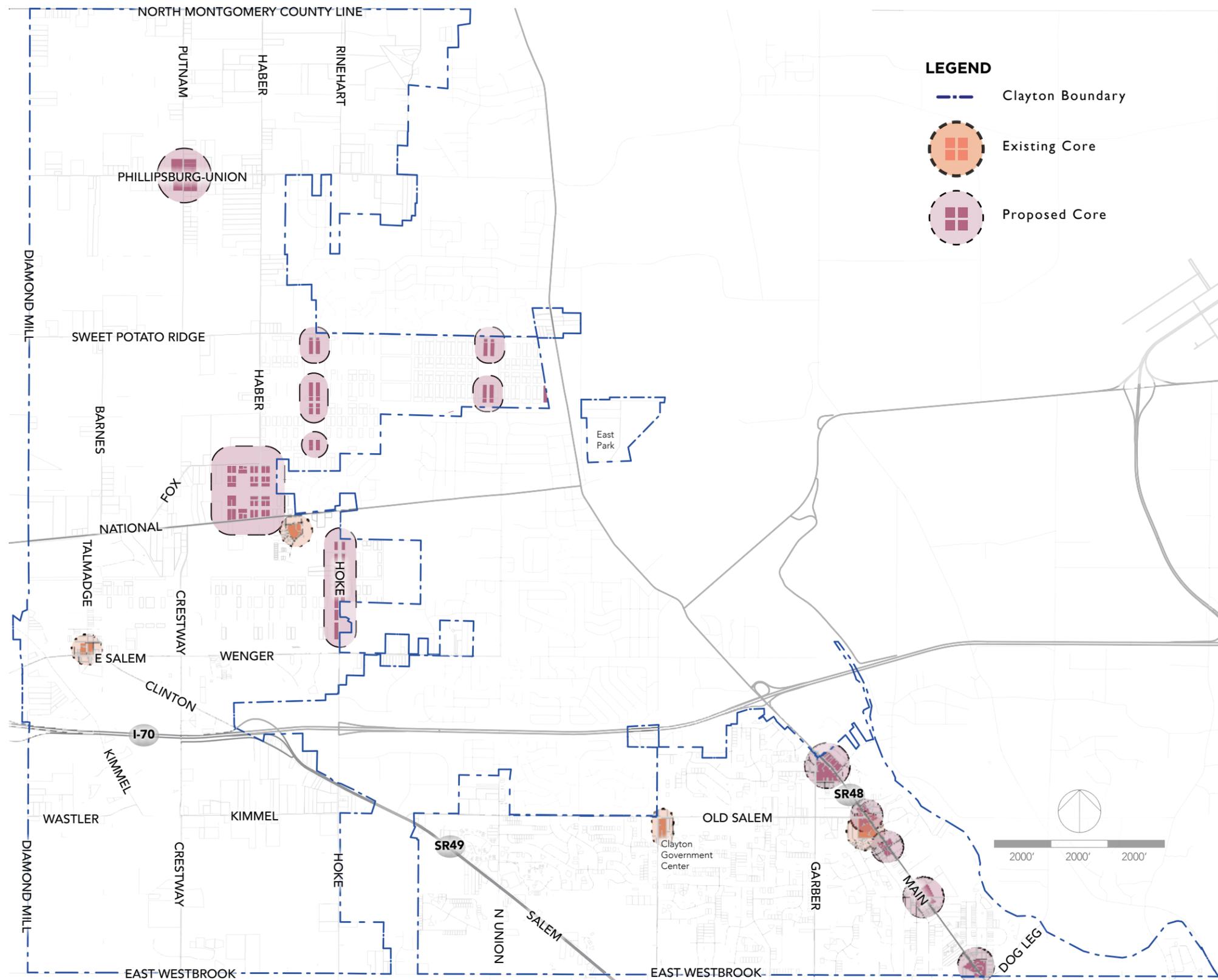
9 PARKING BEHIND OR ON SIDE

In order to maintain an active streetscape, parking should be hidden whenever possible. Requiring that parking be located to the rear of buildings, or the side in some cases, keeps a continuous building line at the street, rather than parking lots. This not only makes it a more enjoyable place to walk, but also provides more visibility for businesses. It can also promote shared parking, depending on the building functions, which reduces overall parking requirements. Parking behind or on the side of buildings aligns with many other principles including transparency, building edge, consistent form, and landscape standards.



Ashland, Oregon has an informal town square and distinct required entry zones on their buildings, enhancing the community's sense of place.

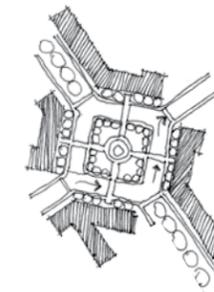
CENTRAL CORE PLAN



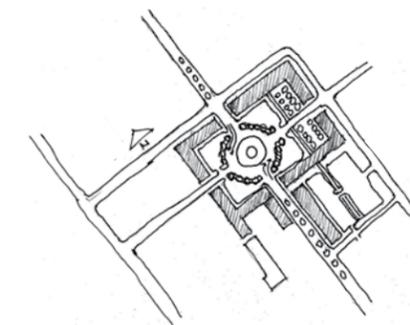
Clayton's current central cores are the Village of North Clayton, the City Government Center, and the Old Village. To some extent Main Street is a central core as well.

Clayton's proposed cores include two zones in Warner Village, the mixed-use village just north of Northmont High School, a series of cores through the new village development just south of Northmont High School, Salem Avenue (which will include primarily commercial and industrial uses), and the new cores defined by the 2017 Main Street Overlay District on Main Street. By creating central cores in these neighborhoods, Clayton becomes interconnected with more areas with a small-town feeling.

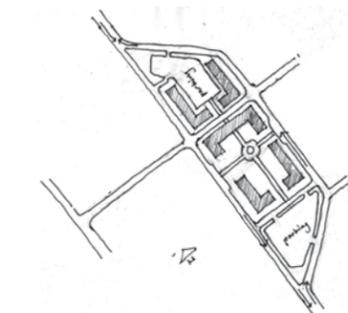
Below are three explorations of a city center core that could be developed on Main Street; they follow the 2017 Main Street Overlay District Node designations. Installing a round-about at the intersection with a town square in the middle carves out space along this high traffic street, and makes it a more pleasant place for Clayton's residents to gather.



1. A compact look at how to develop the land directly around a Main Street intersection, focusing on the pedestrian experience and slowing traffic along Main Street.



2. A classic two-lane traffic circle center, like in Troy. It has one side street extended for "close down" activities. This option still has a park feature, but also allows for parking.



3. Splitting Main Street with a city center in mostly empty land to the East of Main Street. This is the most spacious plan, with a park feature at the center, parking, and divided pedestrian and traffic space.

GOAL III

CONNECTED PARKS

Parks enhance community, real estate value, and quality of life and health

Parks are opportunities for all members of a community to come together, and traditionally have been places with a rich social environment. A park brings people out of their homes to meet with neighbors, play a game of softball, walk their dogs, or relax on a patch of grass—building community and small-town character. In addition, parks provide critical habitat and open space conservation that is necessary for ecological health and compact development—resulting in the preservation of rural land. Parks provide places for improved health and wellness of community members. By creating equal opportunity access to health and wellness, community members are better equipped to living healthier, more productive lives, which contributes to building Clayton’s unique identity.

Clayton currently has three historic parks, Hardscrabble, Westbrook, and Northview. Each of these parks provides unique opportunities and challenges for the community and their surrounding neighborhoods, but three common themes link all of them: limited accessibility, underutilized programming to the community’s current needs, and limited funding. Additionally, between Clayton and the Dayton International Airport is the Stillwater River, surrounded by land that has been designated open space due to being in the regional floodplain—holds part of the Five Rivers MetroParks parks system. The Miami Valley Regional Planning Commission also has proposed several future bike path and trail additions through this area that would be optimal for Clayton to link to, further connecting Clayton’s parks and surrounding natural resources.

Clayton residents are passionate about their parks—one of the highest attended focus groups during the planning process was Parks and Recreation; it was also a commonly referred to theme in interviews and the survey—a heartening fact when looking to take on these themes.



Westbrook Park's trail and woodland area provides a restful space for visitors.

GOAL III OBJECTIVES

Connecting Parks

1

Heighten the visibility and accessibility of Clayton's historic parks (Hardscrabble Park, Northview Park, Westbrook Park) while maintaining their identities and relevant programming.

1. Create clear park entrances, bike and pedestrian connections, and signage.
2. Strive to exceed ADA standards for physical access to all parks and recreation areas and facilities (Master Plan Parks and Recreation, 2011).

3

In areas of future development, increase coverage of areas in parks and open space and plan for future park designations to better serve all parts of the community.

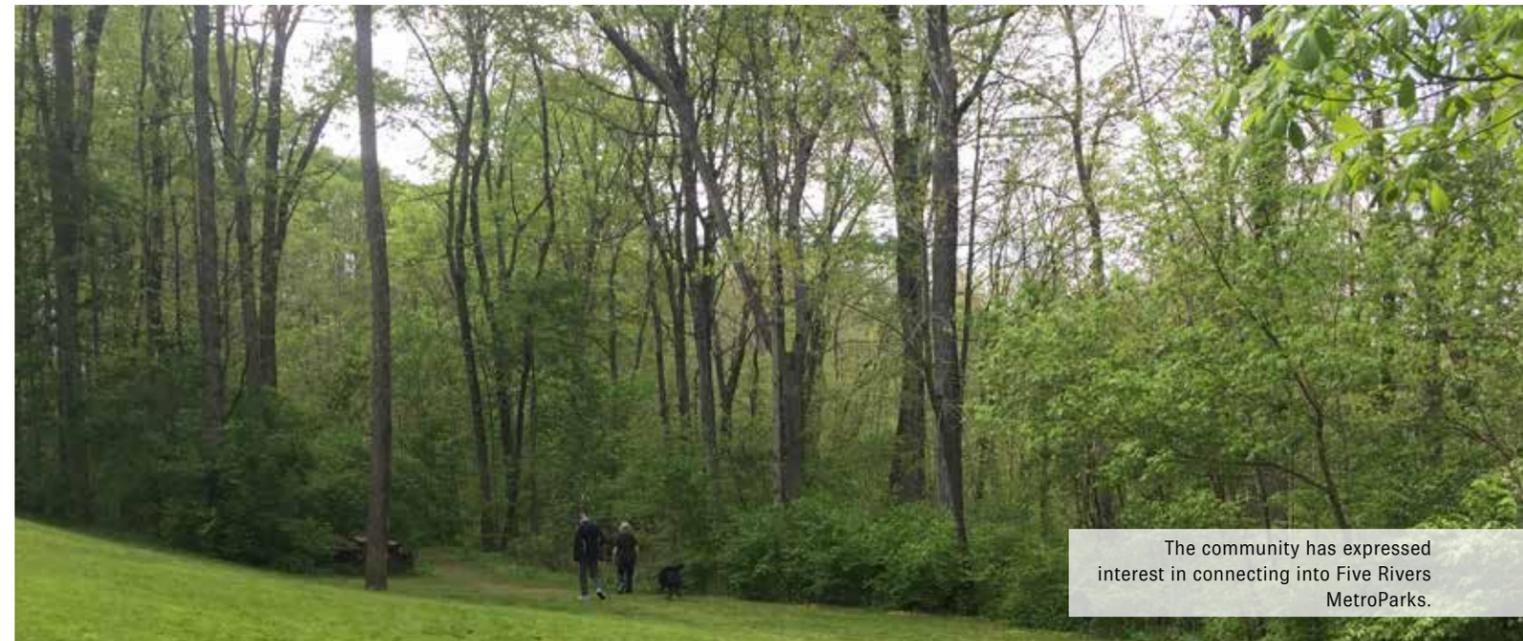
1. Develop a policy which promotes parks and green space in relationship to future planned development projects.
2. New parts of the community should have access to a park or open space that is 1/4 mile or a 5-minute walk away.
3. Achieve NPRA National Park Acreage Service Level Goals to ensure public recreational opportunities within a reasonable distance of all residents (Master Plan Parks and Recreation, 2011).
4. Continue to site parks in areas of the City with the highest density of residential units unless the highest density area is adequately served by other recreation facilities (Master Plan Parks and Recreation, 2011).

2

Provide residents with a multi-purpose trail system linking Clayton's existing parks with each other and to parks in adjacent communities that celebrate Clayton's natural resources, open space, and parkland.

1. When geographically feasible, site parks adjacent to compatible uses such as greenbelts, detention bases, other natural waterways, schools, and other public facilities in order to facilitate efficient land use and cost sharing (Master Plan Parks and Recreation, 2011).
2. Use public right-of-way to provide connections to the existing parks.
3. Work with property owners to acquire necessary easements for parts of the trail network that traverse the Regional Flood Plain where appropriate.
4. Provide adequate directional signage.

The lists for each of these objectives are captured in the Implementation Plan, an appendix to the Comprehensive Land Use Plan, published in a separate document, available on the City of Clayton Website.



The community has expressed interest in connecting into Five Rivers MetroParks.

GOAL III BEST PRACTICES

Connecting Parks



CENTRAL PARKS

Every neighborhood needs something at its center - if not a town square, then a central park block. Central parks provide a place for people to gather and connect with the outdoors, for children to play, and adults to interact. The best parks and open spaces are framed by trees and contain open lawns for a variety of uses. They can have playgrounds and ball fields dispersed throughout, and they certainly should have numerous places to sit. Landscaping should also integrate climate-appropriate vegetation as much as possible, so that they require less watering and maintenance.

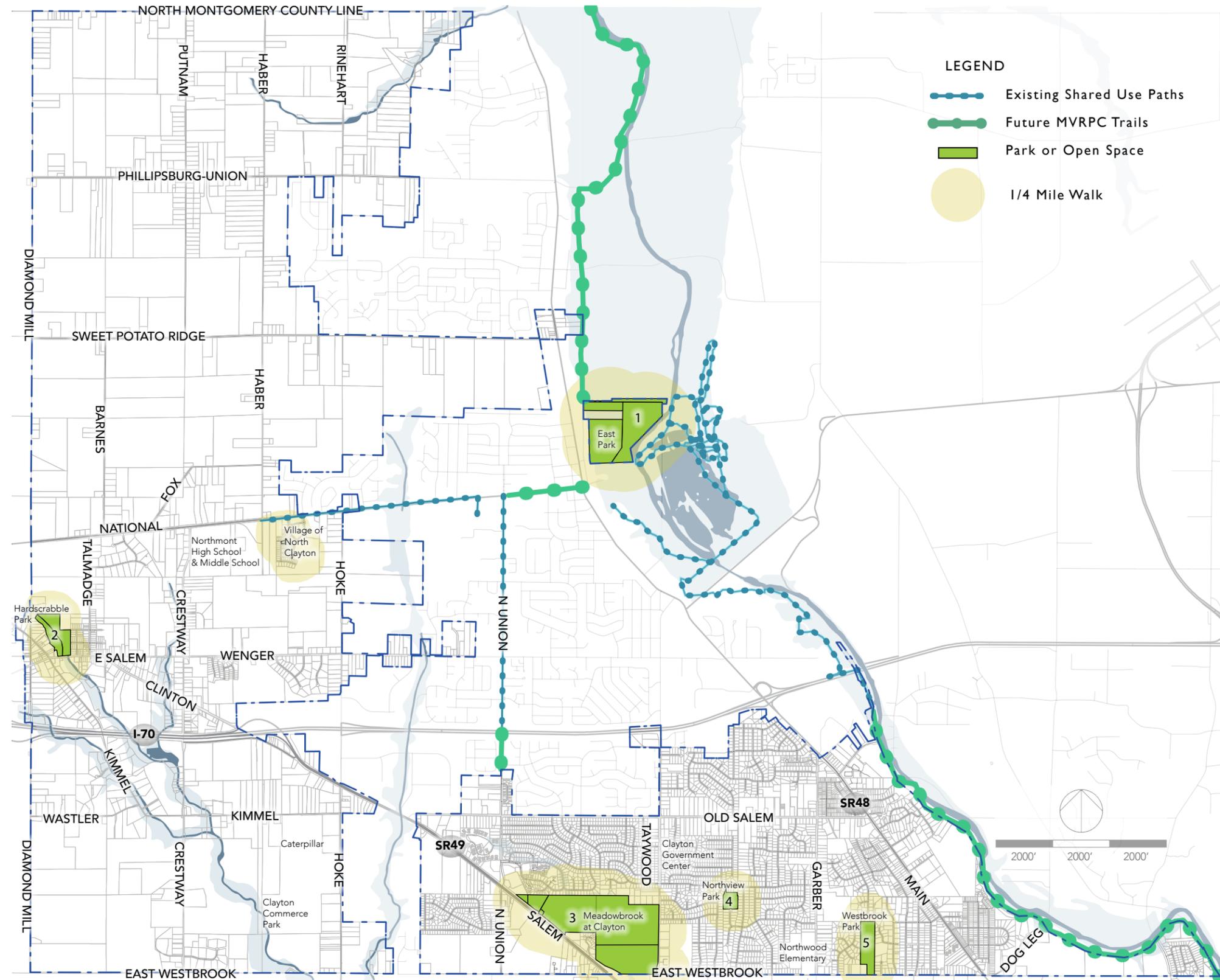
2 LINKED PARKS

Creating a network of parks and open spaces that forms an interconnected park system is a great way to improve connectivity, neighborhood cohesion, and walkability. Accessible parks and open spaces are essential to a good neighborhood – people want places for gathering, child play, and adult interaction. Connected parks link larger areas, creating view corridors, which embrace the borrowed landscape and improve orientation. These parks should incorporate contiguous pedestrian pathways and be designed with vegetated vehicular barriers to improve safety and walkability. Networked open spaces can also integrate stormwater catchment and recharge areas for entire districts into a cohesive system.



EXISTING PARKS MAP

Clayton's current parks have great amenities, but are not easily accessible by all members of the public



Not all parts of Clayton are adequately served by parks. To qualify as being an area that is adequately served, all homes must be within a 1/4 mile radius with a high level of street connectivity, averaging to be about a five-minute walk*. The other major hurdle that faces Clayton's parks is the ratio of park acreage to population. In the most recent Parks and Recreation Master Plan (2011) the ratio is less than the recommended National Average by the National Recreation and Parks Association, which sites a typical ratio for cities as 9.6 acres of parkland per 1,000 residents.

The bike path currently linking Northmont High School to the YMCA and Kleptz Early Learning Center is listed as an asset.

Finally, when engaging the community during the Parks and Recreation Focus Group, community members were quick to point out the great locations of the current neighborhood parks, but that they are underutilized and poorly programmed for current uses due to their tucked-away nature. Some users even mentioned that they didn't even know that Westbrook and Northview Parks existed in their community, despite having grown up in Clayton.

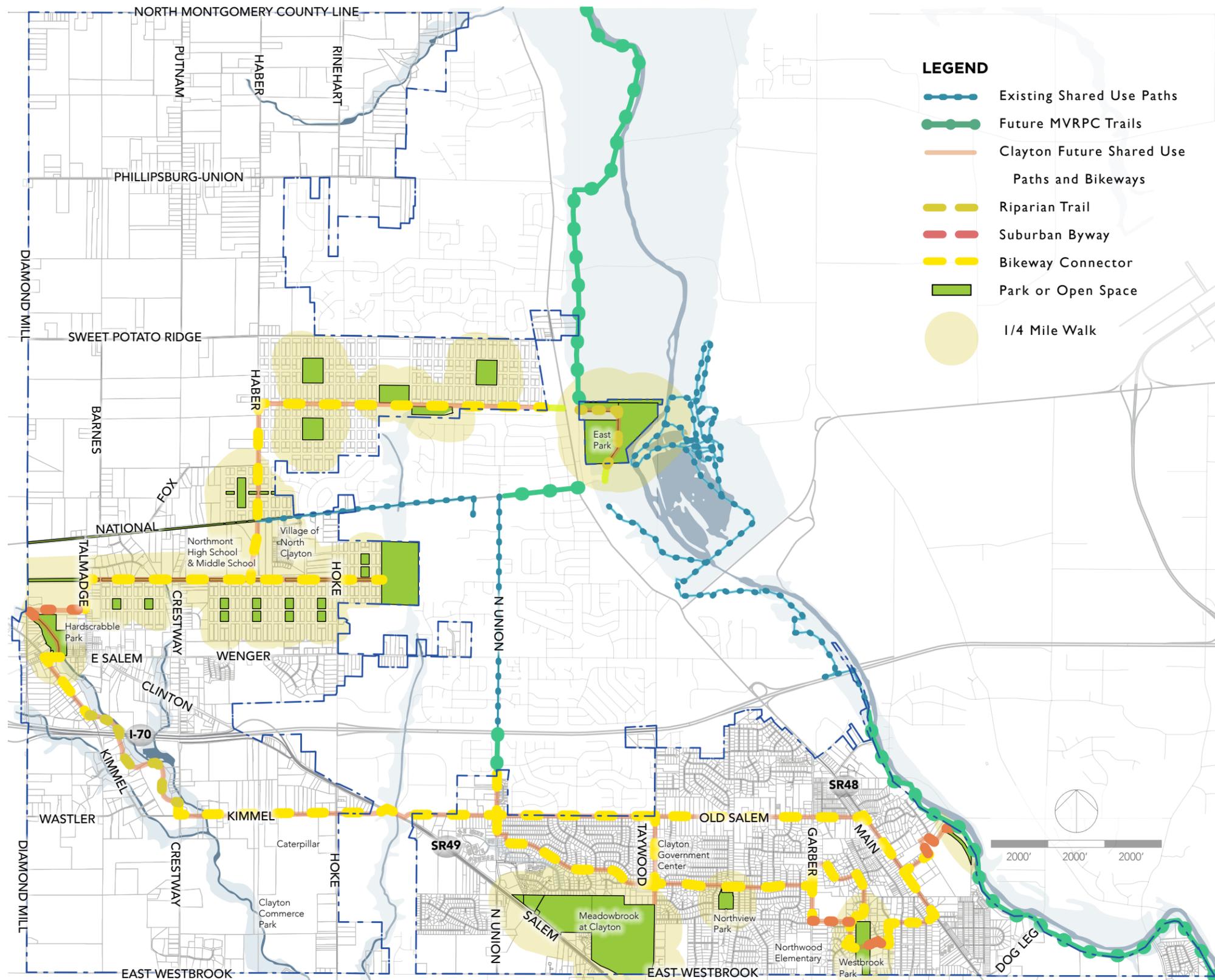
CLAYTON'S PARKS

- 1 EAST PARK** East Park is located outside of the main groupings of the Clayton Municipal Boundary. However, it is strategically located next to Englewood MetroPark.
- 2 HARDSCRABBLE PARK** has four baseball fields, play equipment, and a picnic shelter. It is also home to one of the oldest little league in Ohio.
- 3 MEADOWBROOK AT CLAYTON** has been deeded to the City of Clayton and has a golf course as well as a clubhouse featuring a bar, banquet space, and pro shop.
- 4 NORTHVIEW PARK** is a neighborhood park that is shaded, has a picnic shelter, and play furniture.
- 5 WESTBROOK PARK** has a disc golf course, walking paths, a tennis court, and a picnic shelter.

* This best practice supports Jeff Speck's theory of Five-Minute walks, or pedestrian-sheds

PROPOSED PARKS PLAN

This proposed plan links and expands Clayton's park spaces



Creating park connectivity between Westbrook Park, Northview Park, the proposed City Center on Main Street, and the planned MVRPC trail along the Stillwater River is the first step towards linking Clayton's park system. Hardscrabble Park will be linked to this park loop by building a riparian trail along the Regional Floodplain-- creating a greenbelt that protects homes from flooding, serves as a wildlife corridor, and helps to maintain the agricultural feeling of the southwest corner of town. Landowners would be approached by the city as necessary to purchase land that is within this zone. Then, a trail will be extended up to Hardscrabble Park and the High School and Middle School bike path.

In areas where new development is proposed, such as New Village Center and Warner Village (see Proposed Neighborhood Plan, pages 58 through 59), all housing must be within a 1/4 walk circle of a park. Additionally, all new parks will be linked by bikeway connectors, creating a series of park blocks through new development.

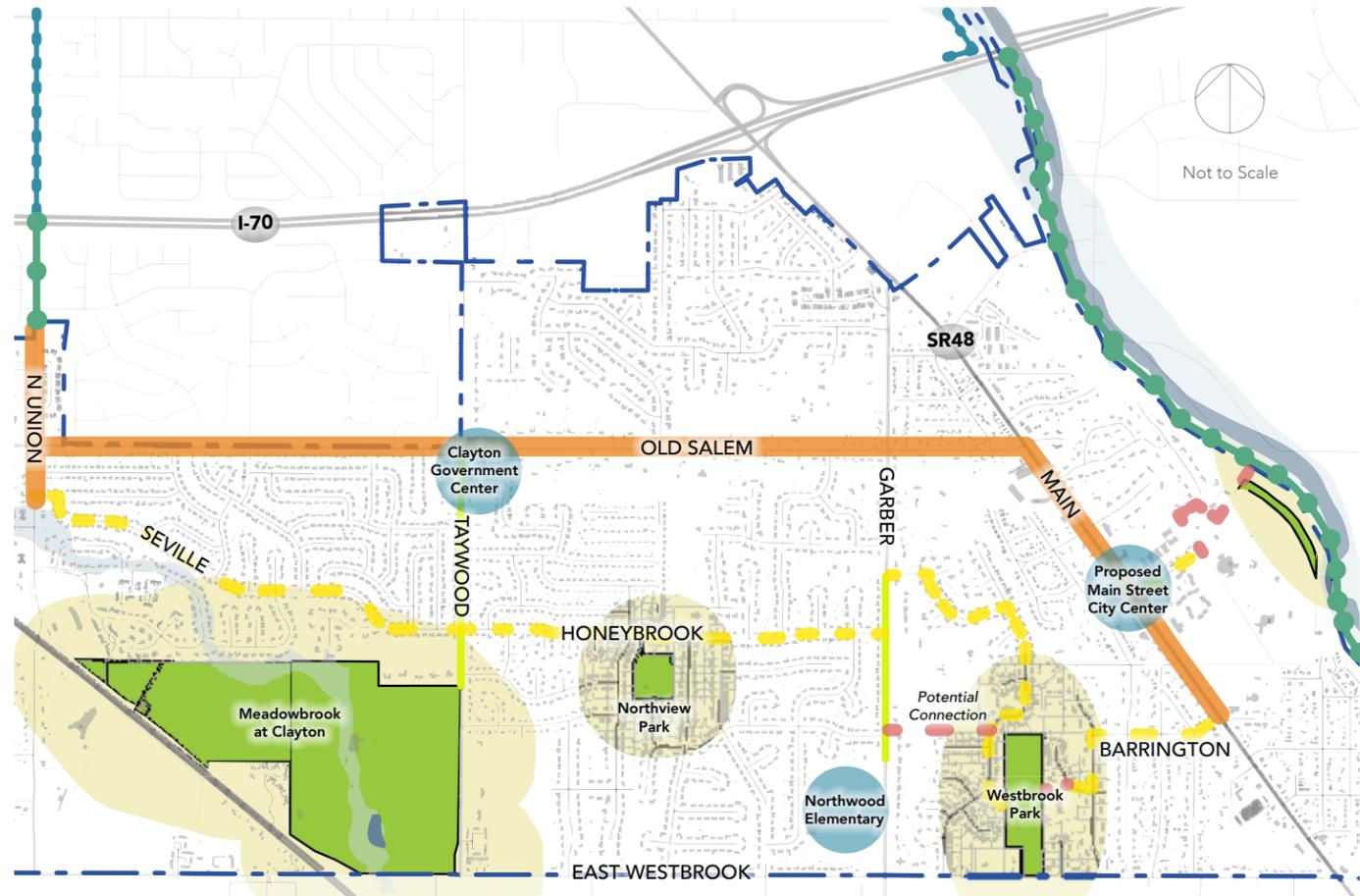
If development occurs throughout Warner Village, a bikeway connector would travel east, traverse a short section of Main Street in Englewood, and connect to East Park and Englewood MetroPark, creating a large loop through the community.

The Implementation Plan details the specific projects and phasing for the park connectivity plan.

The three trail types- Riparian Trail, Suburban Byway, and Bikeway Connector- are further elaborated on pages 82 through 83.

OLD SALEM LOOP

Linking Clayton's existing parks in the most populated area of town is the highest priority parks project



Old Salem Loop

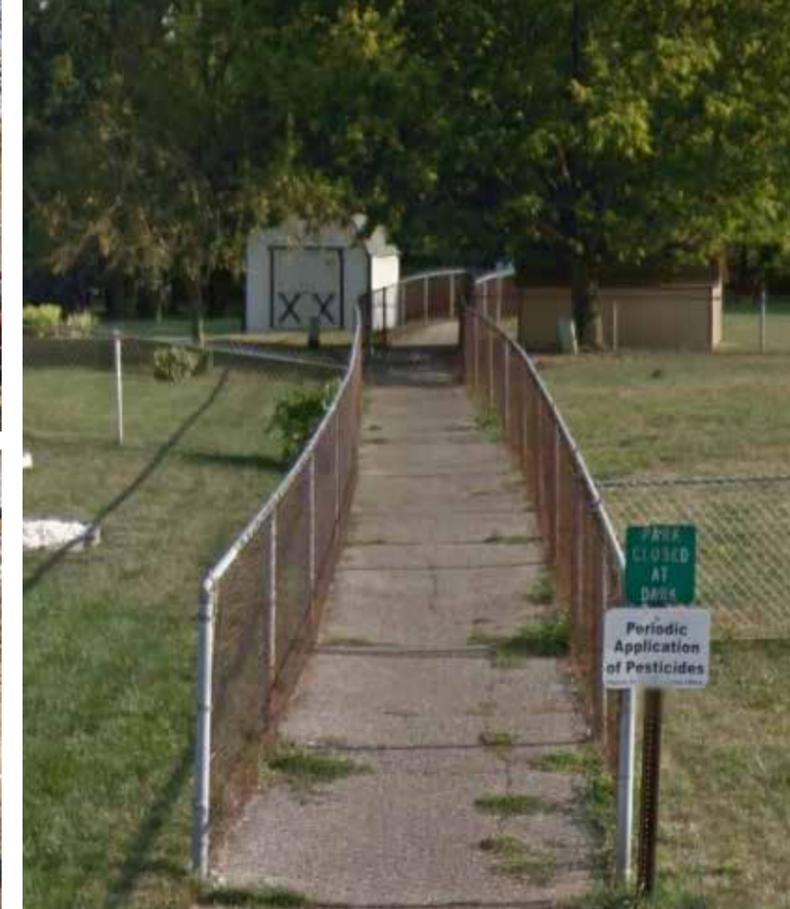
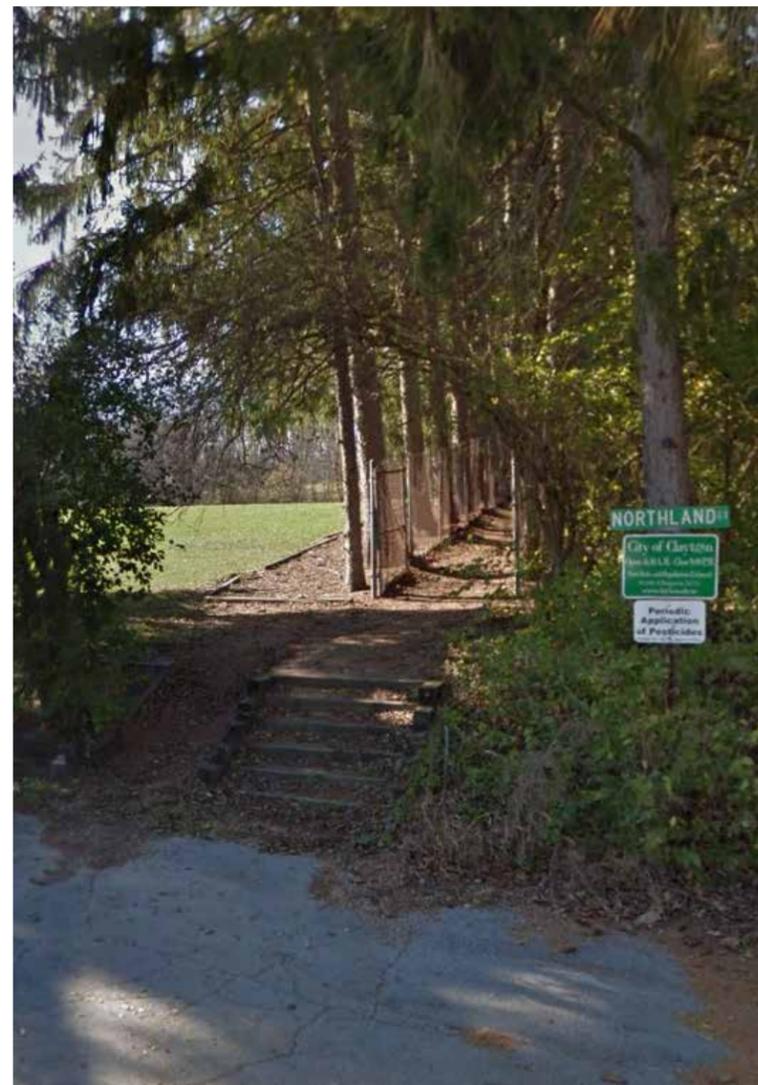
LEGEND

- Existing MVRPC Trail
- Future MVRPC Trails
- Regional Floodplain
- Stillwater River
- Park or Open Space
- 1/4 Mile Walk
- Bike Lane
- Separated Bike Path
- Sharrows
- Suburban Byway
- Civic Space

In the survey, individual interviews, workshop, and public review period, people expressed how much they love Northview and Westbrook Parks due to their neighborhood atmosphere, quiet landscapes, and fond memories of their children playing in the parks. However, there was an equal amount of commentary about aging facilities, vandalism, and park connectivity. This project builds park connectivity between Northview Park and Westbrook Park, the improvements along Main Street, and the planned MVRPC trails along the Stillwater River.

Two connectivity typologies come into play for this project-- bikeway connectors and suburban byways. Bikeway connectors include bike lanes, sharrows, and side paths. The placement of each type is dependent on road width, traffic speed and counts, building setbacks, and sidewalks. Suburban byways also come into play with this plan, which traverse tax lot lines.

Additionally, the existing conditions at the parks such as the current entrances and exits need to be considered. In the case of both parks, there are narrow pedestrian byways to get from the parks from surrounding sides of the community, it is proposed that these are turned into suburban byways by paving and widening the paths.



There are a mixture of existing parks entrances to Westbrook and Northview Park. Westbrook Park (the images in the left column) has three entrances, a parking lot, a maintenance driveway on Westbrook Road, and a deeded pedestrian entry. Northview Park (the images in the right column), has two entrances, a deeded pedestrian entry and pedestrian entry accessed from the end of the cul-de-sac on Lavon Court. It is important to integrate these existing entrances into future plans for a bike and pedestrian path. (Images sourced from Google)

MAKING CONNECTIONS

Thoughtful trail design links parks and provides a positive user experience

Trail building and design links critical areas of a community as well as heightening user experience. By proposing trails and paths in ecologically sensitive flood zones, suburban neighborhoods, and on pre-existing roadways, a unique planning opportunity is presented. In order to execute a plan successfully that addresses the below issues, several steps need to be taken.

Riparian Trail

Many trails follow the area between the land and a stream, or riparian zone. This creates trails with a natural feel, but poses special challenges when considering changes in water level that happen in this zone over time. Successful riparian trail corridors are designed to withstand flood events and can help educate the public about critical ecological functions. Initially, corridor conditions and drainage should be thoroughly investigated so the trail can be designed to lower the risk of flooding by siting as much of it as possible outside of the primary flow of water. Trail crossings should be minimized and access to streams and rivers should be placed at strategic locations. By siting a trail in an area with steeper side slopes users are more confined to the trail, preventing erosion. Placing barriers along trail edges can also prevent human-caused erosion in places where steep side slopes are not present. Additionally, a trail should follow existing grade and rock can be placed around the trail to cut the water volume in areas that are at risk for more frequent flooding.

Stabilizing banks by adding to existing native riparian vegetation and placing barriers along trail edges can also control erosion. Mowing and non-native plants should be avoided due to the cost of maintenance and reduced ability to control erosion.

The most resilient and ADA accessible surface to use in these areas is concrete with transverse saw cuts to relieve pressure, although it is initially expensive to install. Asphalt can also be used with a deep base and a turn below finished grade but is less durable and requires more upkeep. Also, boardwalks can be used in areas that receive a high volume of water, although they should be used sparingly due to their high installation price and continual maintenance. Gravel, while initially inexpensive, requires replacement after erosion from flood events and pollutes the river, so it should also be used sparingly. Waterbars, or small channels that allows water to flow across a trail, and other measures should be used to route runoff away from the trail. Wet soils should be bridged and steep slopes should be avoided.

Signage should also be used along riparian trail corridors to both educate and warn users about flood cycles.

Riparian trails occur in the Southwest corner of Clayton, just off of Kimmel Road.



The Poudre River Trail Corridor is an excellent example of how design can help mitigate flooding (Image sourced from the Poudre River Trail Corridor, Inc.)

POUDRE RIVER TRAIL CORRIDOR GREELEY, COLORADO

Examples such as the Poudre River Trail Corridor, a 21-mile long paved recreational trail in Weld County, Northern Colorado has implemented several flood mitigation strategies. The path is paved, cutting down on chances of the trail completely washing away. Barriers are found on either edge of the trail to keep trail users on the trail, the trail is sited along the existing grade and well away from the river's edge, and native plantings are used to stabilize stream banks.

Suburban Byways

Suburban byways are an effective tool for linking components of a trail network, where it is either too expensive, too far removed, or too dangerous to take another route. That being said, they require more community buy-in and cooperation to construct than other trail or path types. In most cases, a developer will either donate or sell part of their land to create a connection from one street to a park, or a trail system to their development. This was the case for both Westbrook and Northview Parks. When it comes to retrofitting an existing parks plan in already-developed areas, planners and community members work together to pinpoint areas that are yet to be developed or large acreages to begin a dialogue with the property owner. If a sale is agreed on, the city will purchase a linear portion of this land to build a shared-use path, much like the path that links the High School and Middle School with the YMCA.

Bikeway Connector

Bicycle lanes, sharrows, and side paths are all effective solutions for retrofitting an existing street and sidewalk network to accommodate safer bicycle usage. On wider streets with narrow shoulders and high traffic volumes, such as Old Salem Road, bicycle lanes are an appropriate intervention to allow for slower bicycle traffic. Sharrows, or “sharing arrows” are best used on slow, low-volume, residential streets, such as Honeybrook Avenue. In areas where building setbacks and property lines allow, shared-use paths, like the one connecting the YMCA to the High School and Middle School, are very pleasant for both pedestrians and bicyclists to comfortably use.

When creating a bicycle and pedestrian network, it is important to also consider the hierarchy of spaces and destinations.



A suburban byway is most often found between two lots, and it splits the parcel line. However, in Clayton, there are opportunities for a wider pathway with an expansive view. (Image sourced from Chris Loftus)



Bicycle lanes are an effective way to retrofit a road to be more bicycle-friendly. The planted median and sidewalk also provide a shady place for pedestrians to walk.

...linked by

GOAL IV GREAT STREETS AND INFRASTRUCTURE

Places to sit, landscaping, on-street parking, and bicycle infrastructure are all characteristics of a great street

A great street welcomes people, encouraging them to spend time eating at restaurants, visiting local businesses, and strolling through the neighborhood. It should be active throughout the day, from employees getting coffee on their way to work, to friends meeting for lunch, and finally residents eating out for dinner in the evening. Great streets link neighborhoods, enhance central cores, and provide for a diversity of businesses. Creating a great street in Clayton is as much a science as an art, involving just the right amount of public initiative and private investment.

So what goes into a great street? And how does Clayton provide the right mix of incentives to draw businesses and residents to their streets? And perhaps most importantly, why does it matter? Streets represent the largest amount of public space in a community, and can be the single most valuable asset, in terms of dollars, in a city. In this sense, cities should focus on making these streets inviting for people, not on prioritizing the movement of cars. As the Project for Public Spaces states, “Streets showcase the lives of our communities, and being exposed to the good and bad of the world on our streets can make us more compassionate, empathetic, and connected citizens.”

In Clayton, the majority of streets are rural or neighborhood streets, with no sidewalks except in three of the newer

neighborhoods. Main Street, SR48, is the primary route through downtown Clayton. It is somewhat rundown, and traffic reaches speeds that cause safety concerns and prohibit people to appreciate the City. Salem Avenue, SR49, is a wide street that traverses through industrial and commercial areas, and has few inviting qualities. In short, there are minimal great streets in Clayton. The good news? The City has made a great effort to upgrade all of the neighborhood streets within a three-year period, which has improved the community greatly. They have also begun a three-phase project to upgrade Main Street, adding curbs and gutters, planting strips, street trees, and street banners. Clayton is already moving forward to accomplish the goal: connecting the City “with great streets and infrastructure.”



All three of these images show characteristics of great streets, from creating spaces for lively nightlife, street trees and wide sidewalks, and crosswalks. All of these aspects welcome people to spend time in these areas.

GOAL IV OBJECTIVES

Making Great Streets and Infrastructure



Prioritize infrastructure improvements on Main Street.

1. Continue with phase two and three of Main Street improvements, including the addition of street trees, improved light and signage, and curbs and gutters.
2. Consider underground utilities as part of street upgrades.
3. Develop a consistent “brand” for Clayton to incorporate into signage, road improvements, and attract economic development.
4. Consider a “road diet” along Main Street to improve safety and multi-modal circulation.



Increase Multi-Modal Connectivity.

1. Include bicycle lanes and sidewalk upgrades in street projects.
2. Work with MVRPC and Englewood to connect with regional bikeway system.
3. Create a system of interconnected parks to expand the off-street multi-use path network.
4. Consider completing a bicycle/pedestrian improvement plan.



Improve existing thoroughfares before expanding services.

1. Identify major infrastructure issues throughout the City and develop a priority list for improvement.
2. Encourage infill development to avoid unnecessary expansion of services.
3. Work with Englewood to create a joint project for Hoke Road improvements.
4. Overhaul parking policies to prioritize locating it to the side and behind buildings.



Upgrade State Route 49 to accommodate industrial expansion.

1. Ensure roadway and intersections have appropriate capacity for overweight vehicles.
2. Improve access at I-70/SR49.
3. Continue work with Dayton Development Coalition to attract industry to Salem Avenue parcels.

The lists for each of these objectives are captured in the Implementation Plan, an appendix to the Comprehensive Land Use Plan, published in a separate document, available on the City of Clayton Website.



GOAL IV BEST PRACTICES

Making Great Streets and Infrastructure



A multi-way boulevard in Eugene, Oregon illustrates a planted median, parallel parking, and a sense of enclosure. (Image sourced from Jennifer Martinovici)

1 MULTI-WAY BOULEVARD

A multi-way boulevard has been successfully used in cities around the world to accommodate through traffic, local traffic, bicyclists, and pedestrian access. The key attributes of a multi-way boulevard include dedicated through lanes with median protected left/right turn lanes, median isolated local access lanes with parallel on-street parking on one or both sides, continuous bike lanes within the access lanes, continuous street trees, wide connected sidewalks at each edge, and often, dedicated transit lanes. A multi-way boulevard can safely accommodate significant amounts of on-street parking in a way that is more attractive and efficient, in concert with building edges, connected sidewalks, and other principles.

2 ON-STREET PARKING

On street parking can reduce the demand for surface parking lots, thereby increasing land available for other uses, and reducing the amount of impervious paving and stormwater retention requirements. Because cars parked on the street use the street for maneuvering, one parking space on the street uses about 180 square feet; the same space in a parking lot uses over 350 square feet. In addition to allowing for easy business access, on street parking creates a buffer between traveling motor vehicles and the sidewalk space/store front.

3 SENSE OF ENCLOSURE

The design of a streetscape or park can have significant influence on how it feels to travel and spend time along them. The best parks and streets are framed by trees and buildings, which create a feeling of enclosure that is scaled to pedestrians and becomes an extension of an individuals' home. In the same way rooms of a home are designed for a person, so should public space within a city. By creating an enclosed feeling, people will feel more comfortable and want to linger in courtyards, patios, and public squares.

4 BICYCLE LANES

Biking has proven health benefits and helps to reduce a community's carbon footprint. Bike lanes provide year-round access to safe recreation and transportation opportunities within the urban setting. A well designed bicycle network can provide a much larger commuting range in which facilities can be accessed without the use of a vehicle or public transit system. Every effort should be made to provide dedicated space for bicyclists, as protected infrastructure has been proven to increase the percentage of people that bicycle for transportation. Bike lanes should be incorporated in multi-way boulevards, main streets and neighborhood streets, to create a connected bike path system and allow for multi-modal flexibility. Bike racks should be incorporated at appropriate intervals on bike paths and on streets in horizontal multi-use areas.

5 AVENUES

Avenues, as a street type, are very appropriate for small cities. They have four travel lanes, two in each direction separated by a landscaped median. They should have five to six-foot planting strips on each sides, connected sidewalks, and on-street parking on one or both sides. Avenues should be aligned to a street grid—cul-de-sacs, which have only one entry and egress point and create a dead-end, are not appropriate. When properly designed, avenues provide appropriate traffic calming by creating a visually narrower street that causes vehicles to slow as they drive through pedestrian areas.

6 MEDIANS

A broad landscaped median defines major thoroughfares. Functionally, medians serve as stormwater retention areas and small parks, which may support and reinforce other planning goals. Medians planted with trees or other vegetation provide traffic calming, an important facet of safety in pedestrian areas. They can also create safe landing places for pedestrians, improving the walkability of large streets. Raised plantings and regular trees also improve the aesthetic appearance and humanize the scale of wide streets, reducing the size and effect of paved areas. Incorporating regularly spaced trees provides street definition and shade.



This avenue is located in Ohio and has broad, landscaped medians and four travel lanes.

GOAL IV BEST PRACTICES

Making Great Streets and Infrastructure



Vine Street, in Berkeley, California, has underground utilities and sign standards. This street is so popular that pedestrians will often sit on the planted median during their lunch hour. (Photo sourced from Jason, Flickr)

7 UNDERGROUND UTILITIES

Millions of miles of utility cables are strung above ground across the United States. Hurricanes, tornadoes, motor vehicle crashes and other catastrophic incidences can down these utility lines and cause power outages over extended periods of time. Such incidents present major health and safety concerns, as well as substantial economic losses. To decrease these concerns and losses, utility lines can be placed underground. Additional benefits of underground lines include a more pleasing street environment.

8 SIGN STANDARDS

Navigating unfamiliar areas can be confusing when signage is not always visible or is inconsistent. Well placed and intuitive signage can create a more approachable environment for people that drive, walk and bike. Good, high-visibility placement of signage means keeping signs clear of vegetation and other potential view blockages. Quality architecture with unique identifiable features can also become visual signage that helps users move through the industrial district. Streets should be consistently marked for ease of vehicular and pedestrian access.

9 PEDESTRIAN SCALE LIGHTING

A city's streets should be accessible at all hours, making lighting critical to pedestrians for security, and safety, so sidewalks, stairwells, and car parks should all be well-lit. Lighting should be appropriately scaled for the pedestrian realm, with a maximum height, and adhere to a consistent set of landscape standards. Light poles can also be used to display banners for special events, thereby adding to an aesthetically pleasing street environment.

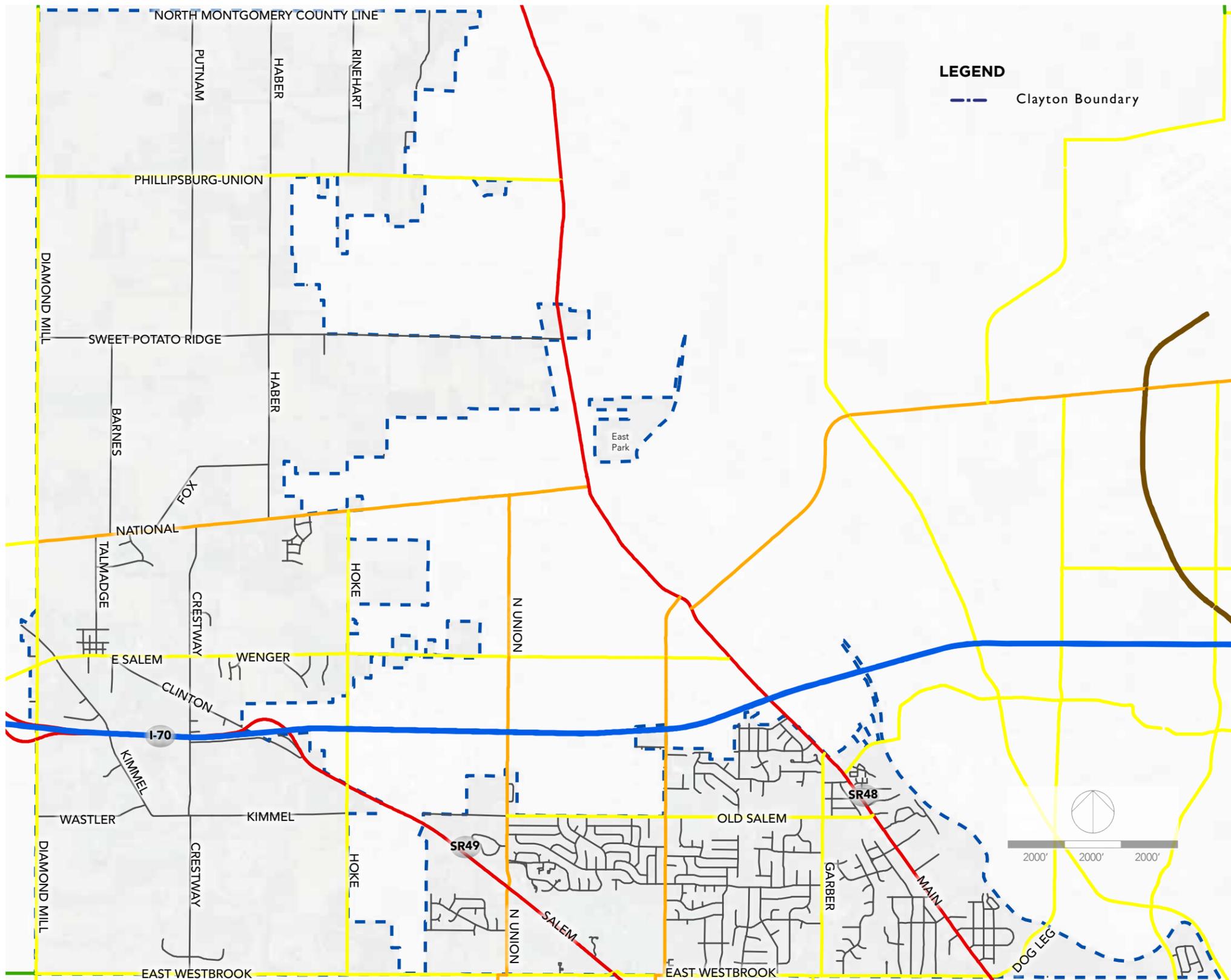
10 LANDSCAPE STANDARDS

Landscaping features, whether trees, plants, outdoor furniture, or water features, serve many purposes. They provide a buffer from the street, protecting pedestrians from noise and unsightly views. In industrial areas, a landscape buffer can screen unsightly structures or parking from view. They can also be used to create soft features in a hardscaped area, and enhance architectural features. In all cases, standards should be created and adhered to, and landscaping should be low-maintenance and feature plants and trees indigenous to the location.



Sign standards and landscape standards are simple, yet effective ways to make a street more user-friendly. (Image sourced from Jason Ivester, Democrat-Gazette)

EXISTING STREETS MAP



Functional classification is a term used to organize roads and streets into categories according to the level of service and destinations they intend to provide. This hierarchy is consistent across the country and can help a municipality plan their land use according to the transportation network, or vice versa.

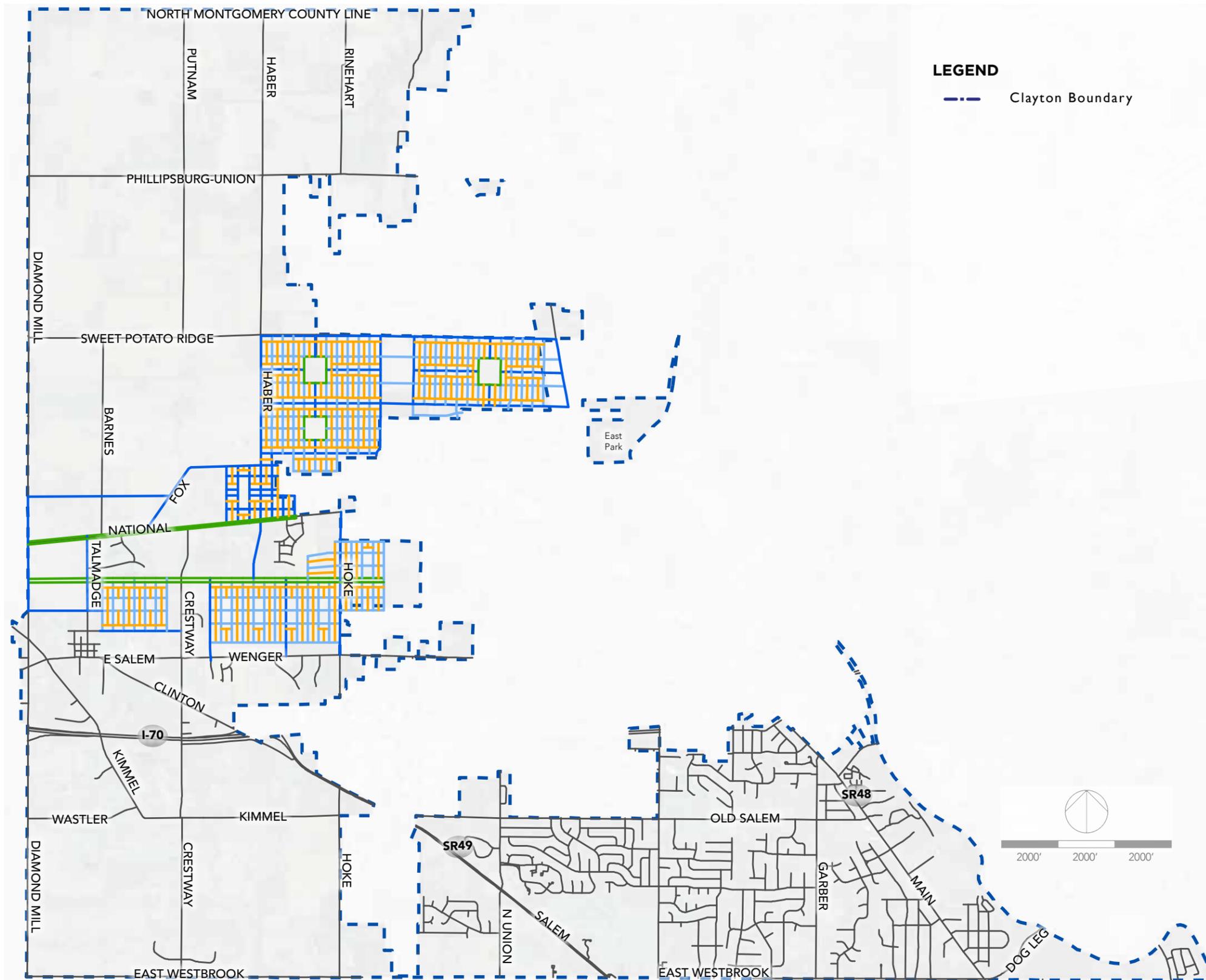
Through visual observation and community feedback, we learned many streets in Clayton are in poor condition. We heard this repeatedly in interviews, surveys and during the challenges discussion. Understanding the existing classification and condition of streets helps a community prioritize improvements as well as estimate upgrade costs.

The adjacent map illustrate the road typology for Clayton according to the Long Range Regional Transportation Plan by Miami Valley Regional Planning Commission. Clayton is intersected by I-70, providing quick access to surrounding destinations. It has two major arterials, Salem Avenue and Main Street, both of which are state highways. It is then divided predominantly into a grid of major collectors, minor collectors, and local streets.

EXISTING STREETS

-  **INTERSTATE** A limited access road (no cross streets) designed to efficiently move motor vehicles and freight between major intercity destinations.
-  **MAJOR ARTERIAL** Connect interstates to major commercial, residential and industrial areas. They serve as the backbone of the road networks and include state and US highways.
-  **MINOR ARTERIAL** Serve a similar purpose as major arterials in connecting primary destinations but are not limited to state and US highways.
-  **MAJOR RURAL & URBAN COLLECTOR** Service secondary destinations within a city, in addition to connecting local streets to the broader street network.
-  **LOCAL STREET** Local streets consist of residential and rural roads that are low volume and connect residences to the remainder of the street network.

PROPOSED STREET PLAN



During the workshop and throughout public engagement, upgrades were discussed for Hoke Road, Haber Road, Old Salem Road, Main Street, and Salem Avenue. In line with the new regulating plan, those and other upgrades have been identified in the adjacent map.

By identifying what streets to upgrade and estimating a rough cost, Clayton can properly plan for increased development. Recently, a major construction project added a planting strip, street trees, and a sidewalk along a portion of Main Street. With the proper plan in place, Clayton can expect to see even more of these upgrades!

Proposed streets fall under three types, described on the following page: avenues, neighborhood streets, and alleys. In new development, combinations of these streets follow a street grid that link neighborhoods, central cores, and parks, supporting the desire for connection between all parts of the community.

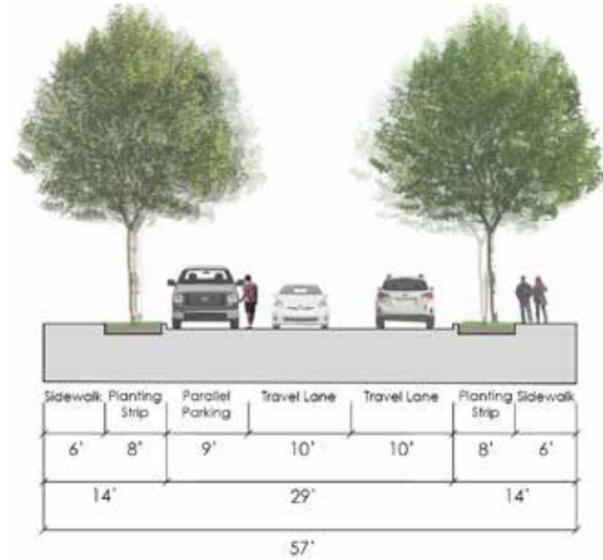
PROPOSED STREETS

-  Streets
-  Proposed Avenue
-  Proposed Street
-  Proposed Avenue with Wide Median
-  Proposed Alley
-  Proposed Street Upgrade

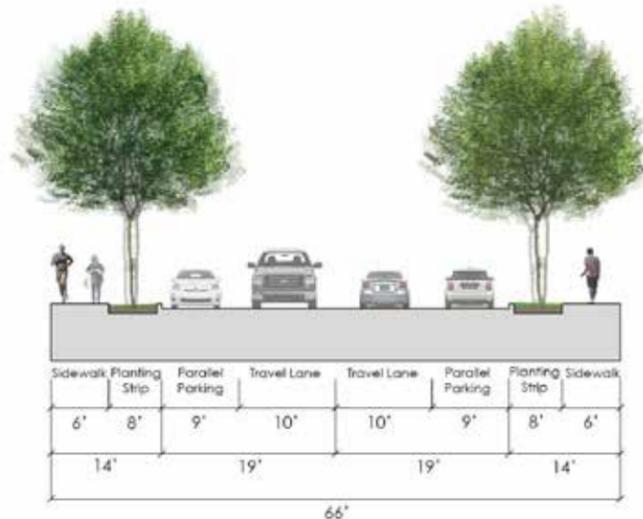
GREAT STREET TYPES

The following typologies knit together the future of the City of Clayton

RESIDENTIAL STREET Neighborhood or residential streets are simple, two-lane, undivided roadways that carry slower, two-way traffic. They typically do not have marked parking or bicycle lanes, though the widths allow for on-street parking. Residential streets have regularly-spaced street trees, 25 to 30 feet on-center, in continuous planting strips*, parallel to the street.

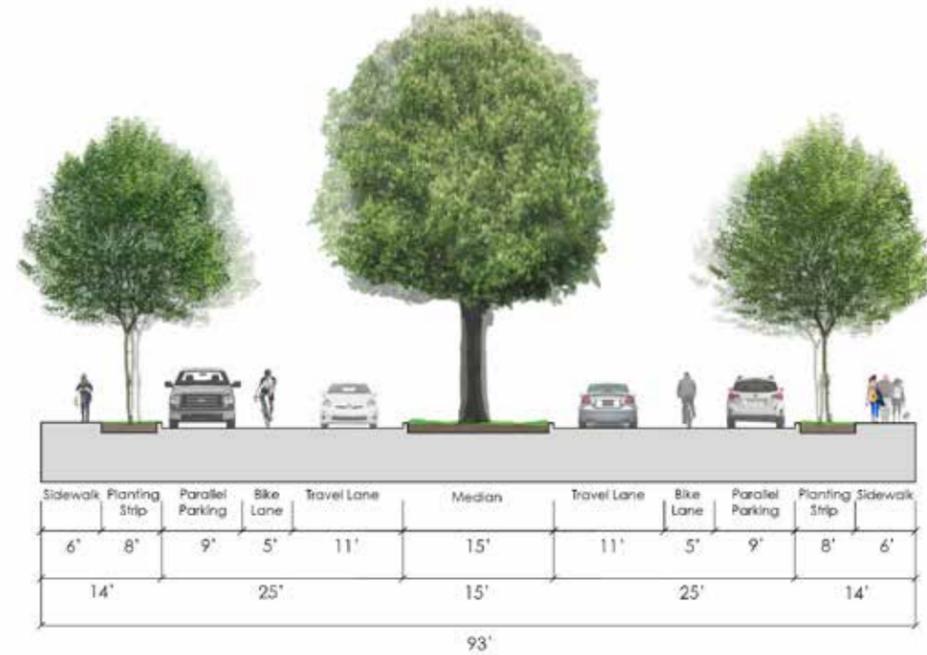


MAIN STREET Main streets are the core streets in densely developed areas, with slower traffic that share travel lanes with bicycles. Sidewalks ideally extend to building edge. They have street trees in planting strips*, 25-30 feet on-center. Main Streets have on-street parallel parking on both sides.

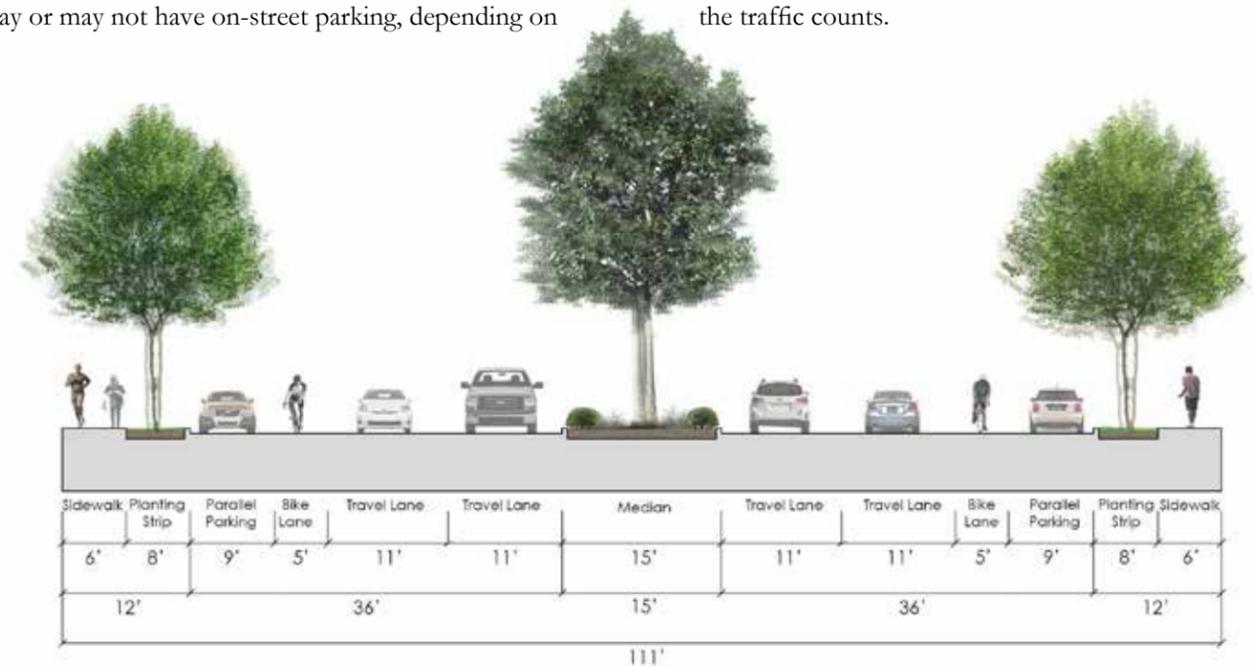


*Planting strips and medians shall include a covered or uncovered bioswale as appropriate in order to treat stormwater discharge on-site.

AVENUES Avenues are two-lane, divided roadways with protected turn-lane medians. They may have both on-street parking and marked bicycle lanes. They have regularly-spaced street trees, 25 - 30 feet on-center, located on planting strips on the edges and medians in the middle.*

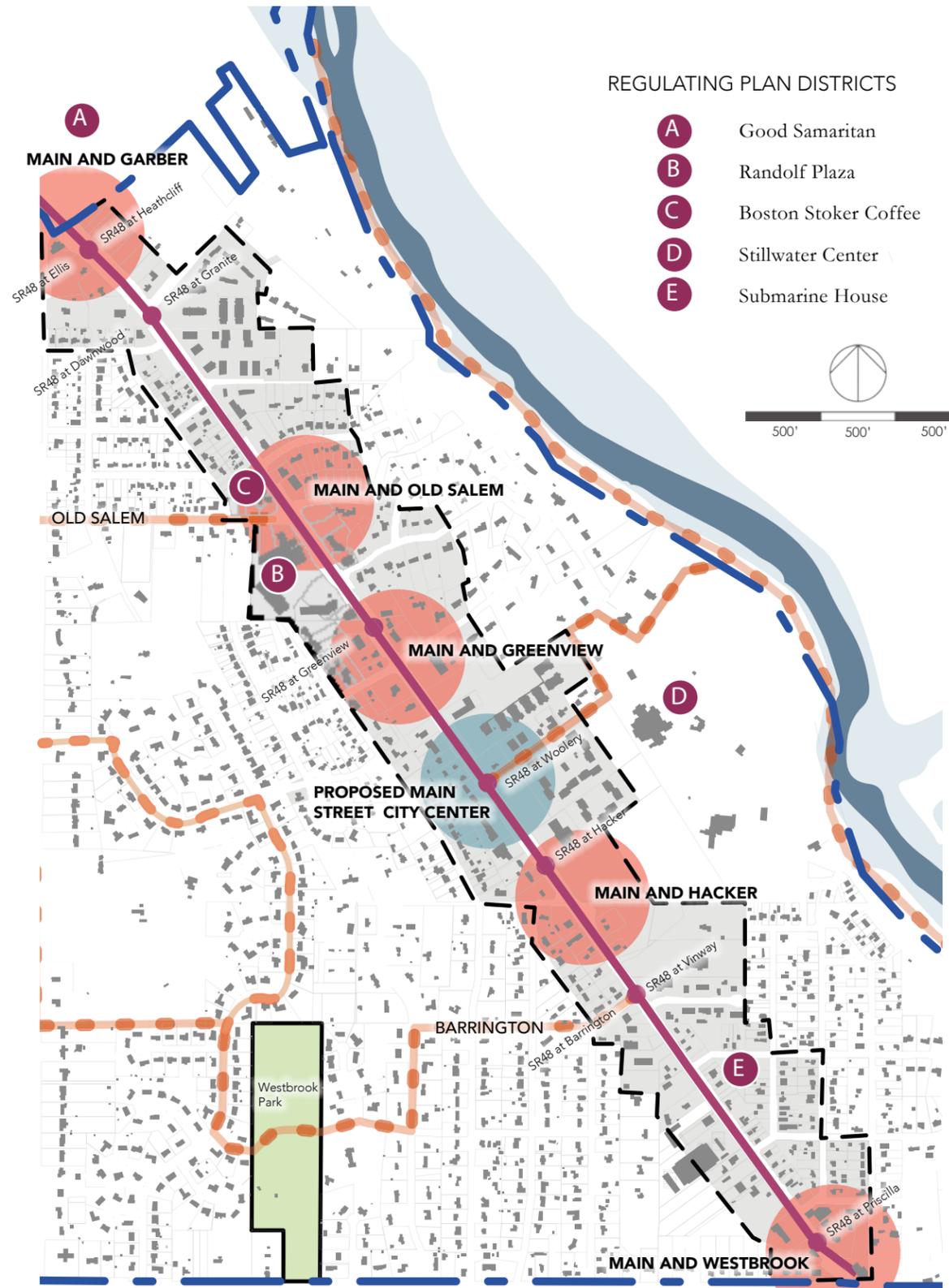


BOULEVARD Boulevards are high-capacity roads that provide for multi-modal transportation. The center lanes are two lanes of divided traffic in each direction, and include bicycle lanes and left-hand turn access. They have regularly-spaced street trees, 25 - 30 feet on-center, located on planting strips on the edges and medians in the middle.* Boulevards may or may not have on-street parking, depending on the traffic counts.



MAIN STREET

By following the 2017 Overlay District Plan Clayton creates a cohesive vision for one of its business cores



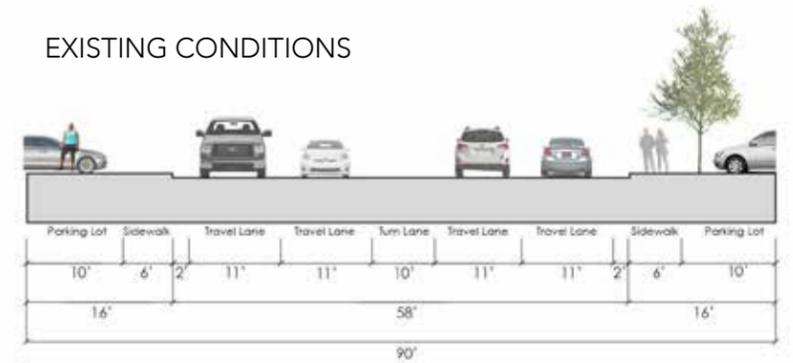
REGULATING PLAN DISTRICTS

- A** Good Samaritan
- B** Randolph Plaza
- C** Boston Stoker Coffee
- D** Stillwater Center
- E** Submarine House

LEGEND

- Clayton Boundary
- MVRPC and Clayton Proposed Bike and Pedestrian Paths
- RTA Route #16 & RTA Bus Stops
- 2017 Overlay Boundary
- Node/Center
- Proposed Main Street City Center

EXISTING CONDITIONS



PROPOSED CONDITIONS

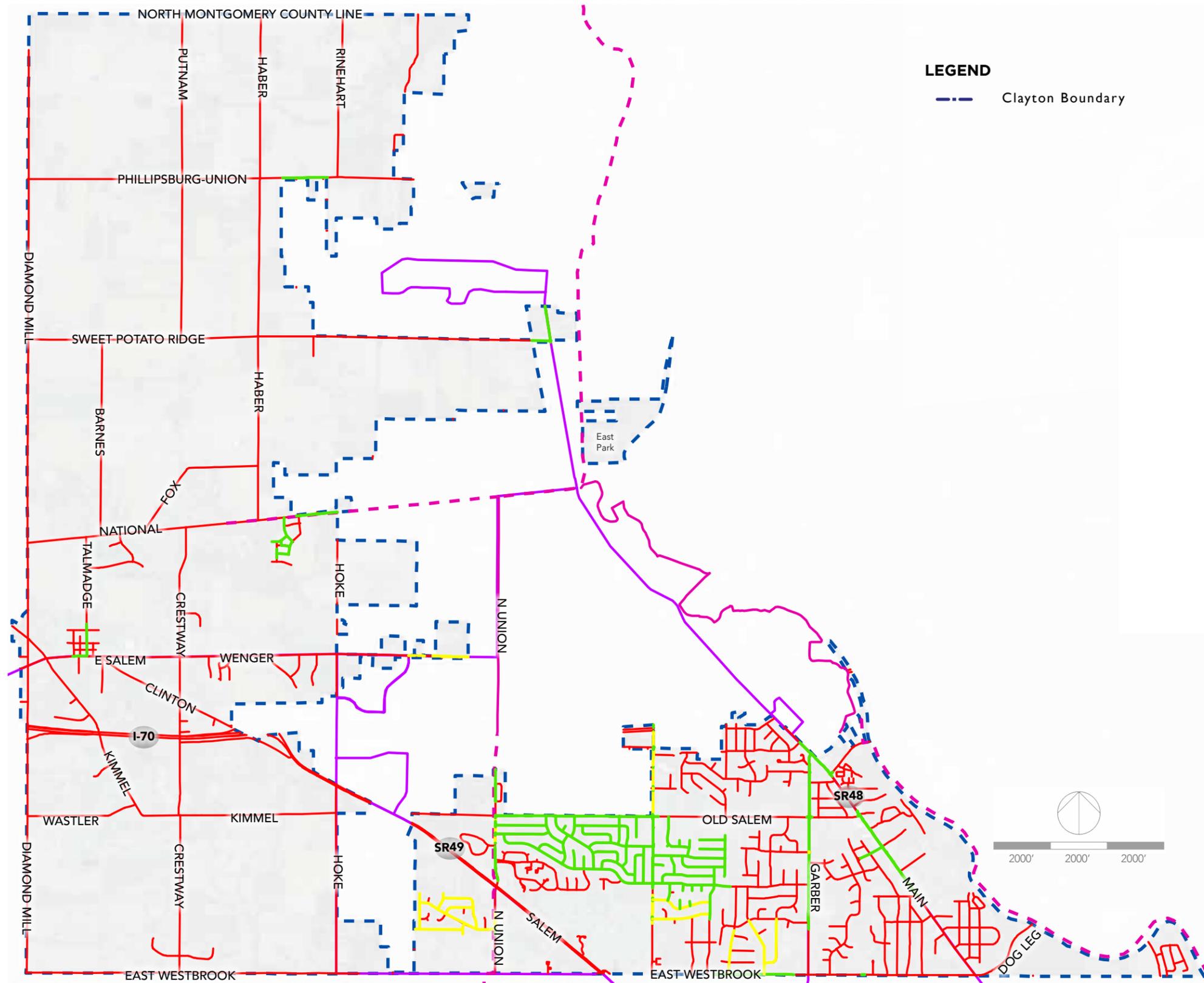


One method to ensure that the Main Street Overlay District Plan creates a great street is to require new buildings to follow the build-to line requirements and building requirements up to 250 feet on either side of Main Street.

An ideal Main Street (seen above) includes wide sidewalks for pedestrians as well as places for people to gather, vegetated medians, and human-scaled building heights and setbacks. This condition is proposed for Main Street, which stems from the Overlay District Plan. The Overlay District Plan specifically identifies five cores for concentrated development that contributes to a village-feel. Enforcing build-to line standards and building requirements up to 250 feet on either side of Main Street for all new development will be essential for ensuring that the Overlay District Plan is implemented. Greater connectivity for pedestrians and bicyclists can be achieved between the Western side of Main and the Eastern side by creating safe crossings for pedestrians, as well as linking the Clayton proposed bike path into the proposed MVRPC Stillwater River path.

A "road diet," reducing the number of lanes in an area that is under-performing in traffic counts, is proposed for Main Street. Cars on this street often travel in this area upwards of 45 miles per hour, which is detrimental to business as it makes the road feel unsafe for pedestrians and bicyclists.

EXISTING SIDEWALK, BIKEWAY, AND BUS MAP

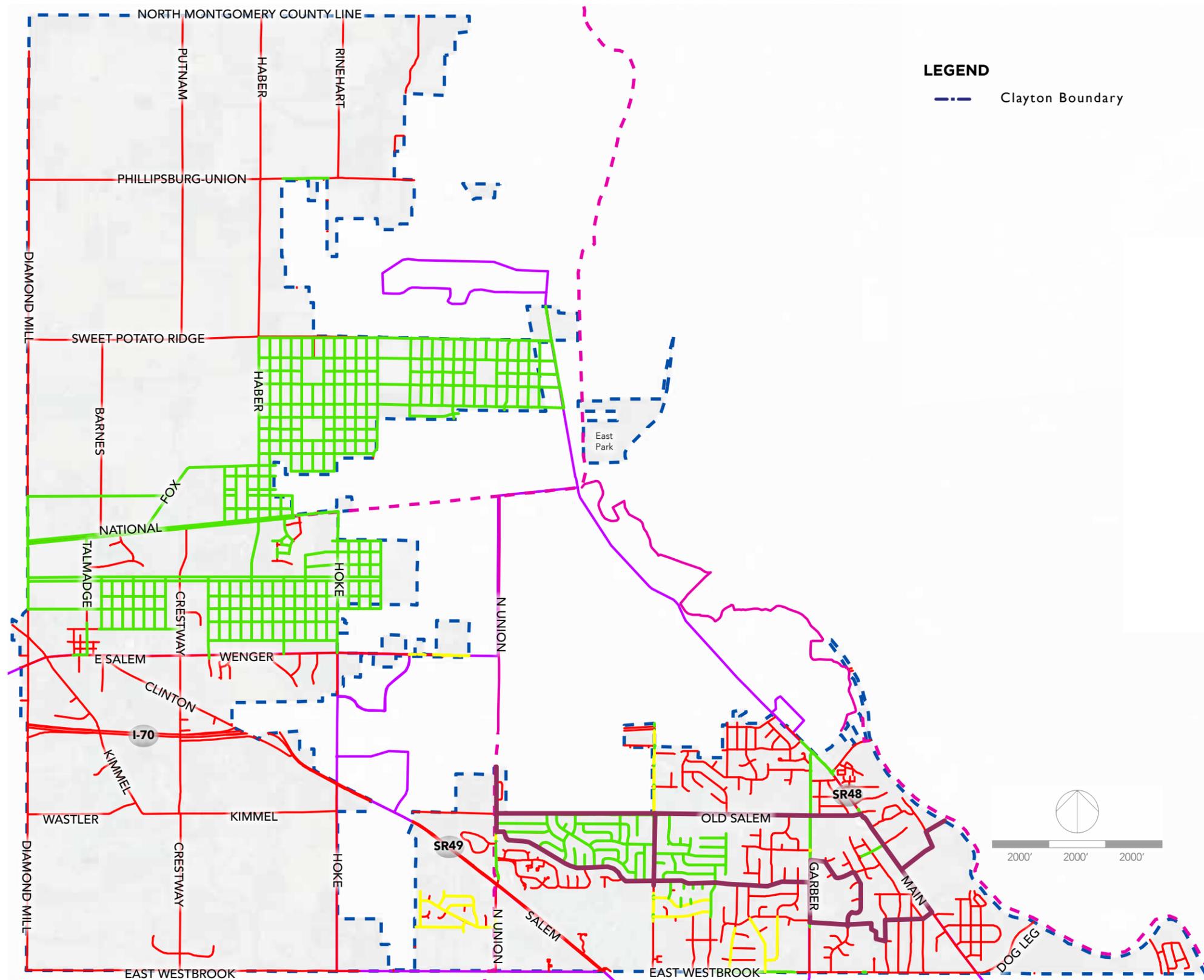


With existing bikeways, sidewalks, and transit, Clayton has a base of multi-modal options that can only be expanded. The Dayton Regional Transit Authority (RTA) operates a daily bus route (Number 16) that travels through Union, Englewood, and Clayton. It has three stops in Clayton along Main Street, and operates on 1 1/2 hour lead times. The RTA has also begun operating a new on-demand transit service with a pickup location on West Salem Street at Talmadge Road that connects to the Northwest Hub Transfer Station.

The Miami Valley Regional Planning Commission (MVRPC) developed a regional bikeway plan in 2008, updated in 2015, with the goal of “connecting the region’s incredible multi-use trails to a network of increasing bike friendly roads and streets.” Currently the only constructed multi-use path is in Englewood, but there are proposed connecting trails planned for Clayton.

The sidewalk network in Clayton is consistent, yet unreliable. The Village of North Clayton, Meadowbrook and Northview Park have sidewalks on both sides of the street across much if not all of the neighborhood. Sidewalks are absent from the remainder of Clayton, except for a few sections along Main Street.

PROPOSED SIDEWALK, BIKEWAY, AND BUS PLAN



Increasing multi-modal connectivity is a major goal of Plan Clayton, and the Regulating Plan development calls for new roads to be constructed with sidewalks and bike lanes. In addition to stand alone projects, bicycle and pedestrian improvements should be included anywhere a street is being upgraded. Projects are proposed to upgrade some existing roads to incorporate sidewalks and bike paths.

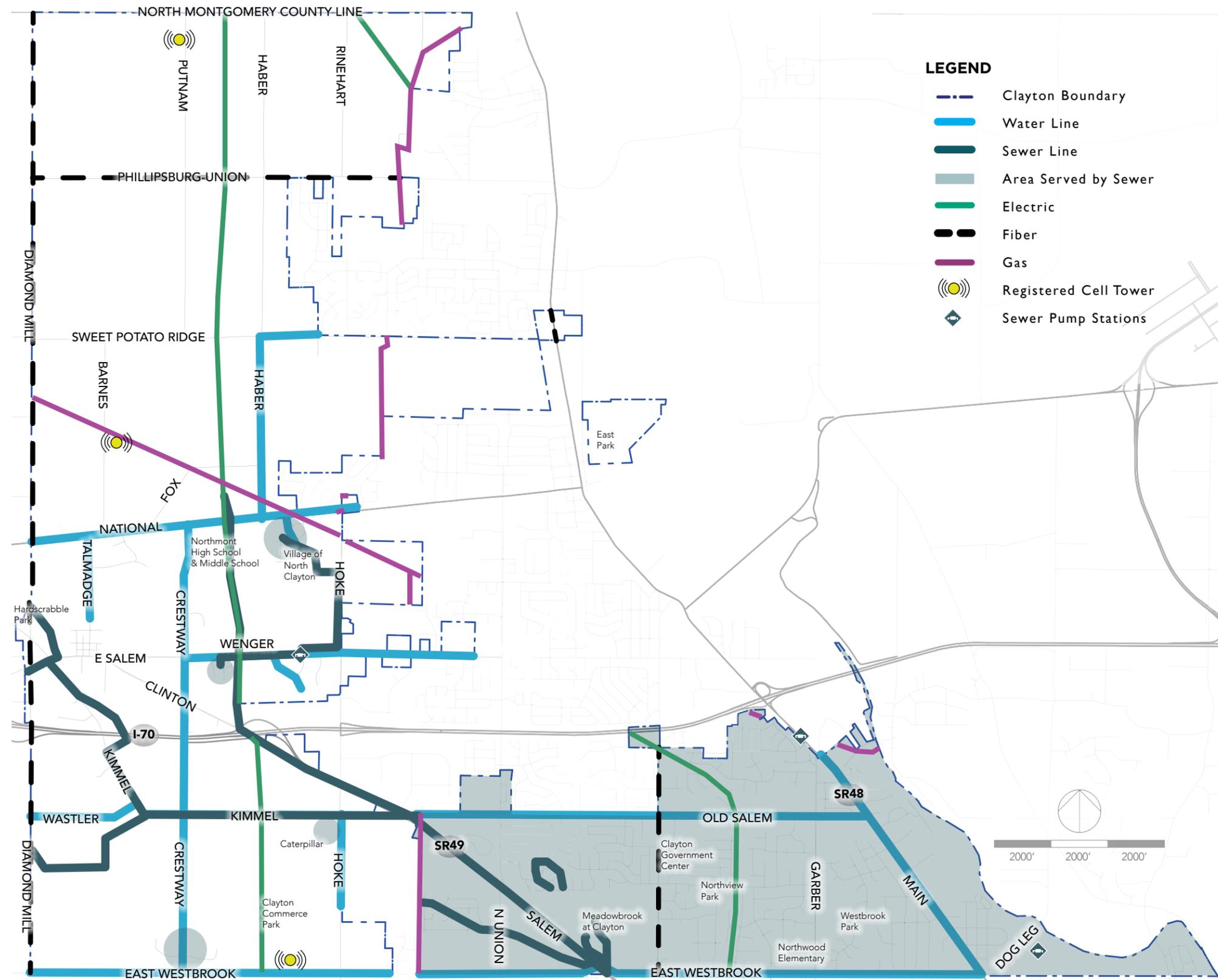
The parks plan proposes extending the bicycle and pedestrian network with a system of off-street, interconnected paths.

PROPOSED TYPES

- Existing MVRPC Bikeway
- - - Proposed MVRPC Bikeways
- Proposed Short-Term Clayton Trails and Bikeways
- Dayton RTA Route 16
- Sidewalks on Both Sides
- Sidewalk on One Side
- No Sidewalks

EXISTING UTILITIES PLAN

Planning in areas that already have utilities saves money for the future



WATER Water mains in Clayton run predominantly East-West along Old Salem Road/Kimmel Road, and Westbrook Road. Mains also run along Salem Avenue and Crestview Drive, connecting to National Road. As the Village of North Clayton is one area recommended for further residential development, it is beneficial to have a water main connection.

ELECTRIC Clayton's electric is centrally located within town, with part of the line bisecting Englewood. It is important to note that this is a major line.

FIBER Clayton is well served by fiber optics. Running North along Main Street, it follows National Road and then parallels Diamond Mill Road in both directions. As Clayton works to attract more business, the location of fiber optic creates an attractive opportunity for development along both Main Street and National Road.

GAS Clayton's gas lines are limited.

SEWER Clayton's sewer is centrally located, with a spur out to the Southwest section of town. The Northern portion of Clayton is without sewer lines, and most homes in this area are on septic systems.

USING THE PLAN

A plan is worth no more than the paper it is printed on if not used by the people it is intended for.



Plan Clayton is about investing in the future development of the City. The outcome of the process thus far is the creation of this Comprehensive Land Use Plan, but far more important is its implementation. It is as important for the residents of Clayton to understand and embrace the Plan as it is for the City Council and City Staff.

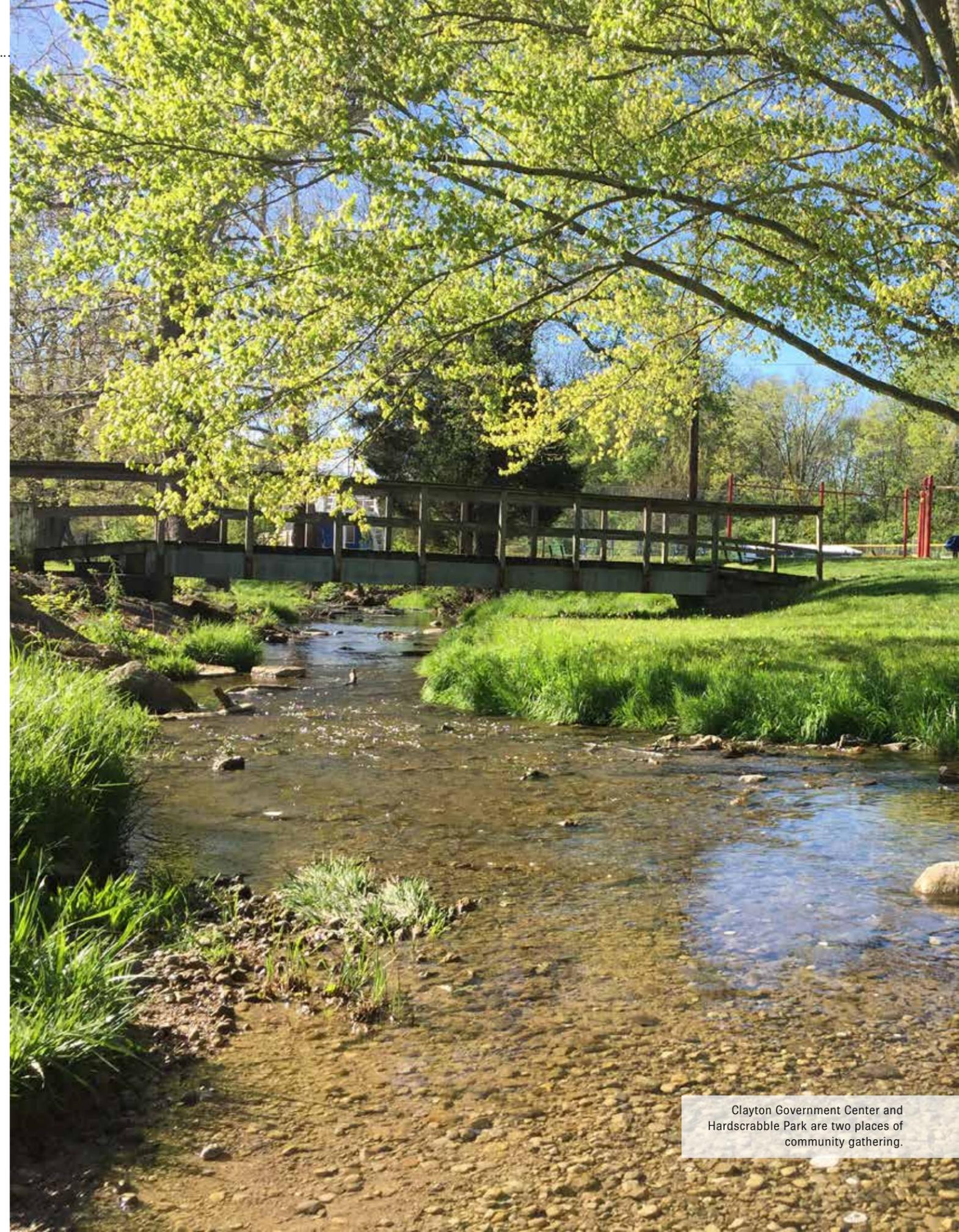
All aspects of this process deserve consideration. The interview and survey results, which are available in the technical appendix to this document, reveal the overall similarities and differences about Clayton that its residents own. Without acknowledging or understanding the views of others, it is not possible to have a clear understanding of the City.

Reviewing the existing 1999 Future Land Use Plan and 2008 Zoning Plan help explain the discordance of the existing planning, and why the City believes that this process was so important. The two plans, which should work side-by-side, are inaccurate and contradict one another. "Our Planning Context" describes details of the Plan Clayton workshop, and how they worked together to inform the creation of Clayton's Planning Vision. Know the Vision!

"To enhance our small-town character, create environments that support diverse businesses, preserve our rural land, and build a unique identity, we will create walkable neighborhoods around central cores, with connected parks linked by great streets and infrastructure."

The Best Practices describe it. The objectives define it. The regulating plan enforces it. The implementation plan provides specific recommended projects to execute it. This is the key to future development.

Building on the plan: This document and the regulating plan are the foundation for development. However, they are only the beginning of possibilities for the future of Clayton. In addition to following this plan and the Main Street Overlay to regulate development requests, the City should continue in the vein of aggressive planning. Recommended future endeavors include a corridor study of Main Street, specific transportation recommendations, and a zoning code update.



Clayton Government Center and Hardscrabble Park are two places of community gathering.

ACKNOWLEDGMENTS

This effort could not have been completed without the support of all the people who participated in the interviews and workshop and the 216 survey respondents.

CITY LEADERSHIP

Mike Stevens, Mayor	Dennis Lieberman, Council Member Ward 1	Richard Rose, City Manager
Tina Kelly, Council Member at Large	Kenneth C. Henning, Council Member Ward 2	Jack Kuntz, Director of Development
Brendan Bachman, Council Member at Large	James T. Gorman, Council Member Ward 3	Jennifer Barclay, City Planner
Greg Merkle, Council Member at Large		

STAKEHOLDER PARTICIPANTS

Amanda Akers	Kyle Hayes	Deb Pulos
Tom Bataille	Mitch Heaton	Chris Pulos
Nancy Bertling	Mat Heck Jr.	Ricky Robinson
Teri Birtchfield	Cathy Hutton	Roger Ruwe
Linda Blum	Adrian Jaqua	Randy Sanders
Lisa Brown	Ed Keck	Kevin Schweitzer
Dale Carr	Martin Kim	Barbara Seim
Haley Cooper	Mike Kincaid	Bill Singer
Marcy Corrado	Charles “Bud” Knowles	Roy Smith
Gary Danner	Keith Landis	Brad Smith
Jim Day	Debbie Lieberman	Robin Spiller
Bill DeFries	Joe Litvin	Emily Sussman
Barry Duarles	Leronda Lucky	Daryll Swafford
Gwen Eberly	Brian Martin	John Theobald
Justin Farmer	Clay Mathile	Chris Thomas
Kent Filbrun	Mark Maurer	Tony Thomas
Nakia Florence	Jackie McArdle	Sharon Walker
Beth Fraser	Bob McGuinnis	Tom Walker
Brian Garver	Caleb Messenger	Nick Weldy
Charlotte Golden	Theresa Miracle	John Welson
Mark Goodman	Mike Monaghan	Bill Williams
Judge Barbara Gorman	John Moore	Beth Wyandt
Ted Gudorf	Thomas Patel	Belinda Yingst
Matt Hamlin	Jeff Peace	
Randy Hartman	Kenny Phelps	
Tony Hause	Kathryn Polk	

The Urban Collaborative, LLC

Mark Gillem, Principal, PhD, AICP, FAIA
Tricia Kessler, AICP
Zoe Anton, PMP

Dale Masin, RA
Nick Meltzer, PE
Jane Jewett

Transystems

David Shipps
Jeff Wallace



“Make no little plans; they have no magic to stir men’s blood and probably themselves will not be realized. Make big plans; aim high in hope and work, remembering that a noble, logical diagram once recorded will never die, but long after we are gone be a living thing, asserting itself with ever-growing insistence.”

Daniel Burnham, 1846 - 1912