



WEST CENTRAL AVENUE STRATEGIC PLAN

ACKNOWLEDGMENTS

Thank you to the many stakeholders and community members who invested their time and expertise in the creation of this plan for the future of Olde Downtown West Carrollton.

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**PLAN CREATED FOR THE CITY OF WEST CARROLLTON BY OHM ADVISORS
WITH BONGORNO CONSULTING AND DISALVO DEVELOPMENT ADVISORS.**

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01

INTRODUCTION

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INTRODUCTION

1.1 PROJECT OVERVIEW

In 2017, the City of West Carrollton initiated a process to create a strategic redevelopment plan for the former Fraser Paper Mill site and the surrounding area on West Central Avenue, referred to collectively as Olde Downtown. The project evaluated the wants and needs of current and future residents, identified how to organize local talent and organizations to achieve a common vision, considered development sites that are currently vacant or underutilized, and developed a vision and strategy for these areas that will respond to opportunities in the regional marketplace. Additionally, the Plan is intended to guide the City in the development of public projects that will enhance the public realm and complement future growth.

PLAN GOALS + OBJECTIVES

This plan works to achieve a number of community goals and objectives. These include the following:

- Establish a refined vision for Olde Downtown West Carrollton;
- Create an organization structure to guide and promote the future success of the study area;
- Identify the opportunity for new catalyst projects that will generate new City revenue while enhancing the character and brand of the community;
- Support future development through strategically planned public/capital projects;
- Create a plan that has broad public and private sector support; and
- Support future funding initiatives

(e.g. state and federal grant programs) through the development of a valid strategic redevelopment plan.

1.2 PLAN ELEMENTS

Many elements come together within the Plan to create a holistic and informed blueprint for future growth and development. These elements were established from quantitative and qualitative analyses, alongside public input, and include the following:

EXISTING CONDITIONS

Area conditions considered included current land use, demographics, parking demands, and other area specific investigations. With an understanding of the existing conditions, the planning team and the West Carrollton Steering Committee could make more informed decisions and goals for the Olde Downtown area.

PUBLIC ENGAGEMENT

Throughout the planning process, the planning team facilitated discussions amongst community members to delineate common direction and goals. Community issues and opportunities made apparent during discussions were used to formulate both public and private projects, addressing and capitalizing on under-served and growth opportunity areas.

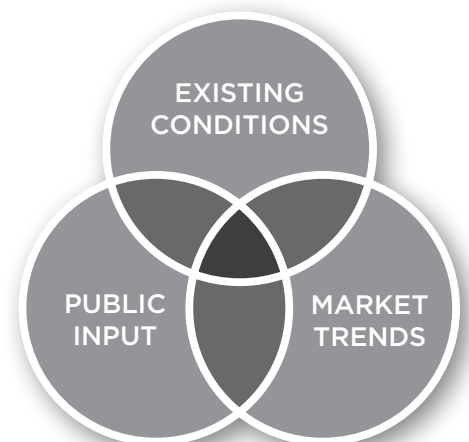
DEVELOPMENT CONCEPTS

The Plan includes a series of development concepts for key focus areas that illustrate the development potential of that area. They are derived from market research and public expertise and thus are both intuitively and technically informed. These suggested concepts are

only examples and outline how future development and redevelopment may occur in Olde Downtown, particularly on the former Fraser Paper Mill site.

PLAN FRAMEWORK

The Plan includes a series of conceptual development diagrams in order to guide the discussion for redevelopment along the corridor. Implementation strategies were then outlined to guide the incremental success of the Plan. While challenges were identified with current market demands, ultimately the Plan should direct development that responds to market needs and increases the critical mass of Olde Downtown.



THE PLAN IS CENTERED ON THE FUSION OF THREE ELEMENTS: EXISTING CONDITIONS, PUBLIC INPUT, AND MARKET TRENDS.

1.3 HOW TO USE THE PLAN

The Plan is intended to be used as a guiding document when determining district strategies and working toward decisions concerning new development and redevelopment. This can guide reaction and collaboration with the private sector in implementing design and development approaches, as well as public input toward development through potential capital improvements and/or economic incentives. The plan can and should be used to guide the following:

1. PRIVATE DEVELOPMENT DECISIONS

This plan can be used as both a marketing tool for the area and an indicator of the types of development approach preferred. While each project is unique and must be considered on its own merits, having an established vision will help to diminish the overall uncertainty regarding the intent of the city toward near-term use and longer-term economic development potential for the site.

2. DEVELOPMENT APPROVALS

While this plan does not advocate specific changes to the existing zoning for the area, a change to more integrated mixed-use development is the intended outcome. More specifically, potential design guidelines have been outlined for site development, public spaces and buildings. The plan should be used when reviewing development applications and determining approvals, whether rezonings or approvals within the context of existing zoning districts.

3. ECONOMIC DEVELOPMENT INCENTIVES

Economic development incentives can be part of the overall public-private partnership for development and redevelopment in the area. Consistent application, in accordance with the approach outlined in this plan, will help promote the established vision for Olde Downtown.

4. PUBLIC INVESTMENT

Priorities for public investment in Olde Downtown - perhaps streetscape improvements, roadway network updates, public open space or trail amenities - can be contemplated with regard to the Capital Improvement Program (CIP) for the City.

5. PLAN COORDINATION

As other city plans are updated and created, the vision strategy for Olde Downtown should be considered and integrated into related planning concerns. This is particularly the case for community-wide comprehensive planning, economic development strategies, thoroughfare plans, park district plans, and funding strategies through the Capital Improvement Plan.

6. A GUIDELINE

This plan for Olde Downtown is meant to serve as a guide. It is meant equally to create a vision for the district, while also initiating ideas for development that can help create the market potential and critical mass for the area. This will require openness and flexibility to a variety of possible ideas, while adhering to the primary tenets, overall vision, and specific goals outlined in this plan.

PURPOSE OF THE PLAN

GUIDE...

...the community in evaluating proposed public, private, or joint projects

INFORM...

...current and prospective property owners, as well as developers, on desirable growth patterns

MEASURE...

...progress and effectiveness of projects in Olde Downtown West Carrollton to ensure they strengthen the community as a whole

INTRODUCTION

1.4 PLANNING PROCESS

The Olde Downtown Plan process spanned approximately eight months and included both technical research and public involvement, resulting in an intuitive, informed, and proactive document.

By employing an innovative planning process, West Carrollton sought to develop a truly implementable plan that would fully integrate land use, transportation, parks and open spaces, and other public amenities in the West Central Avenue and former Fraser Paper Mill site area. The planning process was developed at the beginning of the project. This process helped guide project activities, many of which were carried out concurrently in order to maintain the overall project schedule. The following is a brief summary of each step in the planning process.

PROJECT LAUNCH

During this initial step in the planning process, the scope of services was defined for the planning team, consisting of contracted planning consultants and key members of City staff. Members of the Steering Committee were identified and invited to participate during the project launch. Their roles will be outlined in Chapter 03: Public Engagement.

STEERING COMMITTEE

A monthly meeting was held with a group of individuals identified by City staff to guide the development of the Plan. The Planning Commission was chosen to serve in this role given their relevant knowledge and interest in the area.

PLAN INPUTS

Throughout the summer of 2017, the planning team conducted an extensive existing conditions analysis with data

about all aspects of the City and the study area. This information provided an understanding of the current conditions in West Carrollton and informed the recommendations found in the Plan. To provide further understanding as to the feasibility of particular projects, a market study was conducted to evaluate the possible development scenarios for the project study area based on market demand. Existing Conditions were reported to the Steering Committee for general feedback and verification and are included in Chapter 02: Context.

Also critical to the Plan Inputs portion of the planning process was community engagement. Concurrently with the existing conditions assessment, public input was sought using a combination of public meetings and online engagement to gain insight into the concerns and needs of West Carrollton residents. Results from these various interactions informed the recommendation in the Plan and are included in Chapter 03: Public Engagement.



Aerial view of West Central Ave

PLAN STRATEGIES

This step in the planning process involved developing recommendations for public and private improvements in Olde Downtown. Alternative redevelopment scenarios were created and evaluated to provide a range of options for how the study area may develop informed by the current context, public input, and the market study. Catalyst Projects were identified as both area-wide programs and amenities and targeted development in four specific focus areas. Examples of Catalyst Projects include upgrades to the transportation network, expansion of the pedestrian and bicycle network, park and public space enhancements, and community image and brand. These projects are described in further detail in Chapter 04: Focus Areas.

PLAN ACTIONS

This step followed an iterative process allowing the Steering Committee and the general public an opportunity to review and provide feedback on a draft version

of the Plan. This is a key step in ensuring the Plan is supported by the public and that its recommendations are successfully implemented in the future. The public and Steering Committee were also asked to prioritize Objectives found in Chapter 04: Recommendations.

FINALIZING THE VISION

Once the Plan components were completed, compilation of the West Central Avenue Strategic Plan document began. The final Plan is a concise, coherent, and easily comprehended document. It is meant to be read and used by any West Carrollton community member and its straightforward design should aid in the swift implementation of its recommendations.

As a final step in the planning process, the Plan should be reviewed and approved by the Planning Commission and City Council. This document is an area plan for the former Fraser Paper Mill site and the surrounding area on West Central

Avenue, referred to as Olde Downtown, and should act as a supplement to the City's Comprehensive Plan moving forward.

1.5 SCHEDULE

As outlined in section 1.4 Planning Process, the project was structured around five phases: Project Launch, Plan Inputs, Plan Strategies, Plan Actions, and Finalizing the Plan. For each of these phases, members of the West Carrollton community were asked to provide insight and feedback for the Plan.

The project schedule below illustrates when each meeting was held during the eight-month process. Meetings are represented with a circular symbol and extended tasks are represented with a bar symbol, as data compilation and drafting of the Plan were conducted over a period of time.

	2017 JULY	AUG	SEPT	OCT	NOV	DEC	2018 JAN	FEB
PHASE I - PROJECT LAUNCH								
Steering Committee Meeting 1	●							
PHASE II - PLAN INPUTS								
Existing Conditions Analysis		■	■	■				
Market Study		■	■					
Public Meeting #1: Ice Cream Social		●						
Steering Committee Meeting 2			●					
PHASE III - PLAN STRATEGIES								
Steering Committee Meeting 3				●				
PHASE IV - PLAN ACTIONS								
Public Meeting #2: Open House							●	
Steering Committee Meeting 4							●	
PHASE V - FINALIZING THE VISION								
Plan Adoption Meeting								●

02

CONTEXT

02.1 EXISTING CONDITIONS

02.2 HISTORY

02.3 LOCAL TRENDS

02.4 NATIONAL TRENDS

CONTEXT

2.1 EXISTING CONDITIONS

The Olde Downtown study area is generally defined by the former Fraser Paper Mill site and its surrounding area. (See Figure 2.1). As displayed in Figure 2.2, the area includes and is surrounded by a mix of residential, commercial, industrial, and public uses, many of which are within a ten minute walk for residents living in the neighboring residential communities. This study area also includes undeveloped and underdeveloped land and is partially bisected by an active railroad line.

The study area can be defined by Locust St. on the east, the rail line on the south, Weir St. on the west, and Main St. on the north. This includes the entirety of the former Fraser Paper Mill property and a portion of the West Carrollton Civic Center grounds. The Civic Center, which regularly hosts community events, is located on the eastern portion of the study area along West Central Avenue.

REGIONAL CONTEXT

The study area sits near the center of West Carrollton city boundaries in Montgomery County. West Carrollton is positioned between the cities of Cincinnati and Dayton and is included in the Dayton Metropolitan Statistical Area. It is connected to neighboring communities by Interstate 75 and the Great Miami River Trail. More information on local demographics can be found in section 2.2 Market Trends.



Figure 2.1 - Study Area Map

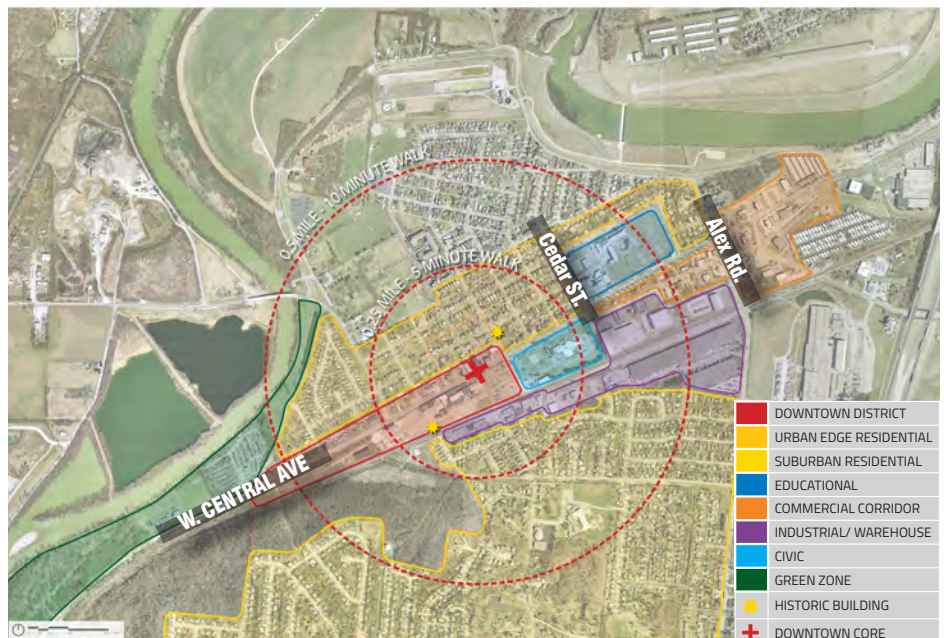
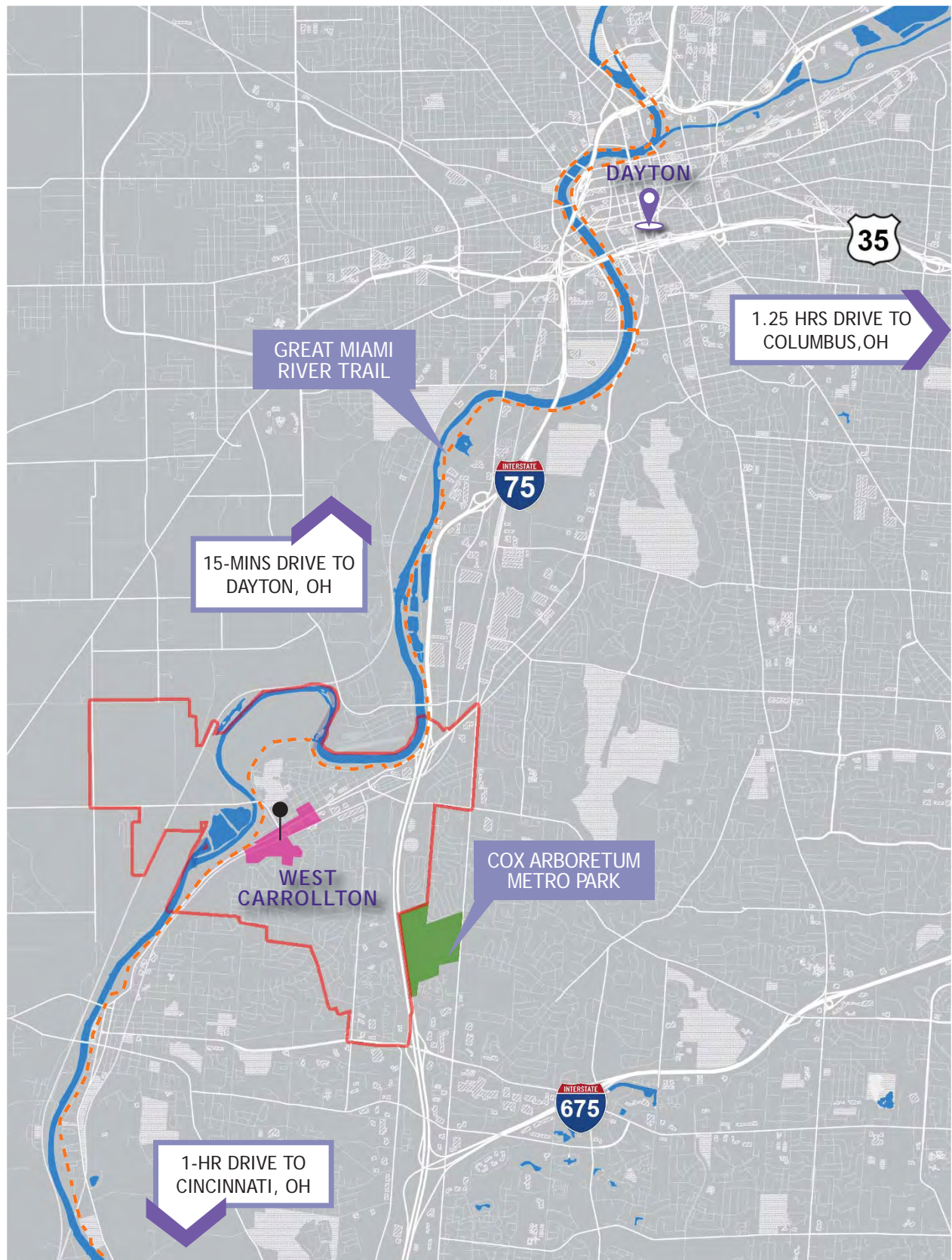


Figure 2.2 - Study Area Context



CONTEXT

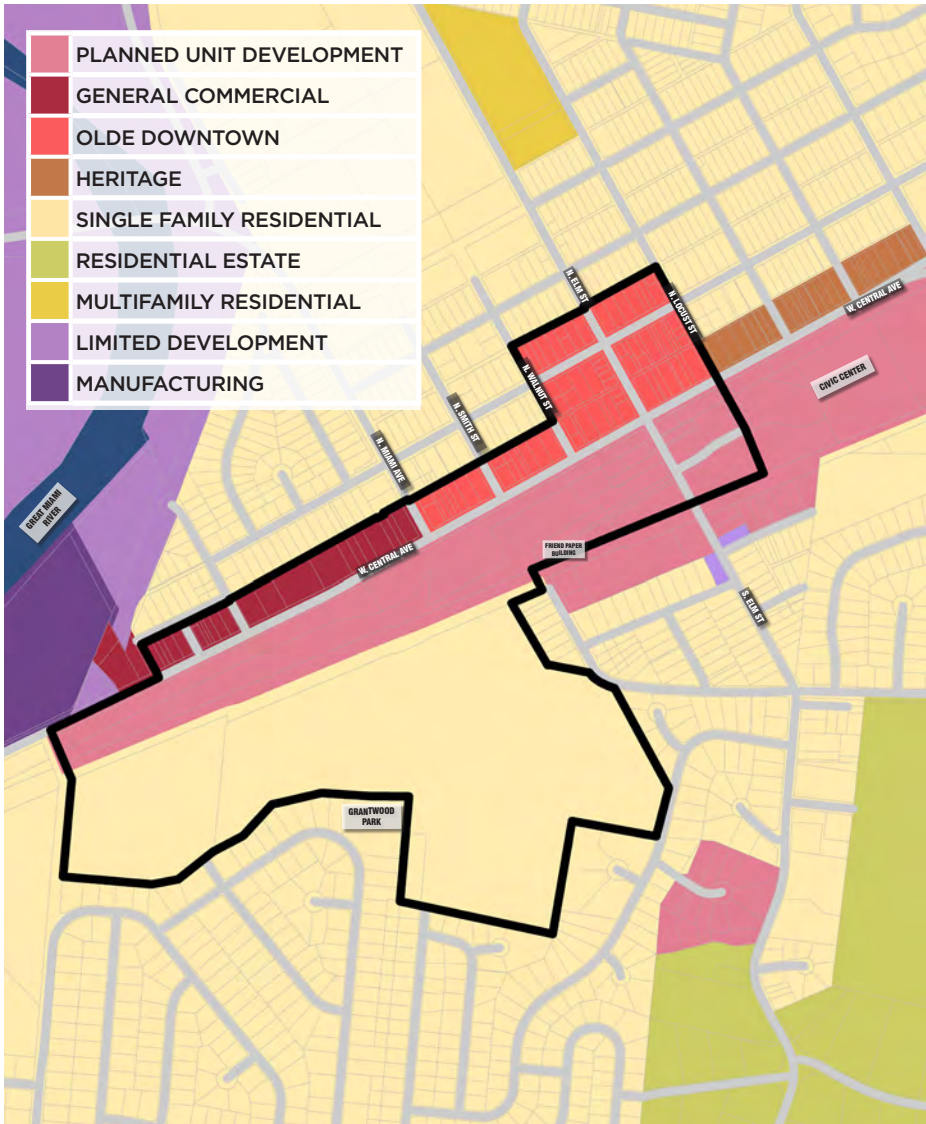


Figure 2.4 - Olde Downtown Zoning Map

LAND USE & ZONING

As shown in the zoning maps, Olde Downtown has a mix of designated districts, mostly allowing commercial use of some type. On the north side of West Central Avenue, the Olde Downtown (OD) district and General Commercial (GC) district are the basis for the previous commercial districts. The OD district has uses and development approaches more

in keeping with the strategies and goals outlined in this plan. While appropriate uses and development types might be accomplished in the GC district, there is a greater chance that an alternate zoning approach could be needed for new development to achieve the desired outcomes.

The Fraser site is entirely in the Planned Unit District (PUD) which allows great

flexibility and the opportunity to closely match the vision for the area established in both the conceptual development plans in Chapter 4 and the Design Guidelines in Chapter 5.

In addition to design guidelines and/or in an effort to implement them, zoning overlay districts are another option that allow cities to regulate site design for new structures, exterior improvements to existing structures, property maintenance, and improvements to the streetscape and pedestrian environment. Currently, the City utilizes architectural standards to regulate the materials and character of new development and major improvements. A review of these standards is recommended to ensure alignment with the desired character as outlined herein. Extension or heightening of these criteria for the Olde Downtown area could serve to achieve the goals outlined in this Plan.

At present, there is a significant amount of vacant/underutilized land within the study area. Of the vacant land available, a significant portion is already owned by the City of West Carrollton, thus increasing the redevelopment options and potentially expediting possible changes in zoning and/or land use to align with future opportunities.

2.2 HISTORY

As the planning process envisions the future of West Carrollton, a deeper understanding of the study area provides a glimpse to its past. Olde Downtown boasts a rich offering of residential, commercial, and industrial historic buildings. With traces of the Miami and Erie Canal, remnants of mills and the paper industry, as well as the long-standing water tower, the study area holds powerful links to many economic and civic roots for the West Carrollton

community. Throughout the planning process, community members expressed interest in preserving the history and character which make Olde Downtown unique and significant within the West Carrollton area.

FRASER PAPER MILL

Central to the study area is the former site of the Fraser Paper Mill. After closing in 2001, the site was purchased by the City of West Carrollton and underwent extensive clean-up. The City also initiated creation of the Fraser Paper Mill Reuse Plan in 2004 to determine the opportunities and constraints for reuse, as well as the most appropriate redevelopment strategies. This Plan considers the Reuse Plan in context to the entire study area and with updated existing conditions for the area. The site provides a potential opportunity for a large-scale reuse project, extended public green space, or subdivision into multiple sites for various uses. The latter option allows for an incremental development of the site over time. It is recommended the area continue in a mixed use, urban pattern if possible. Alternative scenarios for the Fraser Paper Mill site are detailed in Chapter 4 Focus Areas.

THE FRIEND PAPER CO.

The Friend Paper Co. was one of multiple businesses from the paper industry to once exist in West Carrollton, including four mills. The study area contains a building and other remnants of the Friend Paper Co. dating back to the late nineteenth century providing unique opportunities for historic preservation and/or adaptive reuse. The Friend Paper Co. building is considered an asset for the future development of Olde downtown, providing historical context and interest, and as such is retained in the development scenarios of the Fraser Paper Mill site of this Plan.



Examples of study area existing conditions



The former Fraser Paper Mill is central to the redevelopment/development of W. Central Avenue.

CONTEXT

CONNECTIVITY

AUTOMOBILE ACCESS:

Central Ave. and Miami Ave. provide the primary automobile routes to and through the study area with heavy truck traffic on Miami and east of Miami on Central. A variety of public and private lots provide parking for destinations in the core area. On-street parking and mid-block alleys are typical in the residential blocks to the north.

PEDESTRIAN ACCESS:

Main and Elm streets have contiguous sidewalks with near-complete ADA curb ramp compliance. Shade trees and on-street parking contribute to the comfort of these streets for users of all ages and

connect destinations in all directions. While most streets in the study area have sidewalks, heavy traffic and weak buffers make the primary auto routes unfriendly to pedestrians. North-south crossings of Central Avenue are limited and could benefit from enhanced visibility. Multiple community members expressed pedestrian safety concerns during the public engagement process.

BICYCLE ACCESS:

Dedicated bicycle routes in the area are limited to the Great Miami Trail, which hugs the riverfront to the north and west of Olde Downtown. New connections should be explored to tie into the core area via on-street or off-street improvements on Central Ave., Miami Ave., and Elm St. New or improved

pedestrian and bike connections may also be considered to better allow for easy commutes from the residential community south Central Ave to access Olde Downtown.

NOTES ON TRANSIT ACCESS:

The Greater Dayton RTA provides limited service to the Study Area via the #24 bus and RTA Connect service. #24 buses are ADA equipped and feature bike racks for mixed-mode riders. The RTA Connect is an on-demand mobility service for qualified riders.

2.3 LOCAL TRENDS

The insight in this section is provided through the analysis of DiSalvo Development Advisors, LLC. The West Carrollton market study evaluates local economic and demographic trends in order to determine to what degree the market can sustain certain uses and development types.

HOUSING MARKET

Housing conditions in the region have improved markedly over the past several years, but West Carrollton still faces challenges in terms of housing values and occupancy. The study area may not provide the premium to achieve rents and sales prices above existing achieved prices necessary to support the cost of newly constructed housing. Workforce housing (LIHTC) would be well supported; however, Ohio's competitive scoring system dissuades developers from considering this type of development in the study area. Notably, the improving housing market has resulted in some reinvestment in older multi-family properties in West Carrollton, such as Centerville Park, and an increase in

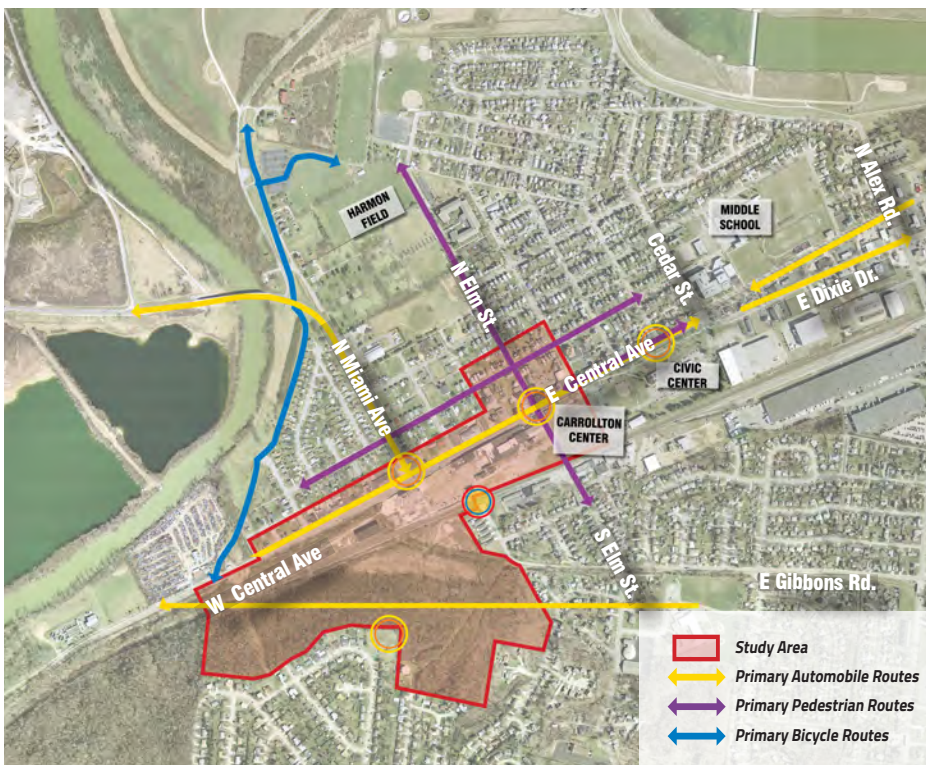


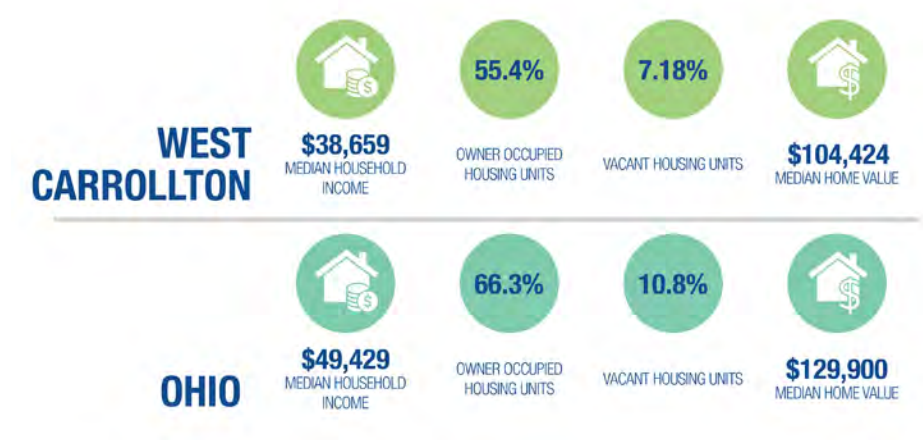
Figure 2.5- Connectivity Map

single-family rental homes. A summary of some of the key housing indicators follows.

- Household growth – 74 households were added from 2010 to 2017. Between 2017 and 2022, 18 new households are projected.
- Household income – More than one-third of renters have incomes above \$35,000.
- Employment – The study area consists of primarily manufacturing industry. The community has experienced a loss in jobs from top employers in recent years. Many residents are therefore employed outside of the City.
- Schools- The ratings and performance of local schools is noted as a challenge to attracting families to housing in the area.
- Housing Values – With home values below the market rate, West Carrollton is one of the most affordable areas in the Dayton region. However, its prevailing rent and sales prices may not support new housing construction and many home values in the study area have declined. A few units that have been renovated in the upper floors of the downtown core buildings did receive a good market response at the published low rents in the \$450 to \$550 a month range.
- Occupancy – West Carrollton has a healthy occupancy rate which is higher than the state, but lowest in the South Dayton region.

COMMERCIAL MARKET

While opportunities do exist within West Carrollton for new retail and restaurants, market opportunities



within Olde Downtown are limited. This limitation is a result of low lease rates, the lack of a high volume anchor, limited market exposure, and its relatively insular location due to its distance from interchange development.

The relatively low to moderate lease rates range from \$7.50 to \$14.00 price per sq. ft., compared to \$10 to \$30 in Kettering.

There is limited retail space availability after demolition of Carrollton Plaza Shopping Center, but retail occupancy is relatively healthy and is 2.4 percentage points above the region average.

Spending exceeds sales among most retail industry groups indicating potential support for additional retail; however, most local residents are budget-oriented shoppers and provide below average consumer spending potential among all retail goods and services expenditures.

The area also suffers from limited market exposure. Although I-75 receives a daily traffic count of nearly 100,000, Dixie Drive, E. Central Ave., and Alex Rd. have average daily traffic count estimates from 18,000 to 20,000. The number falls even lower for the study area with daily drive-by traffic estimated at 10,000 to 13,000 vehicles per day, many of which are passing through on their way to Miamisburg.



Examples of existing market conditions

CONTEXT

DEVELOPMENT IMPLICATIONS

Considering the above-mentioned market indicators, short-term development strategies for the study area may include interim uses, a recreation and sports facility, or the relocation of underutilized sites from the interchange area to Olde Downtown.

Interim uses to be considered include an outdoor event space, community garden, go karts, miniature golf, ice rink, and other seasonal or temporary community needs.

Recreational and sports-related uses could include extreme sports such as motocross, BMX, snowmobiling, or paintball. An indoor sports training facility in the study area, coupled with additional outdoor fields throughout West Carrollton, would provide an opportunity to serve the region and attract new visitors. This particular opportunity is explained in more detail in Chapter 4 Focus Areas.

Other short-term priorities should be employed in Olde Downtown to improve the existing environment to capture eventual market support that may exist beyond more than a few years. These priorities include:

- Assisting building owners in marketing the vacant ground floor space in the core downtown block. The images to the right are examples of marketing material produced by a community development corporation (CDC) in Cleveland to target tenants for their vacant commercial space. The marketing effort was successful in both instances.
- Reestablishing a sense of place. It will be important to attract a vibrant user that is desired by local residents, such as a coffee or ice cream shop, in



WANTED!

All concerned citizens should know that Northeast Shores and the City of Cleveland Department of Economic Development will go to great lengths to ensure that PHARMACY is captured under any moniker for this high quality Cleveland neighborhood!

PHARMACY

LAST SEEN
using the moniker: MEDIC DRUG
at 802 E. 185th Street.

Pharmacy is a wanted individual by the E. 185th St. Merchants' Association. Anyone with knowledge of said pharmacy should contact Northeast Shores IMMEDIATELY at (216) 891-7999.

WE'RE HUNGRY!

North Shore Collinwood is hungry. We have three unique opportunities for you to feed us.

North Shore Collinwood is a lakefront community located just minutes from downtown Cleveland on I-90. Nestled between Bratenahl and Euclid, this community is experiencing a rock-n-roll renaissance due to the Beachland Ballroom and a growing arts community. We are seeking three additional restaurants to add to the current quality, independent restaurants in the neighborhood including: Bistro 185, Greenwood Tavern, Muldoon's, Scott's, and Chili Peppers. Now is the perfect time to add your good eats to our good people.

AVAILABLE OPPORTUNITIES:

15619 WATERLOO ROAD, CLEVELAND, OHIO 44110.
Adjacent Beachland Ballroom attracts 75,000 music fans each year
Within two mile radius:
42,954 - population \$39,815 - average household income 38.84 - average age

823 & 837 EAST 185TH STREET, CLEVELAND, OHIO 44119
12,854 Average Daily Traffic Count
Within two mile radius:
41,345 - population \$44,241 - average household income 40.93 - average age

Other Side For More Area Current Opportunities

Creative marketing techniques can attract particular businesses to the West Central Avenue core.

the corner space at 1 E Central Ave. The corner space is the most visible space in the Olde Downtown, and by default, is essential in branding the image of the area.

- Building incentives. In order to attract new tenants and get the ball rolling on investment, incentives, such as a tiered-rent program, may be necessary.

New development at the former Fraser Paper Mill site will be predicated on the existence of a vibrant Central Avenue corridor, stretching from Olde Downtown to the riverfront/interchange area. The continued growth of the regional housing market will also be important. Under these circumstances, the market study data projects the best opportunity for new development to be primarily housing connected by pedestrian/bike pathways to ancillary commercial/retail

development on all sides of the Central Avenue and Elm Street intersection. This type of development concept will be unique to West Carrollton and the region and could play an important role in retaining current residents and attracting new households to the area. Any new commercial development is anticipated to have a small overall footprint in the study area. Larger scale retail development, anchored by a grocery store, has the best opportunity to succeed near the interchange. The traffic counts near the interchange meet the requirements of many retail chains. Also, the interchange environment provides retailers direct exposure to higher volumes of visitors and patrons of other nearby retail clusters.

03

PUBLIC ENGAGEMENT

03.1 PARTICIPANTS

03.2 MEETING ACTIVITIES + RESULTS

PUBLIC ENGAGEMENT

3.1 PARTICIPANTS

At the heart of the planning process are the ideas and aspirations of the public. An extensive public engagement effort was conducted by the City and planning team to solicit ideas and develop the vision for future growth in Olde Downtown. These ideas, values, and aspirations provided the foundation from which the Plan was formed.

Through this outreach campaign, roughly 230 community members contributed their thoughts for the future of the study area. In addition, individual meetings with the Steering Committee and City staff provided the planning team unique perspectives on Olde Downtown as the Plan evolved.

STEERING COMMITTEE

Comprised of 5 Planning Commission members, the Steering Committee met regularly throughout the planning process over a span of eight months. The role of the Steering Committee was to guide the development of the final Plan by providing firsthand insight on the community, testing public engagement activities, and vetting development concepts presented by the planning team. Additionally, the Steering Committee members were asked to act as stewards of the Plan, passing along information and encouraging friends, family, and neighbors to attend public meetings and participate in the planning process.

THE PUBLIC

West Carrollton residents were encouraged to participate on multiple occasions throughout the planning process. Two public meetings were held over the span of the project, where attendees were encouraged to share valuable insight through various

232 TOTAL PARTICIPANTS

STEERING COMMITTEE	5
PUBLIC MEETING #1	+/- 200
PUBLIC MEETING #2	+/- 25



activities. Activities from the public meetings are discussed in more detail in subsequent section 3.2.

Finally, a dynamic project website was developed and updated throughout the planning process to encourage public participation. The website hosted information from the public meetings for those community members unable to attend in person.

CITY STAFF

As facilitators of this Plan, the City of West Carrollton had several staff members with integral roles in the planning process. Staff from the

Planning and Community Development Department, Economic Development Department, and members of Planning Commission all participated in the formation of the Plan. This staff participation is important to ensure the final Plan aligns with the City's initiatives and is implemented at the terminus of the project.

PLANNING COMMISSION

By serving on the Steering Committee, Planning Commission members were involved in reviewing and approving the Plan throughout the planning process. Tasked with the regular review of

various planning applications, including future development proposals for Olde Downtown, it is imperative that the members of the Planning Commission understand the vision of this Plan and are willing and able to use it as a tool for evaluating future projects.

3.2 MEETING ACTIVITIES & RESULTS

In place of a traditional public meeting to kick off the project and gather ideas, the planning team and City staff hosted an Ice Cream Social. This was an interactive event where neighbors and business owners were able to engage in activities and provide vital feedback for the Plan. These activities and their results are described in the following section.

At the ice cream social, the public was introduced to the planning and visioning process for the West Central Avenue Strategic Plan. An estimated 200 community members provided their feedback as to how they envision the future of Olde Downtown and the former Frasier Paper Mill site.

BIG IDEA CARDS

While enjoying the ice cream and neighborly interactions, attendees were asked to fill in a card with big ideas for what they'd like to see in the study area in the years to come. The back side of this card had a few brief questions to get a sense of who attended the social and how often they normally visit the area. The big ideas were evaluated by the planning team and organized into nine categories, as shown in the table. As indicated, the big idea referenced most by participants was local or unique shopping to service residents and attract visitors.

BIG IDEA CARD RESULTS

THEME	COUNT
Unique / Specialty shops (ie. Downtown Miamisburg)	63
Recreational	19
Greenspace (park, dog park, etc.)	13
Grocery / Pharmacy	8
Daycare / Youth Center	6
Commercial / Mixed-Use Development (ie. Austin's Landing, The Greene, etc.)	5
Entertainment (ie. band shell, movie theatre, etc.)	5
Event / Community Space	5
Corridor Commercial (similar to E. Central Ave & E Dixie Dr development)	5



Ice Cream Social interactive activities - "Big Idea Cards"

PUBLIC ENGAGEMENT

CREATIVE SITE DESIGN

The second activity prompted residents to draw something they would like to see on the land formerly occupied by the Fraser Paper Mill. This was mostly a fun, kid-friendly activity to get all ages involved in the planning process. The results largely reflected the responses gathered on the big idea cards. Examples of resident responses are provided in the images on this page. Visual representations of the future site included recreational amenities such as a pool, commercial activity, housing, and community space including a farmer's market.

MAPPING EXERCISES

The final two activities provided geographic context to the visioning process. Attendees of the ice cream social were asked to place colored dots on large scale maps to identify where they lived and where they traveled for particular activities. The first map was intended to gather input on how far people traveled for everyday for work or school, groceries or retail shopping, dining or entertainment, and recreation. The second map asked people to identify their home, indicating how far they were willing to travel to come to Olde Downtown. Presumptively, if community members were willing to travel a distance for the ice cream social, and are already accustomed to traveling for other goods and services, there is a strong likelihood they would travel to Olde Downtown for new and reliable businesses if the area were to develop further.

As displayed in the image above, attendees of the ice cream social travel across the region for various occasions, but remain relatively local for recreation and entertainment purposes.

The second mapping exercise, indicating where meeting participants lived, was far



Ice Cream Social interactive activities - "place-mat" drawings

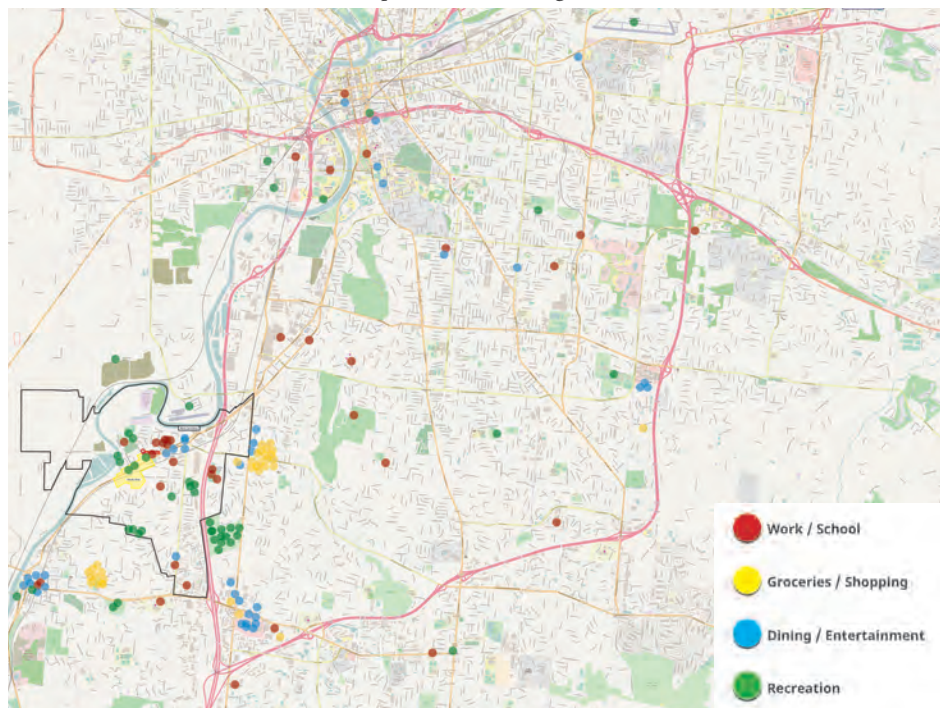


Figure 3.1 - Mapping Exercise: Where do you travel for activities?

less scattered. This activity was mostly used to engage with younger residents and allow them to find their house on the map. The end result does indicate; however, that many people throughout the city are willing to travel to Olde Downtown for an event. This bodes well for the potential redevelopment of the Fraser Paper Mill site and the general success of Olde Downtown.

OPEN HOUSE: FINAL PLAN REVEAL

The second public meeting was held in an open house format where community members could view the final concepts illustrated in this Plan. City staff and the planning team were available to discuss the various Plan elements and concepts, and answer any questions. For community members who were not able to attend, draft renderings of the Fraser Paper Mill site were made available on the project website.

Responses to the preliminary design concepts were overwhelmingly positive and many community members expressed an interest in seeing the plan successfully implemented. As with the ice cream social, feedback received at the second public meeting was utilized to make final adjustments to the Plan in preparation for its presentation to West Carrollton City Council.

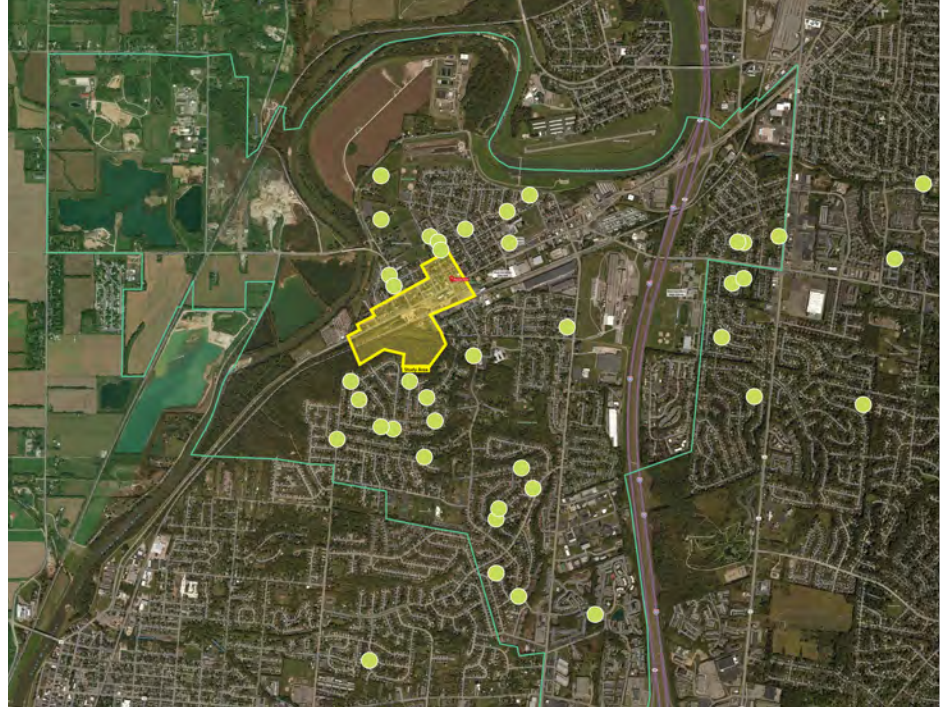


Figure 3.1 - Mapping Exercise: Where do you live?



ENVISION THE FUTURE

OF OLDE DOWNTOWN & THE FRASER PAPER MILL AREA



OPEN HOUSE

View key concepts from the West Central Ave Strategic Plan!

Wednesday, January 10, 2018

5PM - 7PM

Fire Station #56

125 W. Central Ave.

Final open house flier

04

RECOMMENDATIONS

04.1 CREATING THE VISION

04.2 FOCUS AREAS

04.3 DEVELOPMENT SCENARIO: PHASE I

04.4 DEVELOPMENT SCENARIO: PHASE II

04.5 DEVELOPMENT SCENARIO: PHASE III

RECOMMENDATIONS

4.1 CREATING THE VISION

OVERVIEW

A market-based analysis of the Olde Downtown district and public feedback gathered throughout the process created a vision for the future of Downtown West Carrollton. The recommendations are provided in a phased approach to provide for a downtown renaissance over time as market conditions allow.

FUTURE PLANNING

The vision and its related recommendations consider future land uses, as well as design aesthetics. A long-term vision was established for each focus area described in the following section, as well as for the West Carrollton community at large.

A large portion of this planning effort was directed towards reinvigorating the Olde Downtown area with more residents, vibrant retail, and increased connections. After its closing and demolition, the Fraser Paper Mill site

formed a large area of opportunity in the core of the downtown. While the market analysis performed for this Plan did not indicate a strong current market for new development in the area, local interest may prove otherwise. It is imperative that when development occurs, it is designed in an urban style and does not impede future developments of an urban nature. In this way, incremental development should in time create the desired characteristics of Olde Downtown.

In the event that a user cannot be found to create a larger scale development on the site, this Plan has recommended

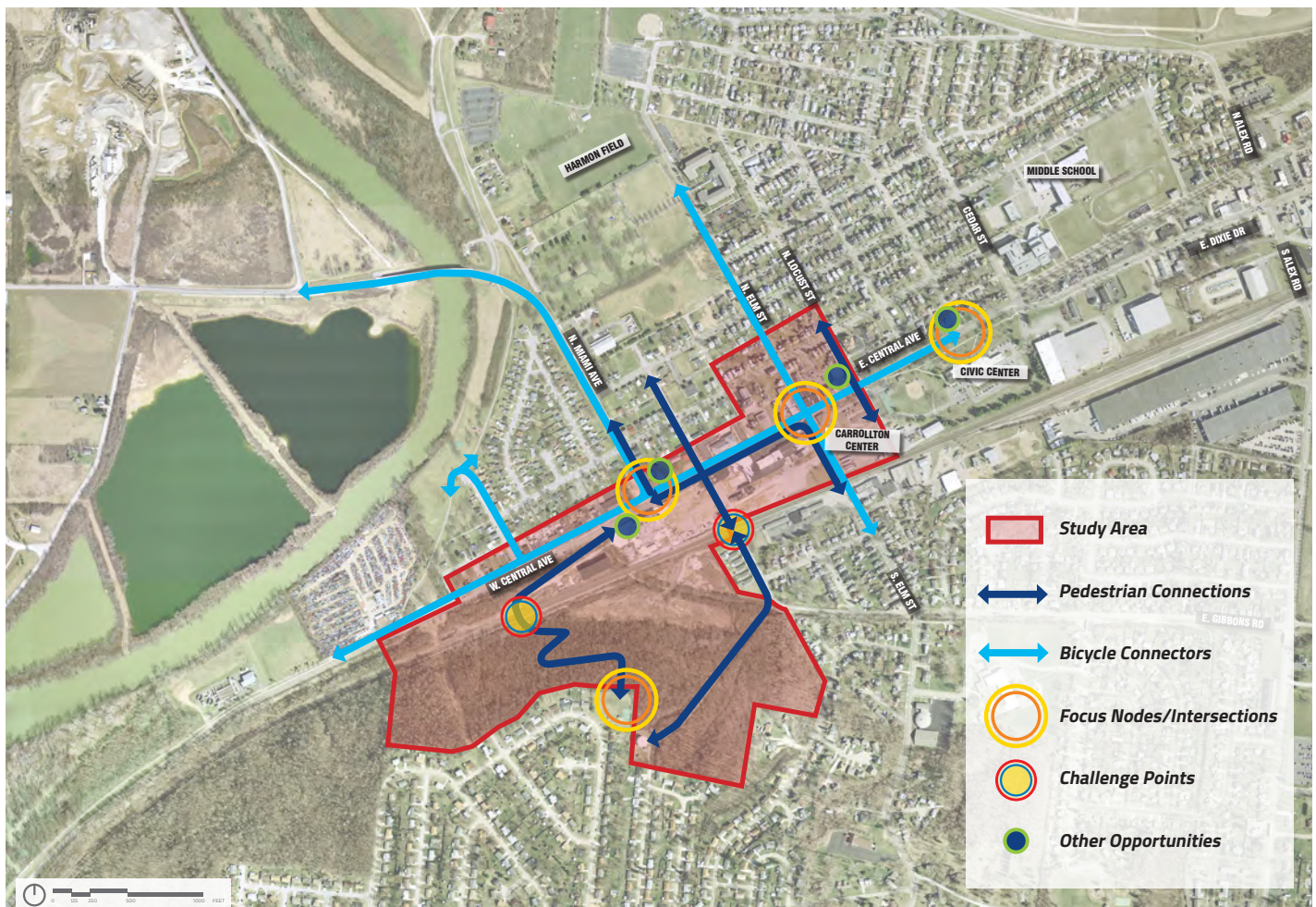


Figure 4.1 - Existing and Future Connectivity Map

some temporary uses that would generate activity, revenue, and interest in the downtown for the time being. These temporary recommendations lie mostly in the recreational genre; however, given the community's interest, a permanent recreational facility could also be accommodated on the site.

STRATEGIC INFILL

In addition to the large, mostly open, site of the former Fraser Paper Mill, there are several vacant properties dispersed along West Central Avenue. Many of these sites have already been acquired incrementally by the City's Planning and Community Development Department through Montgomery County's Expedited Foreclosure program, and the former abandoned and blighted structures on those properties have

been demolished using state and federal grants funneled through the county. The recommendations of this Plan will instill the kind of slow change that does not occur overnight and the City should continue to amass parcels as they become available and market the land to urban developers.

HISTORIC PRESERVATION

Although once a bustling manufacturing site, the former Fraser Paper Mill area has few structures remaining including the Friend Paper Co. building and the water tower at the corner of West Central Ave and Elm Street. As strong ties to the site's historical past, it is recommended that these remaining structures be preserved and leveraged as unique features in the downtown.

The Friend Paper Co building may qualify for Historic Tax Credits to assist in the cost of preservation and renovation. This building holds unique architectural interest and could be revitalized as an office building or community center.

The water tower is prominently featured on the site and serves as a highly visible landmark for Olde Downtown. It is recommended that the tower be treated with a fresh coat of paint, unique lighting, and a newly created insignia for Olde Downtown. The base of the tower should be transformed into a public plaza, creating a gathering place for residents and visitors and preserving adequate site lines for traffic at the intersection. This unique feature could be the distinguishing mark that draws people to the area and creates a sense of place.



Figure 4.2 - Vision for the Future of Downtown West Carrollton

4.2 FOCUS AREAS

OVERVIEW

Through analysis of the study area and public feedback gathered through the ice cream social, four areas emerged as areas of interest (see Figure 4.3). They are the area north of Central Avenue, the area east of Elm Street, the former Fraser Paper Mill site, and the wooded hillside south of the railroad tracks. This section aims to address specific issues and opportunities of each focus area and

provide an overview of recommended goals. Specific action steps are provided in detail with a synthesized implementation matrix provided in Chapter 6.

Each of these four focus areas should be used to serve existing residents, as well as attract nearby residents and visitors to the Olde Downtown area, and into the heart of the community. A holistic approach utilizing the design guidelines described in the following chapter is recommended to help establish a cohesive identity and attractive and healthy environment within the study area. In addition to the collective effort to strengthen design standards, following the goals and recommendations of each specific focus

area should help address the differing needs and existing conditions of each respective area.

NORTH OF CENTRAL AVENUE

The goals for the focus area north of Central Ave. include:

- Increase urban design of corridor through Zoning and Design guidelines,
- Fill vacant storefronts with active businesses, and
- Fill vacant lots along the corridor with mixed-use, urban development.



Figure 4.3 - Focus Areas

Infill development, improved streetscapes, and increased activity in the focus area aims to improve the connections and walkability along West Central Ave., both in logistics and aesthetics. Strengthening the corridor will help support investment and commercial development improvements at the Fraser Paper Mill site, as well as encourage increased foot traffic throughout the study area.

EAST OF ELM STREET

The goals for the focus area east of Elm St. include:

- Plan for the future of the Senior Center and former fire station on Locust St.,
- Improve the north-south pedestrian connection to the Civic Center (City Hall, Senior Center, and park), and
- Utilize parking lot(s) for farmers market, festivals, food trucks, and other interim activity generators.

Planning efforts in this area should focus on civic-minded improvements in the focus area extending from Elm St. east to Locust St. and bound by Pease Ave. and the railroad tracks to the north and south, respectively. The City currently owns two buildings in this area that could be either repositioned or redeveloped. The former fire station holds unique interest for light manufacturing or restaurant uses where an industrial-style space is seen as an asset. The senior center currently resides on a large parcel but is nearing the end of its usable life. There is potential for a new facility in its place that could serve a wider audience as a community center.

As with the focus area north of Central Ave., streetscape and traffic improvements should aim to increase walkability to uses throughout Olde Downtown. Improved pedestrian connections to the newly expanded library and adjoining park should be prioritized in the area.

FRASER PAPER MILL SITE

The goals for the focus area characterized as the former Fraser Paper Mill site include:

- Prioritize the corner of Elm St. and Central Ave. for new development with public plaza,
- Highlight the water tower as a landmark in town,
- Promote walkability along Central Ave with improved streetscape and increased tree canopy,
- Continue brownfield clean-up for site
- Seek reuse opportunity for Friend Paper Co. building, and
- Explore other interim uses to establish sense of place and increase interest.

As a central feature of Olde Downtown West Carrollton, the continued clean-up and re-use of the Fraser Paper Mill site is essential to improvements across the study area. Maintaining the water tower as a historic landmark provides an important opportunity to preserve local culture while providing a functional public space on the site. Specific development opportunities, in keeping with the above-mentioned goals, are described in a phased approach in the following section of this chapter.

HILLSIDE

The goals for the focus area south of the railroad tracks include:

- Utilize the wooded slope for recreation such as walking trails, sledding hill, and mountain biking / BMX trails,
- Create safe connections across the railroad tracks where possible, and
- Connect to Grantwood Park and neighborhoods at the top of the hill.



Examples of water tower re-use

RECOMMENDATIONS

Based on the limited development capabilities for the sloped, wooded area south of the railroad tracks, as well as public feedback and market analysis considerations, the Hillside was identified as best suitable for recreational purposes. Creating pedestrian paths, recreational trails, and sledding hills would serve local residents and create a regional attraction.

By leveraging regional partnerships with the 5 Rivers MetroParks, the Miami Valley Mountain Bike Association, and other Dayton-area recreational organizations, West Carrollton can expand upon the existing regional networks, connecting existing residential communities and new park facilities to the larger system. With pooled resources and overlapping interests, West Carrollton's participation in a coalition of regional recreation and biking organizations could aid in the success of ongoing regional developments, as well as ensure the feasibility of efforts in the Hillside and downtown.

This mutually beneficial partnership also serves to establish West Carrollton as a regional destination for outdoor activities. The design may be specialized by highlighting the water tower south of Grantwood park with a trailhead marker or signage, and connecting via trail to the water tower on the former Fraser Paper Mill site (see Figure 4.4). A "Tower to Tower" trail could pay tribute to West Carrollton history with relevant facts or information provided at each tower, while also providing a new connection between the residential communities south of Central Avenue and the Olde Downtown area.



REGIONAL TRAIL NETWORK

The Miami Valley bikeways network is the largest paved trail network in the nation and serves as a great asset for West Carrollton and the greater Dayton area. West Carrollton could tap into this opportunity by creating a destination in Olde Downtown to draw trail users into the community. Bike trails and amenities on the hillside of the study area is one such draw, as are restaurants, sports venues, and retail stores - all of which contribute to an urban, downtown environment.

- 25 Great Miami River Trail
- 34 The Great Little Trail
- Trail Access Point



Examples of recreational trail usage



Figure 4.4 - Recommended Development Scenario: Focus Area 1

4.3 DEVELOPMENT SCENARIO PHASE 1

PHASE 1: PRESERVE & ATTRACT

OVERVIEW

The closing of the Fraser Paper Mill has left a developable site of significant proportions in the heart of Olde Downtown West Carrollton. In order to leverage this opportunity and create the urban environment desired by the community, a phased approach has been recommended and outlined herein. A site of this size provides great flexibility in site design, therefore, the three phases of development shown here serve as just one example of how the site and various uses could potentially be realized.

Phase 1 intends to preserve historical structures, generate activity throughout the site, reinforce the center of Olde Downtown (Elm St. and Central Ave.) with new development, and begin streetscape improvements to improve the walkability of the downtown area.

PUBLIC SPACE & SENSE OF PLACE

The Friend Paper Co. building (Image A) holds historical significance for the community and provides an opportunity

for re-use. The site plan (Figure 4.4) shows this building highlighted by a tree-lined street with parking located in the vicinity. The water tower can serve as a central feature in the downtown by providing a sense of place and civic gathering space (see page 33). Its strategic location on the northeast corner also allows it to serve as an anchor, attracting locals and visitors alike to Olde Downtown.

Dog parks (Image B) provide public green space and a unique amenity for pet owners in the community and surrounding region. In Ohio, about 33% of households have children and 40% have pets. As West Carrollton prepares itself for the wants and needs of future residents, revitalization of the Downtown area presents an opportunity to re-purpose its land into public spaces that meet these growing trends.

COMMERCIAL ATTRACTION

The large expanse of the Fraser Paper Mill site could garner interest from a wide range of commercial developers, including manufacturing. A light industrial use of large scale, as shown in Figure 4.4 as Building D: Corner Commercial / Mfg., could occur on site, barring any noxious uses and ensuring the design of such buildings are held to urban design standards regardless of use.

RECREATIONAL AMENITIES

Recreational uses (Images E-F), particularly an indoor sports complex, are meant to complement existing nearby outdoor facilities, and were expressed to be highly desirable during the public engagement process and feasible as part of a regional package by the market analysis. This Plan recommends a quasi-permanent, inflatable structure be used in order to expedite construction and not impede future urban development. These inflatable structures can be a variety of sizes and home to many different sports, while requiring lower initial investment and allowing the potential for easier future redevelopment.



Examples of desired development character.



ID	Use
A	Friend Paper Co Building
B	Dog Park
C	Water Tower Plaza
D	Corner Commercial / Mfg. (28,700sf)
E	Volleyball Courts
F	Sports Complex Dome
G	Senior Center



Figure 4.5 - Recommended Development Scenario Phase 1

4.4 DEVELOPMENT SCENARIO PHASE 2

PHASE 2: COMMUNITY INFILL

OVERVIEW

Phase 2 builds upon the efforts of Phase 1 by continuing development around the center of Olde Downtown and continuing streetscape improvements. Goals of this phase also include replacing the senior center with a new community center for all age groups, and encouraging mixed-use development to increase housing options in the study area.

Developments outlined in Phase 2 do not necessarily hinge on the completion of those shown in Phase 1; the site plan should be viewed as a flexible layout and timeline.

BUSINESS ATTRACTION

Harnessing the interest in Olde Downtown built during Phase 1 should provide increased opportunities to market the area to new businesses. The priority of this business attraction should be in filling vacant storefronts in the existing buildings. Secondly, existing building owners and tenants should be offered the chance to expand their business and/or

building within the area in order to retain loyal businesses and their customers. Focusing initial redevelopment at the West Central Ave. / Elm Street corner will help create the critical mass needed to change the perception of Olde Downtown and help establish momentum for additional development.

URBAN WALKABILITY

Currently, West Central Ave is not very pedestrian-friendly due to high travel speeds and the volume of truck traffic in the area. In order to create a more walkable urban core, it is recommended that streetscape improvements include wider sidewalks, increased landscaping, street furniture, and frequent lighting.

On-street parking along West Central Ave would dramatically increase the safety and comfort levels of pedestrians by acting as a buffer zone between roadway traffic and the sidewalk. These parking lanes can easily be accommodated within the right of way along the northern edge of the former Fraser Paper Mill site, with minimal impact to the existing roadway network. The addition of on-street parking should be prioritized, regulated, and accomplished in the near term.

INCREASED COMMUNITY

A new community center on the site of the existing senior center could breathe new life into the neighborhood by reaching a wider audience and encouraging new residents to locate here. Development improvements in the area are recommended to include mixed-use and medium to high density residential uses in order to create the critical mass of residents in the area needed to support local retail and restaurants.

A vibrant community center could include features such as a post office or coffee shop and act as an attractive amenity to urban residents or developers by supplementing smaller dwelling sizes with increased community space. Tying this use to the newly remodeled library extends the community 'campus' even further along the corridor.



Examples of desired development character.



ID	Use
A	Friend Paper Co Building
B	Dog Park
C	Water Tower Plaza
D	Corner Commercial / Mfg. (28,700sf)
E	Mixed-Use Commercial (13,000sf each)
F	Sports Complex Dome
G	Community Center / Post Office
H	Mixed-Use Commercial (7,200sf)
I	Commercial (extension of existing)
J	Mixed-Use Commercial (10,400sf)



Figure 4.4 - Recommended Development Scenario: Focus Area 1

4.5 DEVELOPMENT SCENARIO PHASE 3

PHASE 3: ACHIEVE THE VISION

OVERVIEW

The final phase as recommended by this Plan provides a long-term framework for guiding development and activity in the study area. Phase 3 includes continuing development along West Central Ave., continuing encouragement for a variety of housing options, and expanding parking, as necessary, to accommodate growth. Phase 3 also provides an opportunity to strategize for infill development and adaptive reuse of existing structures.

HOUSING OPTIONS

Throughout the planning process and development of this Plan, an emphasis has been placed on creating a viable and desirable place. Market viability is highly dependent on the number of housing units in an area and the average daily vehicle traffic through that area. In order to increase market demand for commercial uses in Olde Downtown, it is recommended that a range of housing options be included in early developments. Mixed-use commercial is recommended wherever possible,

with commercial uses on the first floor and residential or office uses on upper floors. In order to create the urban environment desired by the community at large, it is recommended that new single family homes not be included in any development along the West Central Ave corridor, and instead efforts be placed in revitalizing the existing homes in the surrounding neighborhoods.

BUILDING CHARACTER

As development occurs, the character of Olde Downtown will continually evolve. It is recommended that this character reflect the historical past of the area by incorporating warehouse and industrial looking architectural elements into building design. Buildings in this style (Images H-M) can accommodate a myriad of uses from light manufacturing to restaurants, offices to daycare. Quality building design can be reused for decades to come as changing trends and demographics demand it and the sense of place created by evoking historical building elements will further promote the character of Olde Downtown.

FLEXIBLE DESIGN

As previously stated, this conceptual development plan is meant to act only as a guide for policy makers and interested developers. It should be used as a conversation starter and marketing piece to showcase the opportunities of Olde Downtown. Final development of this area may or may not reflect the layout of buildings shown here; however, the character intent, style, and mix of uses should be reflective of the recommendations in this Plan.

Larger developers might be interested in the opportunities provided by the former Fraser Mill Paper Site and should not be restricted by the site layout included in this Plan. Instead, City staff should use the design guidelines in Chapter 5 to help establish a site plan that meets both aesthetic requirements and market demand.



Examples of desired development character.



ID	Use
A	Friend Paper Co Building
B	Dog Park
C	Water Tower Plaza
D	Corner Commercial / Mfg. (28,700sf)
E	Mixed-Use Commercial (13,000sf each)
F	Sports Complex Dome
G	Community Center / Post Office
H	Mixed-Use Commercial (7,200sf each)
I	Commercial Infill (extension of existing)
J	Mixed-Use Commercial (10,400sf)
K	Mixed-Use Commercial (6,000sf)
L	Mixed-Use Commercial (13,300sf)
M	Office (8,300sf)
N	Townhomes (1,000-2,000sf each)



Figure 4.4 - Recommended Development Scenario: Focus Area 1

05

DESIGN GUIDELINES

05.1 OVERVIEW + STANDARDS

DESIGN GUIDELINES

5.1 OVERVIEW + STANDARDS

In order to guide retrofitting of existing sites and future redevelopment, basic design guidelines are suggested for the West Central Avenue Corridor. For locations along the West Central Avenue street frontage, a more rigorous application of these standards should be used. For the other emerging redevelopment areas, design of each site will be dependent on balancing a number of factors. In all areas, there are some key design guidelines that are vital for quality development outcomes and are highlighted below.

These Guidelines do not supersede the Zoning Code, but supplement those standards in a more flexible format, being rapidly adjustable to site-specific issues and distinguished between subareas.

SITE DEVELOPMENT

- Buildings should be located adjacent to the public rights-of-way.
- Parking should be located to the rear (preferred) or the side of buildings. No parking or drive aisles shall be located between the building frontage and the right-of-way.
- Where parking is located on the side, it must be fully screened to a height of 42" by either masonry walls, or decorative and opaque landscaping.
- Impacts of site lighting on adjacent residential areas should be reduced through the use of cut-off light fixtures.
- Service functions (loading docks, dumpster enclosures, etc.) should be strategically placed to minimize negative impacts on the public rights-of-way and adjacent residential uses.
- Drive-throughs should be located to the rear of the primary structure and screened from the primary public right-of-way.
- Fencing to a height of 72"-96" shall be used to screen commercial uses from residential uses at the rear property line.
- Landscaping along roadway edges should include medium-to-large species street trees where possible, to provide a rhythm and identifiable character for the road.
- Sidewalks and/or multi-use paths should be located along the right-of-way, in keeping with the identified streetscape typology for that area.
- Bicycle access should be accommodated and encouraged in the site design.



Site Development - Building adjacent to the public right-of-way with parking to the side.



Site Development - Brick building adjacent to the public right-of-way with corner entry and parking to the rear.

SITE ACCESS

- Sites should be designed to share vehicular access with adjacent sites / as part of a larger access strategy.
- Individual entrances are discouraged in favor of collaborative site designs.
- Excessive curb-cuts and driveways should be avoided.
- Vehicular access should be provided from the alleys where possible, reducing or eliminating street frontage curb-cuts.
- Site access shall be oriented in a grid-like street pattern, whether public streets or private on-site drives. Internal public roadways are encouraged.

PARKING

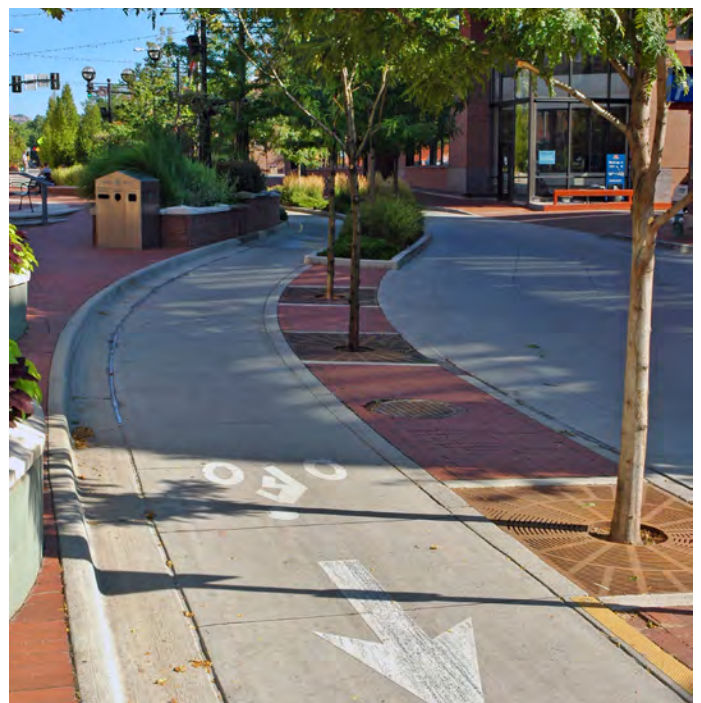
- Shared parking across joint sites is highly encouraged.
- Encourage the use of alternative transportation through site design.
- Design for lowest anticipated parking demand on individual sites through the use of shared and cross-access easement parking areas, and integration of alternative transportation.
- Emerging technologies such as autonomous vehicles could lower parking ratios and should be closely monitored.
- The use of permeable paving materials is encouraged.
- Small landscape islands within parking lots are discouraged in favor of larger sustainable-practices planting areas.
- Incorporating sustainable practices within parking areas is encouraged, such as:
 - Bioswales, rain gardens and other stormwater controls
 - Solar shades
- Parking areas should be well lit and use cut-off fixtures to avoid light spill to adjacent uses.

ACTIVE TRANSPORTATION

- Bicycle racks should be installed near primary building entrances
- Sidewalks and/or multi-use pathways should link sites and extend into each site to provide direct access to buildings.



Parking - Permeable pavers and green infrastructure in parking area.



Active Transportation - Dedicated bicycle facilities

DESIGN GUIDELINES

OPEN SPACE

- Usable open space should be incorporated in close proximity to uses, as possible.
- Sidewalk and/or multi-use pathways should link development to nearby parks and open space.
- Open space should include multi-use paths, seating, and other passive and limited active recreation uses.

LANDSCAPING

- Site landscaping should be consolidated into areas large enough to support successful plant growth. Small landscape islands within parking lots are discouraged.
- Larger, linear landscape islands are encouraged, particularly those integrated into an overall stormwater quality and control system.
- Landscape areas may be curb-less as needed to contribute to stormwater quality and controls.
- Landscape screening adjacent to neighboring residential uses is encouraged.
- Landscape screening between adjacent parking lots should allow pedestrian access.
- Regular maintenance of landscaping is encouraged. This includes limiting hedgerows to heights low enough to see above when walking, thinning trees near buildings that obscure signage and entries, and regular maintenance of screening along the rights-of-way.



Site Development - Linear landscaping along the street edge can create a buffer between pedestrians and automobile traffic, while providing stormwater benefits.

BUILDINGS

- Entrances shall be located along the public rights-of way in order to create a “front door” character for the pedestrian corridor.
- Building lighting may be used to enhance architectural features and to indicate the location of entries.
- Multi-use buildings are encouraged.
- Scale and Massing
 - Scale should be considered in the overall context of the district and based on site location.
 - Massing of the buildings should create an urban street edge,.
 - Buildings of 2-story to 4-story height are encouraged.
 - Buildings should have a 1 and 1/2-story appearance at a minimum.



Buildings - High-quality materials and design should be used on all four sides of a building, and ideally, parking should be located in the rear.

- Transparency
 - A high degree of transparency is encouraged, utilizing storefront windows on the first floors.

BUILDINGS: EXTERIOR MATERIALS

- Natural materials are encouraged; materials that emulate a different material are discouraged.
- Glass
 - Glass on first floor should be transparent to allow views into the building.
 - Use of transparent (non-opaque) of glass is encouraged throughout.
- Metal
 - Metal can be used as an accent and as overall framing for glass elements. Metal should be more “solid” in character with a minimum thickness of $\frac{1}{4}$ ” – break metal and other easily warped metal applications should be avoided.
- Brick
 - Natural brick is encouraged as an external material on all floors.
 - Brick veneer may be used if installed and dimensioned to give the appearance of true brick.
 - Brick can be used in conjunction with stone sills and lintels.
 - Other clay products such as terracotta tiles may be used as appropriate.
- Stone
 - Natural stone or natural stone veneer is appropriate based on scale and location.
 - Stone is most appropriate on lower facades.
 - Stone may be used in conjunction with other materials such as glass and brick.
 - Stone sills and lintels are an effective external building component when incorporated into facades with other materials such as brick.
- Wood
 - Wood is a possible exterior material depending on its application and the scale of the structure.
 - Wood can be used as an accent material or a framing around building features.
 - Traditional wood siding profiles should be used only on smaller-scale and traditionally designed structures.



Building Materials - First floor office and retail space should have large windows, to create an element of visual interest along the street.



Building Materials - Stone is a high-quality exterior building material



Building Materials - Glass and outdoor seating can add a sense of vibrancy and energy to the street.

DESIGN GUIDELINES

SIGNAGE

- Overall district branding could improve the identity of the corridor.
- Coordinated wayfinding signage can be used to improve the function of the Olde Downtown and help users locate shared parking.
- Buildings should have signage on West Central Avenue as well as smaller signage for rear entries at the parking areas.
- General
 - The scale and proportions of a sign should fit with the scale of the individual building on which it resides. Signs shall not cover windows, roof shapes, or dominate trim.
 - The scale of signs on primary streets should cater to the pedestrian.
 - The copy of the sign should be restricted to the name, address, function, and logo of the establishment. Phone numbers, web sites, rates, and advertising of commodities or ancillary services should not be posted.
 - It is expected that each storefront will have a combination of two of the following as their primary and secondary sign: a wall sign, an awning sign, a projecting sign, or a window sign. The standard primary sign should be a wall sign above the storefront and the standard secondary sign should be a projecting sign for easy view of pedestrians along the sidewalk.
 - Only one projecting sign should be permitted per storefront on primary streets.
 - Only one primary sign is permitted. The maximum number of business name signs should be two per business on the front or side (or combination) of the building and one sign in the rear.
 - For second (rear) entrances, locate signs above the door or window. These signs should be no larger than 25 percent of the allowable size of the main sign on the front facade. Vivid colors and striking signage can highlight the rear store entrance from parking lots. Service entrances should be clearly marked, but not emphasized.
 - Sidewalk signs must not obstruct pedestrian movements along public walkways or view triangles.
 - The maximum number of sidewalk signs is one per business, may only be displayed during business hours, and must be taken inside overnight every night.



District wayfinding signage - Coordinated wayfinding signage can elevate the identity of the district while aiding pedestrians and bicyclists.



Pedestrian-scale signage - Unique designs in keeping with business add character to the district.



Integrated signage - Signs of simple, complementary design can be integrated into architectural features.

- Banners and cloth signs shall be used primarily for special, festive occasions. If such signs are used on a permanent basis, a condition of their initial approval is agreement to replace them when they show wear. A banner shall be considered a permanent sign if it displays content or identification of any kind which relates to the business or service establishment of the building to which the banner is attached.
- Sign Materials and Colors
 - Sign materials should coordinate and complement those of the building.
 - Materials to be avoided include sheet metal, plastic panels, and vinyl wherever possible.
 - Colors should coordinate with each other and the building to which the sign is attached and should contribute to legibility and design quality.
- Sign Lighting
 - Signs may be lighted from exterior sources, provided the light source is cut-off so as to only illuminate the sign face. Ground-mounted light sources must be screened from public view, preferably with landscaping. Wall-mounted light sources should be architecturally appropriate for the building.
 - Signs should not be backlit unless it is from lights located within individual channel-type, or push-through type letters.
 - Interior lighted signs are not encouraged except for the those with individually illuminated letters and graphic(s). The entire sign and background should not be internally illuminated.



Signage types - A business with a wall sign and a blade sign, complementary to the overall building architecture.



Internal illumination - Individual push-through style letters in an opaque cabinet are appropriate.



Exterior lighting for wall sign - Wall signs should be scaled and located to complement architecture..

06

IMPLEMENTATION

06.1 IMPLEMENTATION MATRIX

06.2 STRATEGIES

IMPLEMENTATION


6.1 IMPLEMENTATION MATRIX



To guide in the implementation of the focus area goals, design guidelines, and study area development scenario phases, the following matrix provides a comprehensive action step protocol.

I. OVERALL OBJECTIVES

ACTION ITEMS

		LEADERSHIP	TIMEFRAME	COST
OBJECTIVE 1.1: INCREASE URBAN DESIGN OF CORRIDOR THROUGH ZONING AND DESIGN GUIDELINES				
Action 1.1.1	Review zoning code and update as needed to promote flexibility in the types of uses permitted (i.e. residential, businesses, etc.).	P PC	S	\$
Action 1.1.2	Implement a zoning overlay in the area to encourage design standards outlined in the Chapter 5 Design Guidelines, as appropriate.	P PC	M	\$
OBJECTIVE 1.2: FILL VACANT STOREFRONTS WITH ACTIVE BUSINESSES				
Action 1.2.1	Create inventory of existing vacant commercial opportunities within Olde Downtown.	P \$	S	\$
Action 1.2.2	Explore marketing techniques as provided in Chapter 2.3 Local Trends to creatively attract new and existing businesses to available storefronts.	CC \$	S	\$
Action 1.2.3	Utilize pop-up short term strategies in vacant storefronts, similar to the Ice Cream Social, to attract interest in the space.	P \$ CC	S	\$
OBJECTIVE 1.3: IMPROVE THE PUBLIC REALM				
Action 1.3.1	Improve and update streetscape along the West central Ave corridor with landscaping, lighting, on-street parking, etc.	M  P CC	M	\$\$\$
Action 1.3.2	Integrate open space into Olde Downtown development	P PC	O	N/A

LEADERSHIP

M	City Manager / Council
P	Planning Dept.
PC	Planning Commission
CC	CIC
	Parks & Rec Dept.
\$	City Economic Development Department
	Public Works Department
	County Economic Dev.
	Community Organizations


TIMEFRAME

Short	S	0-1 years
Medium	M	1-3 Years
Long	L	3 + Years
Ongoing	O	Continuous

COST

Low	\$	<\$100K
Medium	\$\$	\$100K-\$300K
High	\$\$\$	>\$300K

**2. NORTH OF CENTRAL AVENUE****ACTION ITEMS****OBJECTIVE 2.1: CORRIDOR REDEVELOPMENT**

		LEADERSHIP	TIMEFRAME	COST
Action 2.1.1	Assemble future redevelopment sites through the continued City acquisition of vacant properties on north side of West Central Ave	P PC 	O	\$\$\$
Action 2.2.2	Encourage a mix of uses for development in both zoning districts (General Commercial and Olde Downtown) extending the character of Olde Downtown to the west.	P PC \$	O	N/A
Action 2.2.3	Connect and expand existing pedestrian facilities and streetscape elements on the north side of West Central Ave.	P 	L	\$\$

OBJECTIVE 2.2: FILL VACANT LOTS ALONG CORRIDOR WITH MIXED-USE, URBAN DEVELOPMENT

Action 2.2.1	Apply quality urban site design for redevelopment through application of proposed design guidelines.	P PC	O	\$
Action 2.2.2	Limit vehicular access from West Central Ave for new development through the use of internal vehicular cross-access drives.	P PC	O	\$

IMPLEMENTATION



3. EAST OF ELM STREET

ACTION ITEMS

		LEADERSHIP	TIMEFRAME	COST
OBJECTIVE 3.1: IMPROVE NORTH-SOUTH PEDESTRIAN CONNECTION TO THE CIVIC CENTER (CITY HALL, SENIOR CENTER, AND PARK)				
Action 3.1.1	Study locations for crosswalks at intersection of Locust Street and West Central Ave.	P	S	\$
Action 3.1.2	Consider additional opportunities for safe pedestrian crossing along West Central Ave utilizing modern safety technology.	P	M	\$
OBJECTIVE 3.2: PLAN FOR THE FUTURE OF CITY OWNED BUILDINGS IN OLDE DOWNTOWN				
Action 3.2.1	Evaluate Senior Center for future site redevelopment.	P	L	\$
Action 3.2.2	Explore economic development scenarios for reuse of the former fire station relative to surrounding civic uses.	P	S	\$
OBJECTIVE 3.3: UTILIZE PARKING LOT(S) FOR FARMERS MARKET, FESTIVALS, FOOD TRUCKS, AND OTHER INTERIM ACTIVITY GENERATORS				
Action 3.3.1	Update zoning code to allow for interim uses as approved by the planning department/commission to generate activity and foot traffic in the area.	P	S	\$
Action 3.3.2	Explore public-private partnerships in sponsoring and maintaining temporary uses which will serve existing residents while attracting new visitors to Olde Downtown.	P	O	\$



4. HILLSIDE

ACTION ITEMS

		LEADERSHIP	TIMEFRAME	COST
OBJECTIVE 4.1: UTILIZE WOODED SLOPE FOR RECREATION SUCH AS WALKING TRAILS, SLEDDING HILL, MOUNTAIN BIKING / BMX TRAILS				
Action 4.1.1	Create Tower to Tower trail linking recreational opportunities in adjacent neighborhoods to Olde Downtown.	P	M	\$\$\$
Action 4.1.2	Connect trail to Grantwood Park and neighborhoods at the top of the hill	P	M	\$
OBJECTIVE 4.2: LEVERAGE REGIONAL BIKEWAYS NETWORK TO ATTRACT NEW VISITORS TO OLDE DOWNTOWN				
Action 4.2.1	Link internal trail network to regional trail system.	P	M	\$\$
Action 4.2.2	Expand and establish regional bikeways partnerships through collaboration with 5 Rivers MetroParks, the Miami Valley Mountain Bike Association, and other Dayton-area recreational organizations.	P	M	\$

IMPLEMENTATION



5. FRASER PAPER MILL SITE

ACTION ITEMS

		LEADERSHIP	TIMEFRAME	COST
OBJECTIVE 5.1: PRIORITIZE THE CORNER OF ELM ST. AND CENTRAL AVE. FOR NEW DEVELOPMENT WITH PUBLIC PLAZA				
Action 5.1.1	Activate this main intersection of Olde Downtown with a public gathering space.	P PC	M	\$\$
Action 5.1.2	Focus initial development at the Elm Street and West Central Avenue corner in order to strengthen the Olde Downtown fabric.	P PC \$	O	N/A
OBJECTIVE 5.2: HIGHLIGHT THE WATER TOWER AS A LANDMARK IN TOWN				
Action 5.2.1	Include historic signage and branding in the identity of plans for a public water tower plaza.	P PC	S	\$
Action 5.2.2	Explore lighting designs to highlight the water tower as a visual centerpiece of the district.	P PC	S	\$
OBJECTIVE 5.3: PROMOTE WALKABILITY ALONG CENTRAL AVE WITH IMPROVED STREETScape AND INCREASED TREE CANOPY				
Action 5.3.1	Design and build updated streetscape to establish area character to complement Fraser Paper Mill site redevelopment	P PC	M	\$\$\$
Action 5.3.2	Include pedestrian facilities (sidewalks/trails), bench seating, canopy street trees, and on-street parking or landscaped buffer from roadway edge as appropriate.	P PC	M	\$\$\$
OBJECTIVE 5.4: CONTINUE BROWNFIELD CLEAN-UP OF SITE				
Action 5.4.1	Coordinate continued brownfield clean-up for the remainder of the site in advance or along with development opportunities.	P \$	O	\$\$\$

		LEADERSHIP	TIMEFRAME	COST
OBJECTIVE 5.5: SEEK REUSE OPPORTUNITY FOR FRIEND PAPER BUILDING				
Action 5.5.1	Include the Friend Paper Co. building in the inventory of existing vacant commercial opportunities within Olde Downtown to facilitate re-use.	P \$ ✂	S	N/A
Action 5.5.2	Continue stabilization and “mothballing” of the historic Friend Paper Co. building for future re-use of the structure.	P \$	O	\$
Action 5.5.3	Integrate Friend Paper building into any future Fraser site development plans.	P PC	O	N/A
OBJECTIVE 5.6: EXPLORE OTHER INTERIM USES TO ESTABLISH “PLACE”				
Action 5.6.1	Pursue uses that generate initial activation of the site as outlined in Chapter 4 Recommendations.	P \$	O	\$
Action 5.6.2	Site interim uses so as to not impede future urban development.	P PC	O	N/A

PLAN CREATED FOR THE CITY OF WEST CARROLLTON BY OHM ADVISORS WITH
BONGORNO CONSULTING AND DISALVO DEVELOPMENT ADVISORS.

PLAN ADOPTED BY CITY COUNCIL VIA RESOLUTION NO. 22-2018.



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