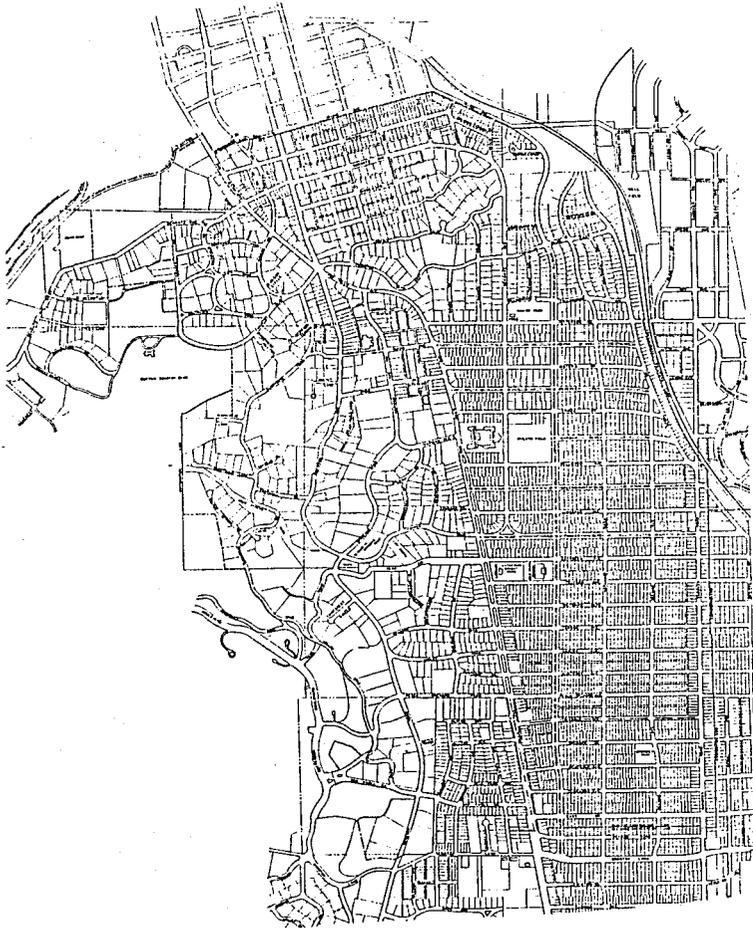


COMPREHENSIVE PLAN

City of Oakwood, Ohio



Prepared by the City of Oakwood, Ohio
Assisted by Trkla, Pettigrew, Allen & Payne
and Robert J. Boylan and Associates

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June, 1989

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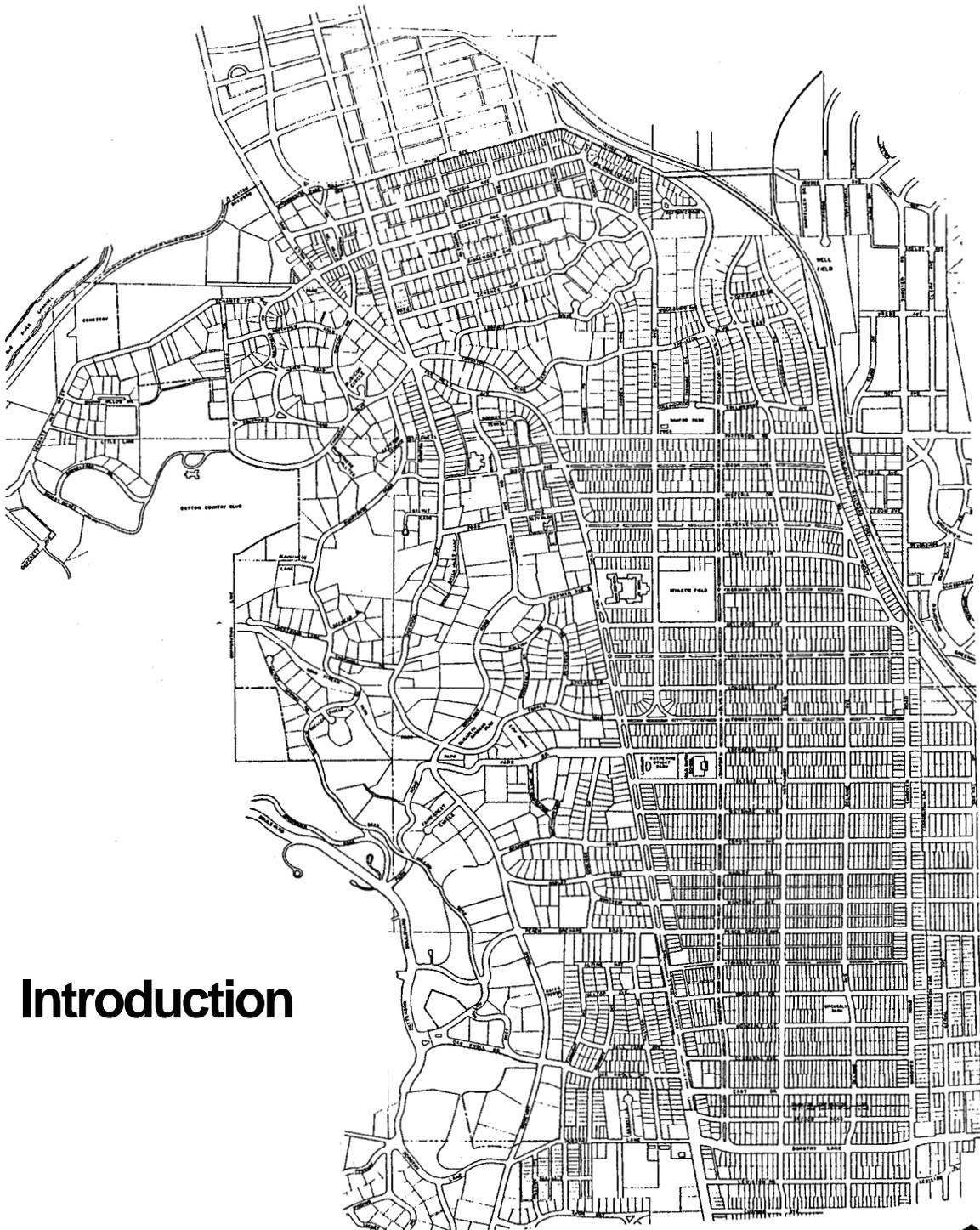
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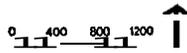
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Introduction



OAKWOOD

Comprehensive Plan for the City of Oakwood, Ohio

Prepared by Tihka, Pettigrew, Allen & Payne and Robert J. Boylan and Associates

INTRODUCTION

This document presents the Comprehensive Plan for the City of Oakwood, Ohio. The Comprehensive Plan is the City's informal policy guide for future growth and development. It includes overall goals and objectives for the future of the community, and long-range recommendations for land-use, transportation and community facilities.

The Oakwood Comprehensive Planning Program, which was initiated in September, 1986, has consisted of a five-phase planning process focused on the identification of issues and concerns; the evaluation of alternative concepts and programs; the refinement of final plan recommendations; the solicitation of citizen input; and adoption by the Planning Commission and City Council. The first four phases have been completed. The program has entailed close cooperation between City staff, the City Council, the Planning Commission; the citizens of Oakwood, and the consulting team.

BACKGROUND TO THE PLANNING STUDY

The City of Oakwood covers an area of 2.97 square miles, located approximately two and one-half miles south of downtown Dayton. It is bordered on the east, south, and west by the City of Kettering, and on the north and northeast by the City of Dayton. The University of Dayton is adjacent to Oakwood on the northeast. Dayton Country Club and Hills and Dales Park are located immediately west of the community. Oakwood is bisected by Far Hills Avenue, an important north-south arterial within the region.

The City of Oakwood is an established, essentially built-up community. Oakwood is primarily a low-density, single-family residential community with a long established reputation as a highly desirable living environment. Existing residential neighborhoods are quite varied in terms of physical conditions and features, although all are characterized by sound housing stock, well-maintained public improvements, and a quality living environment. Most existing office and commercial development is concentrated within the Far Hills Business District, a compact, attractive and vital shopping area. Oakwood also contains a large amount of land devoted to parks, public uses and institutions, all of which add to the City's special image and character. Population and housing characteristics are highlighted in the Appendix, including population size, future projections, age structure, family characteristics, income, education, employment and housing stock.

Oakwood is an affluent, aging community whose population has essentially stabilized at approximately 9,400 persons. It is also a highly educated, family-oriented community with an older but highly desirable housing stock. Even though population totals and characteristics have remained relatively stable during the past few years, several changes are beginning to take place in age structure, family composition, and certain other aspects which may have important implications for the City in the future.

The City of Oakwood has never had a Comprehensive Plan. Past growth and development have been essentially guided by the Zoning Ordinance, and by various decisions by the Planning Commission and City Council. The City is now approaching maximum development. Very little vacant land still remains. Several parts of the community are becoming quite old. Shifts are occurring in the local population. A range of factors and conditions have begun to emerge which suggest that the City should now clarify its long-term policies regarding preservation, maintenance and improvement of the community in the future.

In May, 1986, the City of Oakwood distributed a Request for Proposals to consulting firms throughout the country for preparing a new Comprehensive Plan. Following a review and evaluation of these proposals, two consulting teams were selected as finalists. Each finalist was invited to an interview session in Oakwood, conducted by a selection committee consisting of City Council members and City staff.

Following the interviews, the consulting team consisting of Trkla, Pettigrew, Allen & Payne and Robert J. Boylan Associates, was selected to undertake the study.

THE COMPREHENSIVE PLANNING PROGRAM

The program for preparing Oakwood's Comprehensive Plan has entailed a five-phase study process. The first phase entailed the analysis of existing conditions and the identification of key issues and concerns. The second phase involved the formulation of overall goals and objectives and the preparation of preliminary land-use recommendations. During the third phase, planning recommendations were finalized and a draft Comprehensive Plan report was prepared. The fourth phase--citizen input-- was accomplished with public hearings and the appointment of a Citizens Master Plan Task Force, which evaluated the Draft Comprehensive Plan. The Task Force reported to the City Council in March, 1989. The fifth phase will be completed when the Plan is adopted as a policy guide by the City Council.

Key steps in the planning process are highlighted below.

- o *Study Initiation.* The overall study began in September, 1986, when Oakwood entered into a contract with the consulting team for preparation of the Plan. Early discussions with City officials focused on the overall planning process and the identification of major planning issues.
- o *Comprehensive Plan Study Committee.* To maximize direct local input into the program, the 12-member Comprehensive Plan Study Committee was established to participate in the process on a regular basis. Appointments included members of the City Council, Plan Commission, and other residents representing various groups and neighborhood areas. This committee met regularly for the duration of the program, and worked closely with City staff and the consultant team.
- o *Key Person Interviews.* To further encourage local input, interviews were conducted with approximately twenty persons to discuss existing conditions, issues and concerns within the Oakwood community. Interviews were conducted by the consulting team during November and December, 1986. Persons interviewed included local elected and appointed officials, local business persons, representatives of various agencies and organizations, and local residents.
- o *Background Studies.* A series of background studies was prepared by the consultant dealing with various aspects of the community, including land-use, building conditions, community facilities, traffic circulation, economic and population characteristics and municipal codes. These were discussed in detail with the Committee and were documented in a background report.
- o *Issues and Concerns.* Based on the findings and conclusions of background studies and working sessions with the Committee, overall issues and concerns were identified which should be addressed in the planning program.

- o *Goals and Objectives.* Based on the conclusions of all previous work activities, a preliminary list of planning goals and objectives was prepared dealing with various component parts of the community. These provided important guidelines for the planning program.
- o *Alternative Plans and Concepts.* Alternative planning concepts for guiding future improvement and development in Oakwood were prepared and evaluated. The process of evaluation involved several meetings with and direct participation by the Committee members.
- o *Plan and Program Preparation.* Based on preliminary consensus reached on preferred concepts, draft plan maps and text were prepared and delivered to the City Council and Planning Commission.
- o *Discussion and Refinement.* Draft plans were reviewed, discussed and refined in several meetings between Trkla, Pettigrew, Allen & Payne and members of City Council and the Planning Commission.
- o *Community Input.* The proposed Comprehensive Plan was made available to citizens and their input was solicited through a variety of means, including public hearings.
- o *Task Force Meetings.* In response to the community input, a 54-member Citizens Master Plan Task Force was appointed to analyze component parts of the Draft Plan. The Task Force reviewed the Draft at a series of meetings between September, 1988 and March, 1989. The Draft Plan was then modified and refined to reflect the Task Force's recommendations.
- o *Final Plan Preparation.* Based on input from the community and the special Task Force, a final plan was prepared for adoption.

This *Comprehensive Plan Report* summarizes the results of the entire planning process, and presents long-range recommendations for key aspects of the community. The report is divided into five parts:

- o **Goals and Objectives**, which provide overall focus and direction for all planning recommendations.
- o **Land-use**, which presents guidelines and recommendations for future land-use and development.
- a **Transportation**, which presents policies and standards for traffic circulation, roadway improvements and public transportation.
- o **Community Facilities**, which presents guidelines and recommendations for parks and recreation, schools, and other public facilities.
- o **Plan Implementation**, which briefly highlights several next steps and follow-up actions for implementing the Plan and sustaining the local planning program.

In addition, a detailed analysis of Oakwood's development control system was also undertaken as a part of the comprehensive planning program. Specific recommendations for revising and modifying existing codes and ordinances were delivered to the City in a separate document.

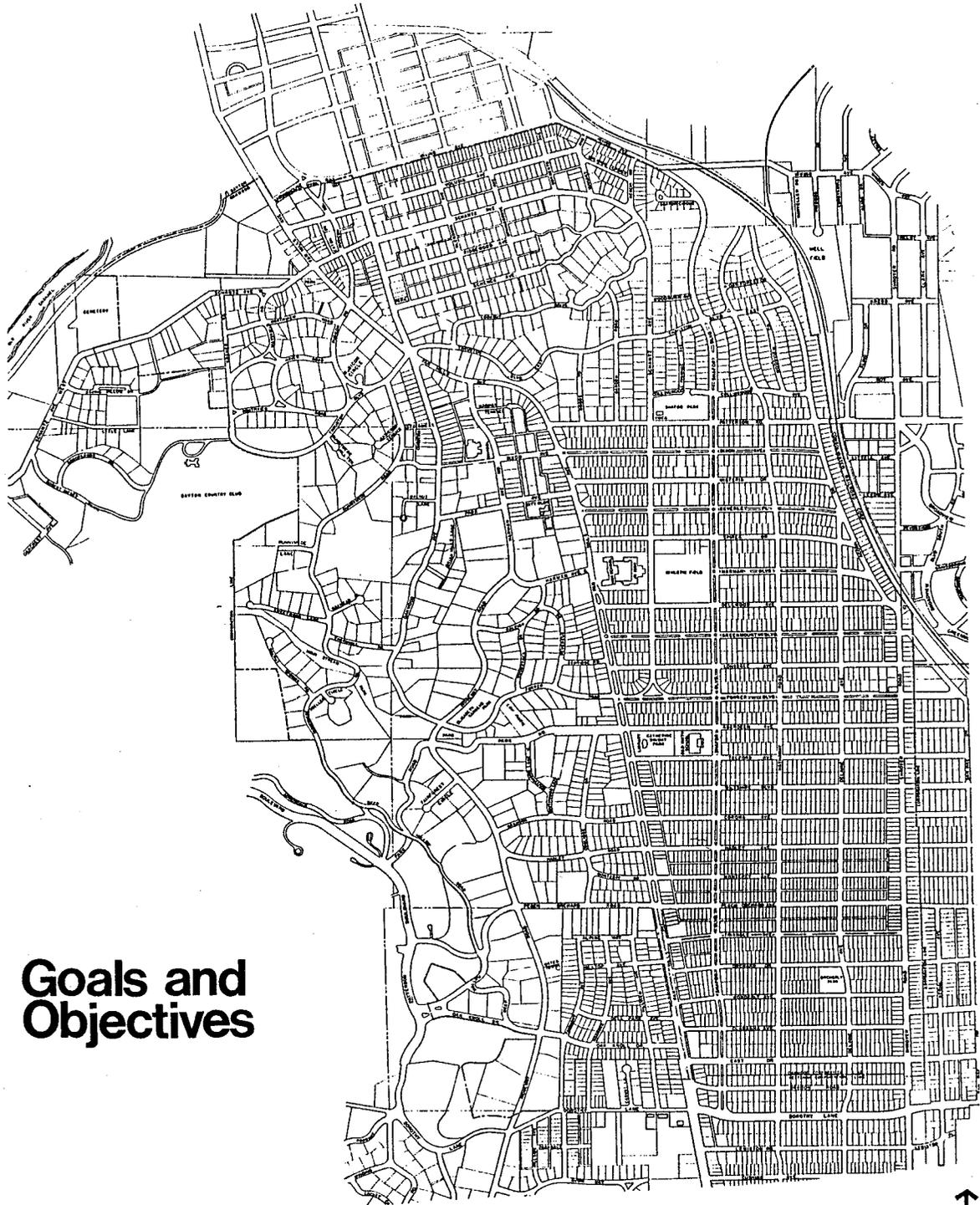
BENEFITS OF THE PLANNING PROGRAM

The overall Comprehensive Planning Program should result in a number of benefits for the Oakwood community.

A range of current data and material on local conditions has been assembled and recorded, in some cases for the first time. The process has encouraged local residents to consider the future of their community more directly and to actively discuss future options and alternatives. It has resulted in a Plan for future growth and development which represents a consensus of local views and opinions.

The Comprehensive Plan promotes a balanced and orderly future development pattern which should enhance the local living environment and the City's special image and character. It establishes an overall framework for coordinating both public and private development. It provides guidelines by which the Planning Commission and City Council can review and evaluate individual development proposals. It provides a guide for public investments and can help ensure that local public dollars are spent wisely for community facilities and services. It clarifies long-range policies so that individual property owners and developers can prepare and coordinate their own development plans. Finally, the updated Comprehensive Plan is further evidence of the City's commitment to planning for its future on a continuing basis.

❖



Goals and Objectives

OAKWOOD

Comprehensive Plan for the City of Oakwood, Ohio

Prepared by Trkla, Pettigrew, Allen & Payne and Robert J. Boylan and Associates

PLANNING GOALS AND OBJECTIVES

An important part of Oakwood's Comprehensive Planning Program has been the preparation of planning goals and objectives. Goals and objectives help provide an overall focus and direction for the Comprehensive Plan, and provide a framework for decisions regarding land-use, transportation, community facilities, and other component parts of the Plan.

DEFINITION OF GOALS AND OBJECTIVES

To be effective, the Oakwood Comprehensive Plan must respond to the special needs, values and desires of the local community. Goals and objectives help provide this specialized guidance. In essence, goals and objectives transform collective community values into operational statements which can be used as guidelines for the planning program.

Goals and objectives each have a distinct and different purpose in the planning process:

- *Goals* describe desired end situations toward which planning efforts should be directed. They are broad and long-range. They represent an end to be sought, although they may never actually be fully attained.
- *Objectives* describe more specific purposes which should be sought in order to advance toward the overall goals. They provide more precise and measurable guidelines for planning action.

Collectively, goals and objectives indicate where a community wants to go and what it wants to become in the future.

The following goals and objectives are presented in six general categories: overall image and identity, housing and residential areas, commercial development, transportation, community facilities, and parks and recreation.

OVERALL IMAGE AND IDENTITY

Goal

A strong and positive civic identity based on a high quality living and working environment, an attractive and convenient physical setting, and responsive City services and programs.

Objectives

1. Maintain Oakwood as essentially a single-family structure residential community
2. Maintain small, compact and attractive business areas.
3. Preserve, protect and expand the system of public and private open space and recreational resources within and around the City.
4. Ensure that all public and private properties are adequately maintained, and that corrective maintenance is undertaken in a timely manner.

5. Assist in the preservation and protection of properties and areas with important local historic or architectural interest.
6. Continue to provide quality City services and facilities which respond to the special needs and desires of local residents.
7. Improve and upgrade older public utility and infrastructure facilities as required.
8. Foster high standards of design and construction for any new building or landscape development within the City.
9. Maintain and develop programs and activities which can stimulate public involvement and participation, and foster a strong community spirit and identity.

HOUSING AND RESIDENTIAL AREAS

Goal

A housing inventory and living environment which supports the local population, and maintains the unique character and quality of the City.

Objectives

1. Maintain the predominant single-family structure and character of the City.
2. Maintain the attractive appearance and environmental quality of existing residential neighborhoods.
3. Protect residential areas from encroachment by land-uses which may create adverse impacts.
4. Promote adequate screening and buffering between residential areas and adjacent commercial areas, including parking lots.
5. Preserve and protect existing housing through efficient code enforcement and encourage preventive maintenance.
6. Consider limited new multi-family residential development.
7. Foster high standards for building and landscape design and development within all residential areas.
8. Encourage efficient land-use planning, yet maintain the low-density character and environmental quality of the community.
9. Recommend guidelines for home use occupations.
10. Identify the need for housing for elderly citizens and explore housing alternatives.

COMMERCIAL DEVELOPMENT

Goal

A limited system of quality commercial development which is compatible with the low intensity residential character of the City.

Objectives

1. Maintain existing commercial areas as primarily community-oriented shopping and service focal points, rather than regionally-oriented centers.
2. Ensure that new commercial development occurs solely within geographic areas which are already devoted to commercial uses.
3. Maintain and improve the appearance of all existing commercial areas, with particular emphasis on appearance, buildings, signage, and landscaping.
4. Consider proposals for additional parking to serve all commercial areas.
5. Ensure that all commercial sites and buildings are adequately maintained, and that corrective maintenance is undertaken as required.
6. Minimize any negative effect of commercial activities on neighboring residential areas.
7. Foster high standards of building and site design and construction for all new office, retail and commercial developments.

TRANSPORTATION

Goal

A balanced transportation system which provides for safe and efficient movement of vehicles and pedestrians, and supports the overall quality of the community's environment.

Objectives

1. Minimize localized traffic congestion and operational problems throughout the City, with particular emphasis on the Far Hills corridor.
2. Facilitate the flow of vehicular traffic through Onkwood along arterial streets, with a minimum of inconvenience to local residents.
3. Minimize non-local and commercial traffic within residential neighborhoods.
4. Cooperate with other public and private agencies in the provision of convenient public transportation services within Oakwood, and between Oakwood and other nearby destinations.
5. Maintain and improve the condition of street surfaces within the City.
6. Encourage safe bicycle movement within the City.
7. Maintain and improve pedestrian safety throughout the City.

8. Provide adequate access to and circulation around commercial areas, public facilities, institutional areas, and other activity areas.

COMMUNITY FACILITIES AND SERVICES

Goal

A system of community facilities which provides for the efficient and effective delivery of superior quality public services to Oakwood residents and businesses.

Objectives

1. Maintain effective police protection throughout the City.
2. Maintain effective fire protection and emergency medical services within the City.
3. Encourage the continued excellence of public elementary and secondary educational services within the City.
4. Continue Oakwood's effective support of community groups and other voluntary services in the provision of community services.
5. Encourage excellent cooperative relationships between City government and local churches and other private institutions in the provision of community service.
6. Encourage the provision of quality library services within the community.
7. Provide for an adequate public water supply to serve the needs of the City.
8. Provide adequate water distribution, sanitary sewer and storm sewer systems.
9. Maintain a concern for a clean environment.
10. Maintain a high level of refuse collection service within the City.
11. Maintain and provide adequate sites and facilities for all City departments.
12. Ensure that all public sites and buildings are attractive and well-maintained, and that corrective maintenance is undertaken as required.
13. Promote special facilities and services for identifiable groups such as the elderly, young families, and youth within the community.
14. Continue to explore opportunities for new or expanded public facilities or services which can enhance the overall quality of life within the City.
15. Seek new sources of revenue to be utilized in the continued provision of governmental services, as necessary.
16. Cooperate with nearby communities, other governmental agencies, and public and private agencies to improve and expand the range and quality of public services and facilities available to Oakwood residents.

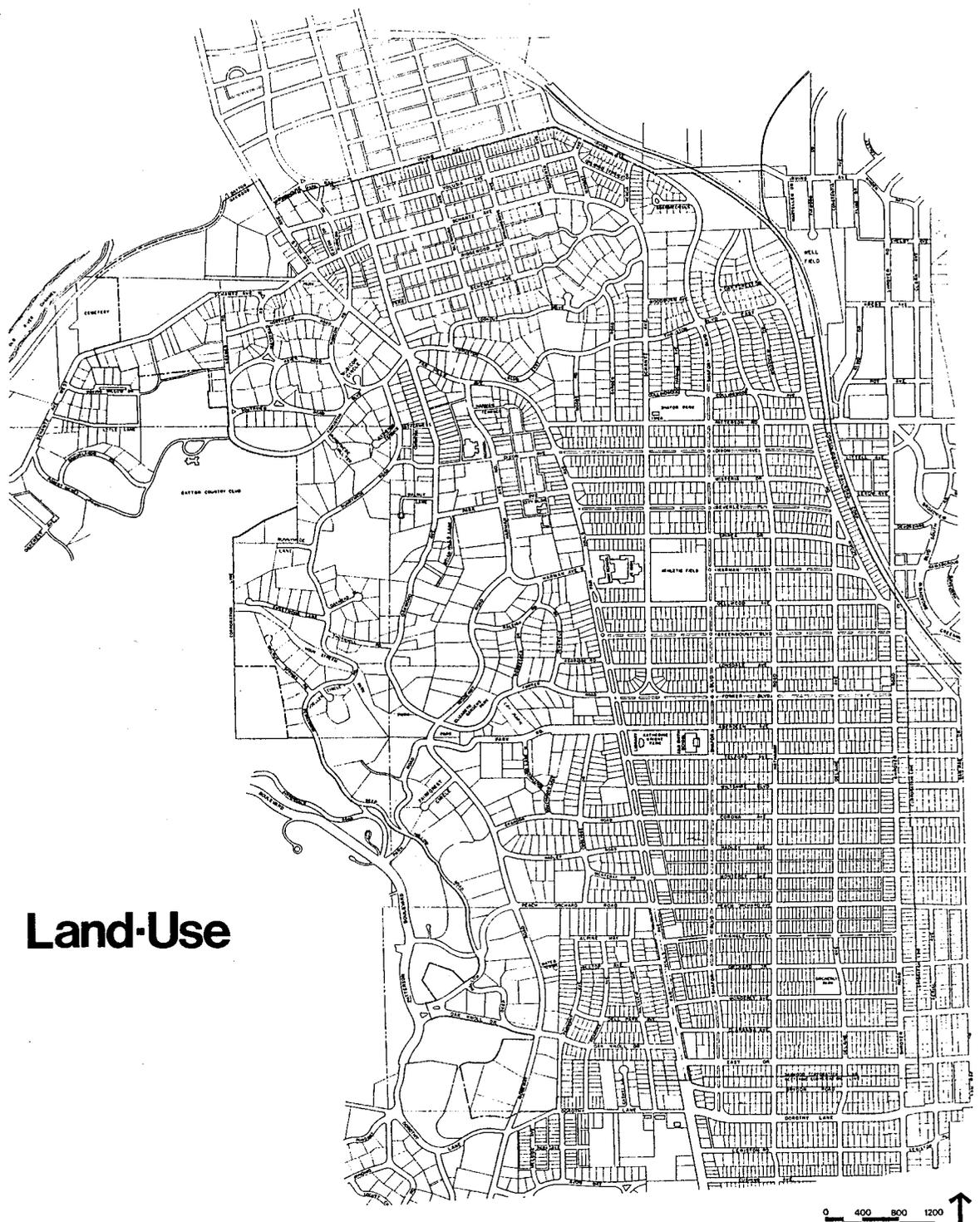
PARKS, RECREATION AND OPEN SPACE

Goal

*A park and open-space system **which** satisfies the recreational and leisure time needs of Oakwood residents, and enhances **the** unique quality **and** character of the **City**.*

Objectives

1. Upgrade recreational facilities and intensify usage of existing public park sites within the City.
2. Explore opportunities to acquire and develop a new community-wide public park site of approximately 15 acres in size.
3. Promote and encourage new recreational facilities and programs which respond to the special needs and desires of Oakwood residents.
4. Ensure an active municipal role in the provision of recreational services and programs.
5. Continue to preserve significant natural environmental features within the City.
6. Ensure convenient access to public park sites and recreational areas.
7. Continue and expand planting programs on public property, pocket parks, and along roadways, all of which add to the attractive character of the City.
8. Continue close cooperation between the City, the school district, and other public agencies in the provision of recreational services.
9. Encourage the preservation and protection of open space areas and environmental features on private properties throughout the City.
10. Continue to work closely with local community groups and other voluntary organizations in the provision of recreational services.



Land-Use

OAKWOOD

Comprehensive Plan for the City of Oakwood, Ohio

Prepared by Tirka, Pettigrew, Allen & Payne and Robert J. Boylan and Associates

LAND-USE

The overall form and arrangement of Oakwood is determined by the pattern of residential, commercial, public and semi-public land-uses in the area. The location and extent of this land-use, and the manner in which it is grouped and related, significantly affect the quality of life within the City.

This section describes the existing land-use pattern and structure within Oakwood, identifies land-use issues and concerns to be addressed in the Comprehensive Plan, and presents recommendations regarding future land-use and development within the Community.

EXISTING LAND-USE

To determine the location of the land-uses now existing within the City of Oakwood, a detailed block-by-block and parcel-by-parcel field survey was conducted by the consultant in September, 1986. The specific use of each building and parcel at the time of the survey was recorded and mapped. The results of the land-use survey are presented Figure 1, entitled *Existing Land-Use*.

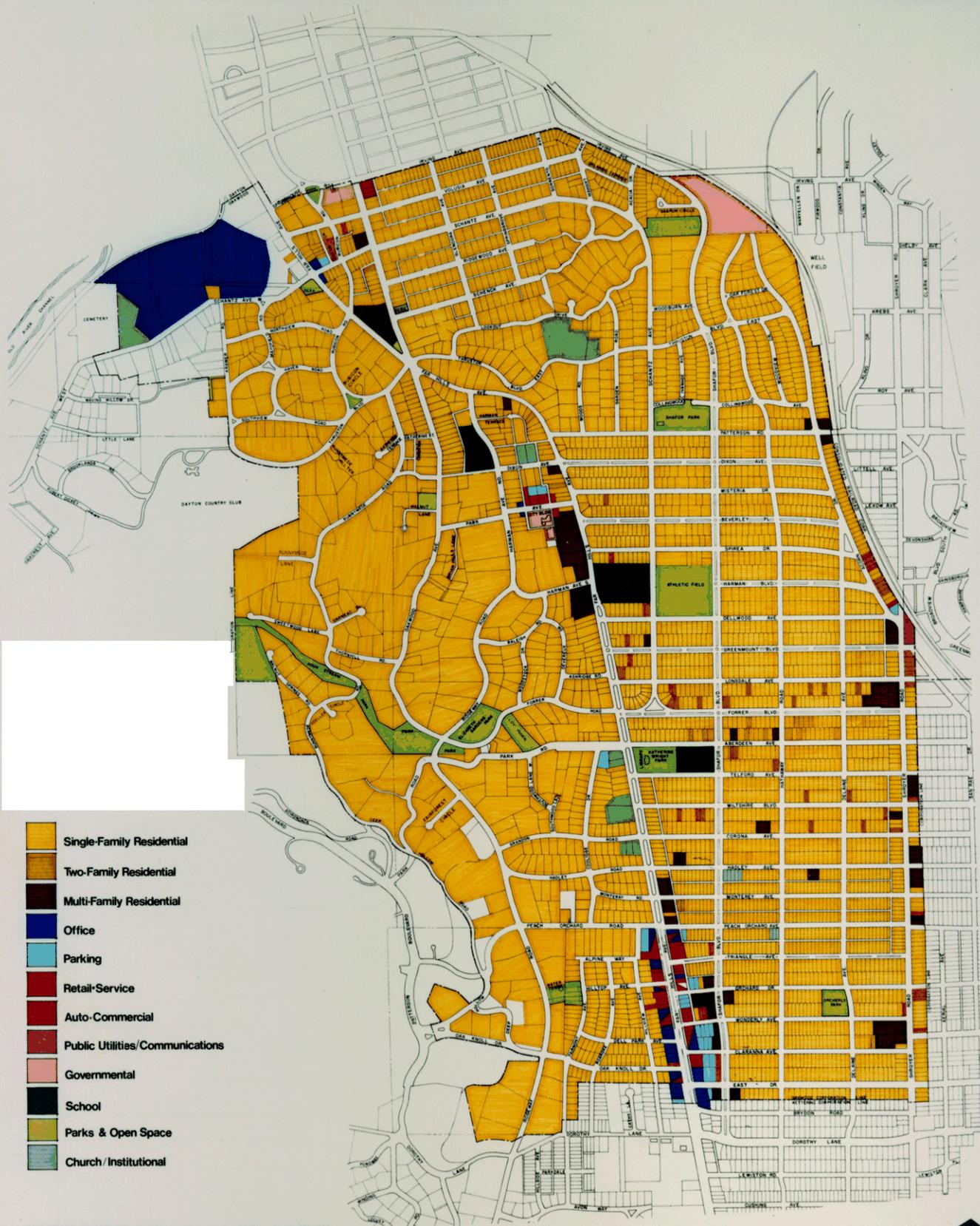
The recording process utilized in the survey was based on the *Standard Land-use Coding Manual*, a universal system for identifying and coding land uses. Specific land-uses were recorded in the following categories:

- o Single-Family Residential
- o Two-Family Residential
- o Multi-Family Residential
- o Retail and Service
- o Auto-oriented Commercial
- o Office
- o Public Utility/Communication/Transportation
- o Governmental
- o Schools
- o Parks/Recreation/Open Space
- o Churches
- o Parking
- o Vacant land

In addition, notations are also included on the *Existing Land-Use* map to indicate: a) the number of dwelling units present on all multi-family residential parcels; and b) the precise land-use coding for all commercial parcels.

The land-use survey has resulted in an up-to-date representation of how each parcel in the community is now utilized. This not only permits an analysis of land-use conditions and potentials as a part of the Comprehensive Plan, but also provides the City with important base data which will be useful in many other ways in the future.

Existing land-use areas are briefly described on the following pages.



EXISTING LAND-USE

OAKWOOD

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Single-Family Residential Areas

Oakwood is primarily a single-family residential community. Approximately 89% of the total land area within the City's corporate limits is devoted to single-family neighborhoods. Existing single-family neighborhoods are quite varied. Smaller, older homes, many of frame construction, are located in the southeastern quadrant of the community, on lots of approximately 6,000 square feet. This neighborhood is served by a basic grid system of streets. A similar pattern of development is present on the extreme northern boundary, adjacent to the City of Dayton. Somewhat larger lots characterize the area between Forrer and Patterson, although this neighborhood is also served by a grid system of streets.

The single-family residential neighborhoods to the west of Far Hills Avenue are somewhat different. In general, these neighborhoods are characterized by larger lots, larger homes, more varied topography, more dense vegetation, and a curvilinear street system.

However, even though the basic appearance of Oakwood's neighborhoods is different, they are all characterized by essentially sound housing stock, well maintained public improvements and infrastructure, and a quality overall living environment.

Multi-Family Residential Areas

Existing multi-family residential development is limited. It is estimated that approximately 6% of the land within the City is devoted to multi-family uses. While existing multi-family residential uses are scattered throughout the community, most are located along or near Far Hills Avenue, and along or near Shroyer Road. There are no existing multi-family uses in the neighborhoods west of Far Hills Avenue, except for the frontage development along Far Hills itself.

The field survey identified 129 two-family residential buildings, most of which are located in the east-central portion of the community, generally between Dellwood Avenue and Corona Avenue. The survey also identified 71 three- and four-family residential buildings, most of which exist along or near Shroyer Road, just east of the Far Hills business district, and along the west side of Far Hills between Park Avenue and Harman Avenue. There are only six existing multi-family residential developments which contain more than four units, the largest being a 48-unit development at Far Hills and Harman, and a 28-unit facility at Far Hills and Oakwood Avenue.

As with single-family neighborhoods, Oakwood's existing multi-family residential development is essentially sound and well-maintained. However, many of the multi-family units are older and most are located in small four-family buildings. There are very few newer, high quality, multi-family dwelling units within the community.

Commercial Areas

Oakwood has very little commercial or business development. Approximately 2.7 percent of the total land area within the City is devoted to commercial uses. Most existing commercial development is concentrated in the Far Hills business district, at the far southern end of the community. This is an attractive, well-defined business area containing a wide range of retail, convenience shopping, service and office uses. In recent years, the City has successfully undertaken a number of urban design and traffic related projects to improve the image, appearance, and operation of this commercial area. Existing buildings are generally well maintained, businesses appear healthy and viable, and virtually all floor space within the area was occupied at the time of the land-use survey in September, 1986.

Existing residential areas closely border the business district on the east and west. While there is little screening or buffering between the land-use areas, there do not appear to be major conflicts between commercial and residential uses. However, there is evidence of some spillover of commercial traffic and parking within the neighborhood to the east, and some existing businesses are interested in growth and expansion.

There is a small cluster of commercial uses along Park Avenue near the Oakwood City Building, which includes several offices, shops, personal service and business service uses. Conditions within this area are also good and all existing space is occupied by apparently viable uses. The large research and development training center for NCR, which consists of several buildings arranged in an attractive campus-like setting, occupies the northwestern corner of the City. Isolated commercial uses also exist at Far Hills and Schantz, Oakwood and Irving Avenue, and Shroyer and Dellwood Avenue.

Public and Semi-Public Areas

Public and semi-public land-uses are widely scattered throughout the City, including parks, open space areas, schools, churches and governmental facilities. Virtually all of these are in good condition, are well located to serve the community, and add greatly to the overall image and character of Oakwood. These areas are discussed in more detail in the *Community Facilities* section of this report.

Vacant Land Areas

Very little vacant land still remains within Oakwood. The only vacant parcel of significant size, which totals approximately nine acres, is located at the northwest corner of Far Hills and Schantz, adjacent to the NCR training facility. Several other much smaller vacant parcels are scattered throughout the community, most in the southwest quadrant. These other vacant parcels total approximately eight acres. Much of the remaining vacant land is characterized by difficult topography or other development constraints.

However, Oakwood also contains a number of residential properties which could be subdivided for new development in the future, based on current zoning. Most are located west of Far Hills, although several are located in the northeastern portion of the City. These include large estates and smaller single-family properties which control more than one lot. A special analysis was undertaken of lots with the potential for subdivision within the existing R-1, R-2 and R-3 zoning districts. If existing homes were maintained, it is estimated that approximately 100 new homes could be constructed on these properties, based on current zoning requirements. If existing homes were removed, then substantially more new units could be accommodated.

BUILDING CONDITIONS

In conjunction with the land-use survey, an analysis of building conditions was undertaken to assess and record the structural condition of all buildings within the City of Oakwood. The building condition analysis was based on an exterior survey of all buildings within the community conducted by the consultant in September, 1986. The survey process and criteria for judging building conditions has been based on standards and procedures utilized in numerous previous studies throughout the country. These are described below.

Building Components Evaluated

During the field survey, each component of a subject building was examined to determine the number and degree of building defects. Building components examined were of two types:

- o **Primary Structural.** These include the basic elements of any building: foundation walls and girders, exterior walls, roof, and roof structure.
- o **Secondary Structural.** These are components generally added to the primary structural components and are necessary parts of the building, including porches and steps, windows and window units, doors and door units, and chimneys.

Criteria for Classifying Defects

Each primary and secondary building component was evaluated separately as a basis for determining the overall condition of individual buildings. This evaluation considered the relative importance of specific components within a building, and the effect that deficiencies in components will have on the remainder of a building.

The three categories of deficiencies, and the criteria used in evaluating building components, are described below.

- o **Minor Defects.** These include defective characteristics which are relatively easy to correct and have little or no effect on the remainder of the building. The correction of such defects may be accomplished by the owner or occupants in the course of normal maintenance, such as pointing masonry joints or limited replacement of less complicated components.
- o **Major Defects.** These include defects which are beyond normal maintenance, are difficult to correct, and have significant effects on the building, although by themselves are not seriously impairing the usefulness of the basic structure. The correction of such defects may require complete replacement of any secondary structural component or building system, and partial replacement of any of the primary structural components. Major defects would include:
 - Cracks, holes, or loose or missing material over a limited or concentrated area.
 - Inadequate size and spacing of support members over a limited or concentrated area.
 - Bowing or out-of-plumb walls or foundations over a limited or concentrated area.
- o **Critical Defects.** These are limited to primary structural components. A critical defect involves failure, extreme deterioration, or inadequacy of the component to such a degree that it adversely affects all or a large part of the building. A critical defect is considered non-correctable and requires complete replacement or rebuilding of the component. Critical defects would include:
 - Large cracks, holes, or loose or missing material over a substantial area.
 - Sagging, settling, or rotting over a substantial area.
 - Inadequate size and spacing of support members throughout the component.
 - Bowing or out-of-plumb walls or foundation over a substantial area.

Final Building Rating

After completion of the exterior building survey, each individual building was placed in one of four categories based on the combination of defects found in various primary and secondary building components. Each of these categories is described below.

- o **Sound.** Buildings which contain no defects, are efficiently maintained, and require no treatment outside of normal maintenance.
- o **Deficient--Requiring Minor Repair.** Buildings which contain one or more minor defects which can be corrected through normal maintenance. Defects are related to the structural components visible from the exterior and include extensive paint blistering or lack of paint over large areas.
- o **Deficient--Requiring Major Repair.** Buildings which contain one or more major defects over a widespread area and would be difficult to correct through normal maintenance. Buildings in the major deficient category would require replacement or rebuilding of exterior components by skilled building tradespeople. (Several minor defects alone do not produce a final building rating of major deficient).
- o **Substandard.** Buildings which contain two or more major defects which are so extensive that cost of repairs would be excessive in terms of producing a sufficient return on the investment required. Substandard buildings are presumed to be so advanced in deterioration that acquisition and clearance may be the only viable remedy.

Findings and Conclusions

The results of the building condition analysis are summarized in Table 1.

Table 1
BUILDING CONDITIONS

BUILDING USE	TOTAL BUILDINGS	SOUND	MINOR DEFICIENT	MAJOR DEFICIENT	SUB-STANDARD
Single-family residential	3,132	3,070	0059	3	0
Two-family residential	0,129	0,129	0000	0	0
Multi-family residential	0,077	0,076	0001	0	0
Commercial	0,058	0,052	0006	0	0
Public	0,014	0,011	0003	0	0
Semi-public	0,009	0,009	0000	0	0
TOTAL	3,419	3,347	0069	3	0

In general, building conditions within Oakwood are excellent. Of the 3,419 total buildings within the community, 3,347 buildings, or 98 percent, were classified as sound at the time of the survey. Sixty-nine buildings, or 2 percent, were classified as minor deficient. Most of the minor deficiencies were characterized by minor defects related to windows, doors, gutters, downspouts and other exterior trim, or by excessive paint blistering or peeling. Only three buildings were classified as major deficient, and all of these buildings were in the process of being rehabilitated and repaired at the time of the survey. No buildings within Oakwood were found to be substandard. It should be noted that only principal buildings were evaluated in the field survey; detached garages and other small accessory buildings were not rated.

Deficient buildings are widely scattered throughout Oakwood, and there are no significant geographic concentrations. However, several locational observations are of interest. Fifty-six deficient buildings, or 81 percent of the deficient total, are located east of Far Hills Avenue. In addition, 28 deficient buildings, or 41 percent of the deficient total are located in the southeastern quadrant of the community, generally south of the High School. There are also small concentrations of deficient buildings in the northeastern corner of the community along Irving Avenue, and around the intersection of Far Hills Avenue and Schantz Avenue.

Most of the deficient buildings are residential structures. Of the 58 total commercial buildings in Oakwood, six, or 10 percent, were found to be minor deficient. These are distributed between all of the existing commercial areas, including the Far Hills district, the area around the City Building, and the intersection of Far Hills and Schantz.

As a part of the building condition survey, the consultant team also recorded the construction type for all buildings in Oakwood. It is significant to note that of the 69 total buildings that were classified as deficient, 45 buildings, or 65 percent, are of wood frame construction.

LAND-USE ISSUES AND CONCERNS

Several issues and concerns related to existing land-use and building conditions were identified in the Comprehensive Planning Program:

1. Oakwood's existing residential neighborhoods are perhaps its most important asset. A primary focus of the Comprehensive Plan should be the protection and enhancement of these strong existing residential areas. Techniques which should be explored include: the protection of residential areas from the encroachment; buffering the impact of commercial or other non-residential uses; the elimination of non-residential traffic within neighborhoods; preventive maintenance and improvement programs in selected areas; and the improvement of public facilities and services where appropriate.
2. Less than 6% of the total land area within Oakwood is currently devoted to multi-family residential development. Many of the units that do exist are older. The City contains few modern, top-quality units that would be attractive to the higher end of the market. Changes in age-structure, family size and household composition suggest that alternative housing types may be more desirable in the future. The Comprehensive Plan should clarify the City's policy regarding future multi-family development, and clearly indicate acceptable locations, densities and design requirements for such development.

3. Commercial development has been the subject of much discussion within Oakwood in recent years. Recent citizen surveys undertaken by the City suggest that most local residents favor the present allocation of residential and commercial areas. However, some existing businesses may seek further expansion. The Comprehensive Plan should evaluate the advantages and disadvantages of commercial expansion in more detail, and help establish the City's long-range policy in this regard. The Plan should also explore techniques for further improving the image, appearance and operation of existing commercial areas.
4. The Comprehensive Plan should also review and evaluate the future use of all remaining vacant land parcels within the community. Each parcel should be analyzed in terms of current zoning, surrounding existing uses, special development constraints, and alternative future uses.
5. Even though the subdivision of larger estates has not yet become a major issue in Oakwood, the community does contain a large number of properties which could be subdivided in the future. Existing development controls and requirements should be reviewed to determine if any changes or modifications are needed, or if any special new policies are required to ensure that future subdivision activity is sensitive to and reinforces the existing environment. The City should also reassess minimum lot sizes within the various zoning districts to determine if modifications would be desirable in the future.
6. While there are no significant geographic concentrations of deficient buildings, there are several areas within the community which should continue to be closely monitored in the future. These include the southeastern quadrant, the northeastern corner across from the University, the commercial areas, and the residential areas immediately adjacent to commercial uses. While all buildings are susceptible to deterioration and maintenance problems, buildings in these areas may be most vulnerable because of location, size, age and use characteristics.
7. The condition survey also suggests that buildings of frame construction are more susceptible to deterioration and maintenance problems. **As** a result of the survey, the City now has an accurate record of where frame structures are located. These should be carefully monitored in the future.
8. While older buildings are susceptible to condition problems, they can also represent an important community asset. Oakwood's special charm and character is due in large part to its older homes and buildings. The Oakwood Historical Society has identified a number of properties within the community which have special historic or architectural interest. To the extent possible, these properties should be maintained and preserved in the future.
9. Vacant buildings are not numerous within Oakwood. The City's occupancy rates for residential and commercial space are among the highest in the region. However, vacant buildings can become a concern, particularly vacant commercial buildings. The City should consider an action policy regarding the removal or improvement of vacant structures which become unsightly, dilapidated, or otherwise present a nuisance. It should be noted that the Oakwood building code and housing code authorize the City to remove unsafe structures.

LAND-USE PLAN RECOMMENDATIONS

The Land-use Plan provides a guide for future land development decisions within the City. It identifies which lands should be utilized for residential, commercial, and public land-use activities in the future. The Plan also describes interrelationships between various land-use areas, and the types of projects and improvements desirable within each area (See Figure 2).

Oakwood is an established, essentially built-up community with little vacant land remaining within its boundaries. Oakwood is also a predominantly residential community, made up of several very strong single-family residential neighborhoods. Multi-family residential development is more limited and more concentrated geographically, as is commercial and office development. Public and semi-public uses, including parks, schools, municipal buildings, and open space areas, are quite numerous in Oakwood and are widely scattered throughout the City.

The Land-use Plan attempts to reinforce and strengthen this strong existing land-use pattern and structure. The Plan includes recommendations for improving and protecting existing land-use areas, and for encouraging compatible new development in selected locations.

Recommendations for specific land-use areas are presented below.

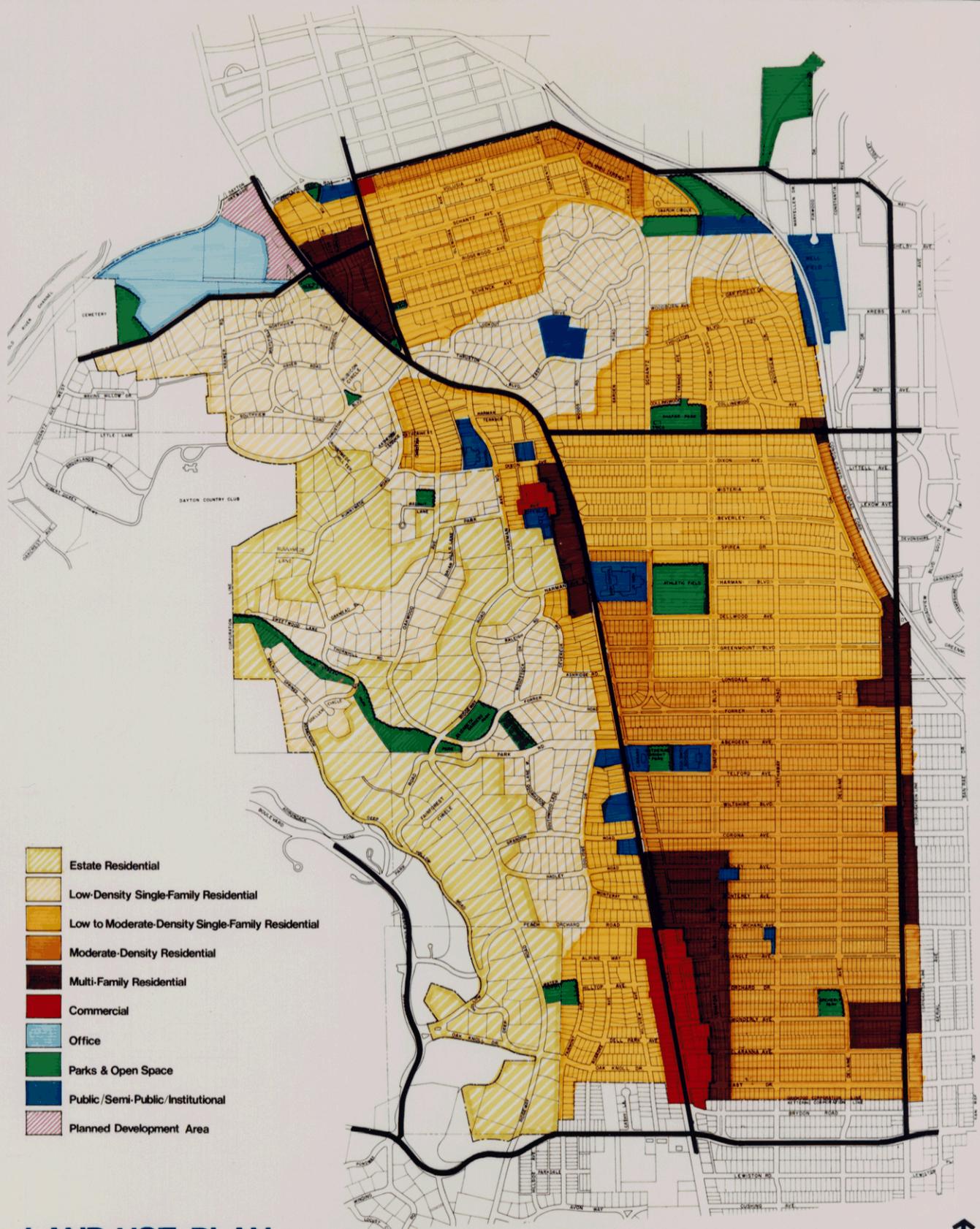
Residential Land-Use

Oakwood has traditionally been a strong and highly desirable residential community. The Land-use Plan strives to strengthen and reinforce existing residential areas and promote quality new residential development in selected locations. The Plan includes general principles and standards for guiding overall improvement and development within residential areas, and specific recommendations regarding various neighborhoods in the community.

Principles and Standards

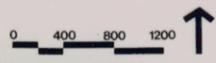
A primary focus of the Land-use Plan is to maintain and perpetuate Oakwood's high-quality residential environment, which is characterized by sound housing stock and an attractive, spacious and quiet residential atmosphere. The following principles and standards should guide all improvement and development within residential areas:

- o The existing visual and environmental character of Oakwood's various residential neighborhoods should be preserved and enhanced. The City is made up of several distinct neighborhood areas, each with somewhat different physical characteristics such as street configuration, topography, natural vegetation, landscaping, and lot sizes. Much of the City's overall image and identity is due to the unique character of its neighborhoods, and these distinguishing features should be enhanced in the future.
- o Existing residential neighborhoods should be approved and upgraded as required. Overall environmental improvements should be undertaken where necessary. Public service improvements should be undertaken where necessary. The negative impact of traffic should be minimized. The negative impact of non-residential uses on neighborhoods should be minimized. The City should continue to provide the highest affordable level of municipal services to all residential areas. The City should also maintain a neighborhood atmosphere in which all residents feel secure.



-  Estate Residential
-  Low-Density Single-Family Residential
-  Low to Moderate-Density Single-Family Residential
-  Moderate-Density Residential
-  Multi-Family Residential
-  Commercial
-  Office
-  Parks & Open Space
-  Public/Semi-Public/Institutional
-  Planned Development Area

LAND USE PLAN



OAKWOOD

Comprehensive Plan for the City of Oakwood, Ohio

Prepared by Trkla, Pettigrew, Allen & Payne and Robert J. Boylan and Associates

The City shall be vigorous in efforts to maintain the ambiance of the community as it now exists. This effort should include, but not be limited to, the following policy directions:

- (1) An architectural review order shall be adopted.
 - (2) The City should continue its effective and consistent code enforcement activities to assure that existing housing stock is maintained and that repairs are undertaken in a timely manner.
 - (3) Community direction maintenance of homes is essential.
 - (4) New residential development within existing neighborhoods should be of a size, scale and quality which is compatible with surrounding existing development. Any development should be approved so as to enhance and re-enforce overall quality rather than detract from it.
 - (5) Natural environmental features within residential areas should be preserved and protected; natural vegetation; developed wooded area; and large mature trees in residential areas add greatly to the ambiance of the City as a whole and should be maintained. Topographical changes should be minimal. Through public policy, and private cooperation, unique environmental features should be preserved for future generations.
- o The City should strive to minimize the breaking up or subdivision of already developed properties within the community. Properties capable of subdivision under existing zoning are located primarily, although not exclusively, west of Far Hills Avenue. Extensive subdivision of larger estates can significantly alter the image and character of existing neighborhoods, threaten environmental features, and change the historic development patterns of residential areas.
 - o The City's Zoning Ordinance should be modified to reflect the policies and objectives of the new Land-use Plan. In particular, zoning provisions related to densities and lot sizes within residential districts should be reassessed. In order to minimize subdivision activity and preserve neighborhood character, rezoning may be desirable in certain parts of the City.
 - o When previously developed properties are subdivided, special care should be taken to ensure that subdivision activity is compatible with the surrounding area. The subdivision of large estates poses design problems and concerns much different than the development of vacant property or farm land. The City should consider establishing special design and performance standards for incorporation in the Subdivision Regulations which specifically address these concerns, including the size and shape of new lots, interrelationships between buildings, the juxtaposition of old and new structures, building bulk, the orientation of buildings to the street, and the location and alignment of new roadways.
 - o The City should institute a procedure to register all home occupations. The purpose of the registration would be to establish an official record of all home occupations within the City. The registration form should include information about the type of business, location within the house, amount of space leased, any equipment (such as word processor, hand tools, etc.), hours of operation, and names of all employees. There could be a processing fee at-

tached. The registration would enable the City to monitor the types and locations of home occupations in an official manner, and enable the City to approve or disapprove applications based on compliance with the regulations.

- o The City should continue to encourage local property owners to endow land as a means of preserving existing open space areas. In addition, the City should also consider permitting property owners to donate land or grant easements to preserve open space areas. Such donation can offer tax advantages to property owners as well as preserve important environmental features and help relieve some of the concerns related to estate subdivision.

Residential Area Designations

The Land-use Plan includes five different residential designations. Each is briefly described below:

- o *Estate Residential*, reflecting single-family lot sizes of one acre and larger, is indicated in the western portion of the City, primarily along Ridgeway Road and along Runnymede Road near the Dayton Country Club. The homes in these areas are on large lots, and the rolling terrain and open, wooded land give these areas a special estate-like character.

These areas are essentially developed, except for a few scattered vacant parcels located in the southwest corner of the City, most of which will be difficult to develop because of size and topography. However, these areas do include numerous parcels which could be further subdivided for new development under current zoning requirements. Since a primary objective of the Land-use Plan is to maintain and preserve the existing character of residential neighborhoods, it is recommended that the zoning requirements within these areas, particularly minimum lot sizes, be revised in order to maintain and preserve the existing character of residential neighborhoods. Subareas characterized by extreme topographic changes and dense natural vegetation, such as the properties between Ridgeway and Deep Hollow Road, might be subjected to special additional controls and regulations regarding density and site development.

- o *Low-Density Single-Family Residential*, reflecting a density of two to four dwelling units per acre, is indicated in the western portion of the City along Oakwood Avenue between Coolidge Drive and Ridgeway Road, and between Thurston Boulevard and Schantz Avenue. In addition, this residential category is indicated in the northeastern portion of Oakwood, generally along Lookout Drive and Thurston Boulevard.

Environmentally, these residential areas are similar in many respects to the Estate Residential areas, except that most existing homes are on somewhat smaller lots. Like the Estate Residential, these areas are characterized by curvilinear streets, attractive landscaping, and gently rolling terrain. These areas are fully developed with no remaining vacant land. Virtually all existing homes are in good condition, and future emphasis should be on maintenance and preservation of neighborhood character and identity. These areas also have numerous developed parcels which could be further subdivided under existing zoning.

- o *Low- to Moderate-Density Single-Family Residential*, reflecting densities of four to six dwelling units per acre, is indicated east of Far Hills, generally between Longsdale Avenue and Thurston Boulevard, and between Lookout

Drive and Volusia Avenue. In addition, this residential category is also indicated in the western portion of the City between Dixon Avenue and Far Hills, and between Coolidge Drive/Fairmont Avenue and Far Hills.

These neighborhoods are somewhat different from the residential areas described above. In addition to predominantly smaller lots, these areas are characterized by a grid pattern of streets and only minor topographic changes. In general, these neighborhoods have a more urban or "small town" character. These areas are well maintained, attractively landscaped, and virtually all homes are in good condition. These neighborhoods are unlikely to require major attention in near future, and the emphasis should continue to be on routine maintenance and enhancement of existing neighborhood character. In the unlikely event that a building is destroyed by fire or otherwise removed, replacement homes should be of similar quality, size and style to those in the surrounding area.

- o Moderate-Density Residential*, reflecting densities of six to seven dwelling units per acre, is indicated in the Land-Use Plan in the southeastern quadrant of the community, generally south of Longsdale Avenue and east of Far Hills Avenue. Smaller areas of moderate-density residential are also indicated along Acorn Drive between Shroyer Road and Patterson Road, and along Irving Avenue on the northern edge of the City.

These residential areas are served by a grid pattern of streets and display little topographic change. In addition to smaller lot sizes, most existing homes are older and many are of wood frame construction. Overall neighborhoods are well-maintained and have an attractive "small-town" image and character. Although most homes are in good condition, buildings in these areas may be more susceptible to deterioration and maintenance problems because of their location, size, age and type of construction. The City should continue to carefully monitor conditions in these areas to ensure that individual homes and overall neighborhood quality are maintained in the future.

Detached single-family homes will continue to predominate within this area. Of particular note within this land-use category is the frontage along Irving Avenue. In the past, the City has made special efforts to maintain single-family homes along this northern edge of the community. As an alternative, we suggest that the City consider a new approach in this area in the future. We suggest that consideration be given to encouraging the re-orientation of residential uses along Irving Avenue to the south, into the Oakwood community. This might include new townhouse development, rehabilitation of existing homes, or a combination of new construction and rehabilitation. The City should consider preparing a sketch plan for this area illustrating the re-orientation of new and existing residential buildings; new landscaping and buffering along the northern edge; improvement and widening of the existing alley; and new pedestrian connections. The primary objectives should be to create: 1) a stable, high-quality residential area which is more closely connected and linked to other parts of the Oakwood community; 2) an attractive northern edge for Oakwood; and 3) a buffer between Oakwood's established residential neighborhoods and the higher intensity uses within Dayton to the north.

- o Multi-Family Residential*, reflecting densities up to fifteen dwelling units per acre, is indicated in the Land-Use Plan in several locations: 1) the triangular area bounded by Oakwood Avenue, Far Hills and Volusia; 2) the west side of

Far Hills between Dixon Avenue and Harman Avenue; 3) between East Drive and Hadley Avenue, adjacent to the Far Hills business district; 4) along Shroyer Road between Forrer Boulevard and Acorn Drive; 5) along Shroyer Road between Telford Avenue and Peach Orchard Avenue; and 6) in the area generally bounded by Delaine Avenue, Claranna Avenue, Orchard Drive and Shroyer Road.

Oakwood's current zoning map allows multi-family residential uses throughout much of the southeastern portion of the community and along the Far Hills corridor. The proposed Land-Use Plan focuses multi-family uses within several smaller, more compact clusters. This should help preserve existing neighborhoods and avoid large concentrations of multi-family development. Each of the designated multi-family areas is located around the edges of single-family neighborhoods, adjacent to or accessible from arterial streets, and near public transit routes. All are geographic extensions of existing multi-family development, and most are convenient to shopping and business areas and community facilities. Most also occupy transitional locations between major traffic routes or commercial areas and single-family neighborhoods, and provide a buffer between land-use intensities.

Commercial Land-Use

Oakwood has two established commercial areas which provide goods and services to local residents. The largest is the Far Hills Business District, which fronts both sides of Far Hills Avenue from Peach Orchard Avenue south to the City limits. This same commercial strip continues for several miles south into the City of Kettering. The Far Hills Business District is an attractive, well-defined commercial area containing a wide range of retail, convenience shopping, service and office uses. The second established commercial area is along Park Avenue, clustered around the Oakwood City Building. This small, compact area contains several offices, shops, personal service and business service uses. Both existing commercial areas are located along or near major arterial streets, and are easily accessible to the entire community. Isolated commercial uses also exist at Far Hills Avenue and Schantz Avenue, Oakwood Avenue and Irving Avenue, and Shroyer Road at Dellwood Avenue.

In addition to these two established commercial areas, the large research and development training center for NCR, which consists of several buildings arranged in an attractive campus-like setting, occupies the northwestern corner of the City.

Principles and Standards

The Land-use Plan recommends that existing, established areas continue to be the commercial focal points within the community. Together, these areas provide for most of the day-to-day commercial needs of Oakwood residents. The Plan recommends that these existing areas continue to be upgraded and improved. No commercial expansion or development is proposed. The following basic principles and standards should guide improvement and development decisions regarding commercial land-use.

- o **Oakwood is primarily a residential community, and local commercial areas should continue to be strongly oriented to community needs. Commercial uses should continue to be located primarily within Oakwood's two existing commercial areas. These commercial areas should remain small and compact, and their present scale and character should be essentially maintained.**

- o Future planning and development should focus on continued improvement and refinement of existing commercial areas, rather than expansion or new development. Even though existing commercial buildings are in good condition, both commercial areas include several residential conversions and older, smaller commercial properties that might undergo redevelopment in the future. Compatible new construction can help existing commercial areas remain strong and viable, and help ensure that community service needs continue to be met, without changing basic scale and character. The City should also maintain its aggressive code enforcement efforts to ensure that existing commercial buildings remain in good condition.
- o The overall image and appearance of existing commercial areas should continue to be upgraded and improved. The City has already successfully undertaken a number of urban design projects to improve the appearance of the public right-of-way within commercial areas. It is recommended that future efforts focus on commercial buildings. Much could be done to improve commercial facades, signage, awnings and canopies, and landscaping which would not only upgrade individual properties but also help unify the overall appearance of commercial areas. It is also recommended that the City develop special guidelines and standards for new commercial construction or significant renovation of existing construction.
- o Small-scale commercial development in locations other than Oakwood's two existing commercial areas should be discouraged in the future. The one exception is the vacant 9-acre parcel at the northwest corner of Far Hills Avenue and Schantz, where new commercial uses could be appropriate as a part of overall planned development for the area. This area is discussed in more detail in a following section of this report. Isolated conversion of residential properties for commercial use, as has occurred on the east side of Far Hills Avenue at Schantz, should not be permitted in the future.
- o Since all commercial uses are located along or near major arterial streets, vehicular access to commercial areas should continue to be carefully monitored to minimize conflicts with through traffic movements. The frontage road improvements recently undertaken in the Far Hills Business District have been particularly successful in this regard. Where possible, the consolidation of access drives for several individual properties should be encouraged.
- o All commercial areas should be served by an adequate and convenient supply of off-street parking. However, parking for commercial uses should be provided in a manner that is compatible with adjacent residential areas. Opportunities for improving commercial area parking should be considered, subject to review by the Planning Commission and City Council. Specific recommendations regarding parking in the Far Hills Business District are presented in a following section of this report.
- o The relationship between commercial areas and adjacent residential neighborhoods should continue to be closely monitored. Commercial operations, including parking, should not be allowed to affect neighborhood quality adversely. While no major problems have been identified, potential concerns include commercial traffic within neighborhoods, commercial parking along residential streets, the accumulation of trash and debris, noise, and safety and security. "Housekeeping" along the back sides of commercial properties can also be a concern to nearby residents.

- o Multi-family residential development has already occurred in several blocks adjacent to existing commercial areas, and more should be encouraged in the future. These locations can be quite convenient and desirable for many residents, particularly those who are elderly or less mobile. New multi-family development can also add life and vitality to the commercial areas, without changing their essential scale or character. Finally, multi-family residential development can provide a transition between the more active and intense commercial activity, and lower density single-family neighborhoods.

Park Avenue Business Area

The Park Avenue Business Area is a small two-block commercial area located along Park Avenue west of Far Hills and east of Harman Avenue. This area includes a small cluster of offices, shops, personal services and business service uses. In addition, the Oakwood City Building is located within this area.

The Comprehensive Plan recommends that the Park Avenue Business Area continue to be small and compact, and that its present scale and character be maintained. This area should continue to be oriented toward community commercial and service needs, and no geographic expansion is recommended. However, overall design, appearance and operational improvements should continue to be made in the future, including maintenance of commercial buildings, improvement to commercial facades, and parking and signage improvements. The established residential neighborhoods which closely border the commercial area on the north, west and south should also be maintained and protected.

Far Hills Business District

The Far Hills Business District is Oakwood's primary shopping and business area. It encompasses a twenty-two acre area fronting on Far Hills Avenue, and extending from the southern corporate boundary to approximately the south side of Peach Orchard Avenue on the north. The width of the corridor, in terms of commercial use, generally encompasses one half block east and west of Far Hills Avenue. Although the area contains an assortment of retail shops and consumer service facilities, a relatively large proportion of its space use (roughly 71%) is devoted to office use. Dominant uses, in terms of traffic generation, are the Dorothy Lane Market, Far Oaks Building, Mid America Building, Oakwood Club Restaurant and Su Casa Amiga Restaurant. With the exception of the Oakwood Club Restaurant, these generators are located within an adjacent three-block area.

The Far Hills Business District has been the subject of much attention and concern in recent years. Approximately 13 years ago, the City implemented a major street and urban design program which significantly improved vehicular access and circulation within the area, and also greatly improved the overall image and appearance of the area. There has also been continued concern about off-street parking and the possibility of small-scale geographic expansion of the business area.

Potential Business Area Expansion

The possibility of small-scale expansion of the Far Hills Business District has been much discussed in the past few years. Recent citizen surveys suggest that most local residents do not favor new business growth and development. However, there continues to be pressure from some businesses within the district for at least small-scale expansion.

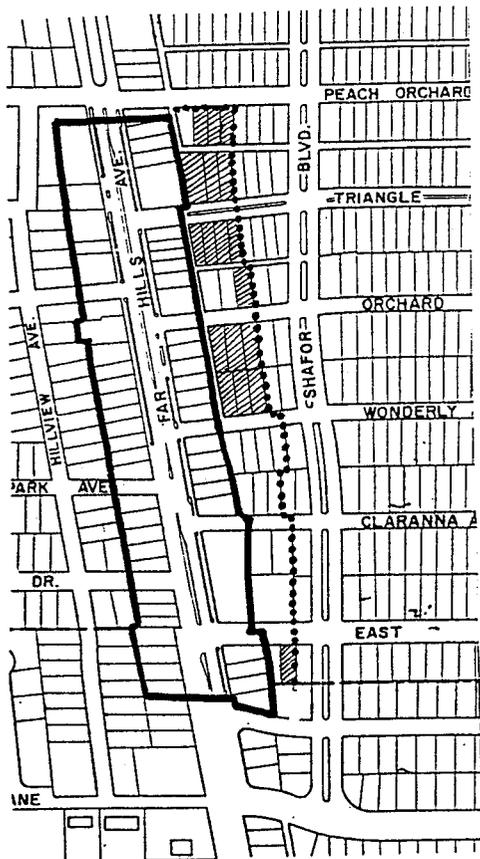
The Comprehensive Plan clearly presents the City's intentions and policies regarding future expansion of the Far Hills Business District. Four basic alternatives for addressing the business district were developed and discussed as a part of the planning program. The alternatives ranged from restricting commercial uses to less than existing zoning, to allowing some degree of future expansion along the east side of the business district.

Based on a thorough review and evaluation of the alternatives, the land-use plan illustrated below was selected for the Far Hills Business District. This plan is closely related to existing zoning regulations as they apply to the business district. It would maintain the existing size and scale of the commercial area, while allowing for the possibility of new off-street parking in selected locations.

The recommended plan for the Far Hills Business District establishes a balance between the various interests and concerns within the community. It would maintain the business district essentially in its present form, although it would allow for the possibility of minor expansion of parking within the transitional use area. It would maintain and protect existing residential neighborhoods to the east, north and west. By deleting office uses from the transitional use provisions, the Plan would also eliminate the possibility of new commercial buildings being constructed east of the existing alleys.

Review of Business Area Alternatives by Citizens

The draft Comprehensive Plan that was reviewed by the Citizens Master Plan Task Force contained the selected land-use plan included in this report and three alternatives. The Land-Use Subcommittee and Task Force rejected two of the three alternatives and focused their discussion on the selected alternative and an alternative that would eliminate the transitional use zone between the existing business district and the existing residential district.



- Maintain existing "B" District Zoning.
- Revise existing zoning provisions to delete office uses within the transitional area.

Under this plan, the residential properties indicated in this pattern could be developed for parking in the future, subject to the approval of the Planning Commission and City Council.



PLAN FOR FAR HILLS BUSINESS DISTRICT

The selected land-use plan is more restrictive than current zoning because it eliminates office uses from the transitional zone. It would permit parking in the transitional zone, subject to approval of the Planning Commission and City Council.

The alternative examined by the Land-Use Subcommittee is the most restrictive alternative presented by the planning consultants. It would eliminate the transitional zone entirely and restrict the business district to its current boundaries. No additional parking could be added under any circumstances.

The Land-Use Subcommittee and Citizens Master Plan Task Force were divided on this issue. The Land-Use Subcommittee recommended the most restrictive alternative-- elimination of the transitional zone. The Citizens Master Plan Task Force rejected that recommendation and recommended (by a small majority) that the selected land-use plan be recommended to Council.

The planning consultants believe that the transitional zone creates flexibility and discretion, factors that should be afforded to the Planning Commission and City Council in order to deal with parking in the business district. Flexibility and discretion are forfeited if the transitional zone is eliminated. Transitional uses are a well-established and proven tool for managing the buffers between different land-use zones. A transitional zone's effectiveness is shown by this particular zone-- it has been used effectively in Oakwood for more than 20 years. Moreover, the citizens' concerns about parking expansion into the transitional zone are protected because all changes in parking must be approved after notice and two public hearings-- a hearing before both Planning Commission and Council.

The Citizens Master Plan Task Force did not reach a clear consensus on the transitional zone, except to recommend that office buildings be deleted. This Plan contains no specific recommendation about expanded parking.

Business Area Parking

Parking within the Far Hills Business District has also been a subject of great concern in recent years. Even though the business district contains a number of relatively high traffic generators, the amount of land area available for surface parking is limited since the commercial area is closely bordered by residential uses. Moreover, much of the business district was developed prior to the establishment of the current zoning requirements for off-street parking. Additional variances were granted as well, due to the constraints imposed by the limited land available for parking lot expansion.

In May, 1984, the Miami Valley Regional Planning Commission completed a study of parking in the Far Hills Business District. This study included an inventory of the existing on- and off-street parking supply, occupancy counts to determine usage of existing spaces, and a calculation of the parking needs of existing commercial uses in the area, based on current zoning requirements. As a result of these surveys, the study concluded that:

- a) Several off-street parking lots and on-street parking tiers are currently operating at or near saturation. These lots and tiers are scattered throughout most blocks along the east side of Far Hills, and in the blocks along the west side between Park Avenue and Peach Orchard.
- b) Several existing businesses lack sufficient off-street parking, as is currently required by local zoning. Many of these are located along the east side of Far Hills in the 2300, 2500 and 2600 blocks, and along the west side in the 2500 and 2600 blocks. The largest deficiency is within the 2600 east block, which has a shortage of almost 80 spaces.

- c) Illegal parking does occur in several locations, particularly near stores on the west side of Far Hills in the 2500 block.
- d) Several existing lots require signage, layout or striping improvements to improve efficiency, most prominently along the west side of Far Hills.

It should be noted that at least part of the "parking problem" within the Far Hills Business District may be that of perception. Many patrons of a small business district prefer to park directly in front of the store or business they intend to visit. If these patrons find it necessary to park a block or so away from their destination, they may perceive a "parking problem." Consequently, making parking areas more easily accessible and more readily identifiable, and improving the appearance of parking areas and pedestrian connections, could help minimize these perceived parking problems. It should also be noted that "parking problems" may be perceived by business owners more often than by patrons.

The 1984 MVRPC study also concluded that little if any land will be available for horizontal expansion of parking in the future. The study presented several general recommendations for improving parking conditions within the business district, which should be incorporated in Oakwood's new Comprehensive Plan. These are listed below.

- o Increase the usage of existing off-street parking lots through the following policies:*
 - 1) Use of directional signage identifying location and availability of off-street parking facilities.
 - 2) Visual enhancement of facilities through redesign of rear entrances, landscaping, increased lighting where appropriate, etc.
 - 3) Designate most convenient locations within parking lots for patrons as opposed to use by employees.
 - 4) Improve interim signage and space demarcation as per the aforescribed problem areas of signage and striping.
- o Increase the availability of on-street parking spaces through:*
 - 1) Advising employees to use designated off-street spaces where available, thus freeing up more conveniently located spaces for patrons.
 - 2) Modify parking duration within selected areas to increase turnover.
- o Relate parking facilities more sensitively to the respective land-use served and its traffic generation characteristics through the following strategies:*
 - 1) Institute the shared parking facility concept within which two or more compatible activities may utilize the same parking facility.
 - 2) Adjust and expand the existing zoning requirements for off-street parking spaces to reflect significant differences in the generation among land-use categories which are presently grouped together with common off-street parking space requirements.

- o *Consider constructing a new parking deck.* If a new parking deck were to be constructed within the business district, the 2600 east block of Far Hills appears to be the most appropriate location. This block is central to several of the area's highest traffic generators, and is the location of the greatest current parking deficiency. The existing surface lot could be decked, with access off both Wonderly and Claranna.

However, before undertaking such a venture, a more detailed cost/benefit analysis should be undertaken. In general, the cost of a parking deck is approximately \$6,000 to \$8,000 per parking space. Careful consideration must be given to sizing, design, and usage, as well as the involvement of both the City and nearby businesses in the implementation of the project.

Vacant Land Analysis

Oakwood is essentially developed and very little vacant land still remains within the community. The only vacant parcel of significant size, which totals approximately nine acres, is located at the northwest corner of Far Hills and Schantz, adjacent to the NCR training facility. Several other much smaller vacant parcels are scattered throughout the community. (See Figure 3).

A description of remaining vacant land parcels, including existing conditions, future potentials, and preliminary recommendations, are presented below.

Site 1: Northwest corner of Far Hills and Schantz.

- o *Approximate Size:* 9 acres.
- o *Existing Use:* Predominantly vacant, with one single-family home on Far Hills, and a second structure fronting Schantz.
- o *Current Zoning:* R-3, Single-Family.
- o *Surrounding Land-uses:* Vacant land owned by NCR to the north, single-family residential across arterial streets to the east and south; and NCR Sugar Camp School to the west,
- o *Special Development Constraints:* Heavily wooded; topographic changes within site; drainageway may cross site.
- o *Alternative Future Uses:* 1) open space; 2) single-family residential; 3) multi-family residential; 4) commercial; 5) mixed-use development encompassing one or more of the above.
- o *Comprehensive Plan Recommendation:* This 9-acre parcel has excellent accessibility and visibility, being located at the intersection of two arterial streets and at the major entranceway to Oakwood. This parcel is the last remaining vacant land area within the City which has the potential for large scale, planned and coordinated new development. It is therefore recommended that this parcel be promoted as a high-quality, multi-use *planned development area* which could accommodate a combination of office, commercial and multi-family residential uses.

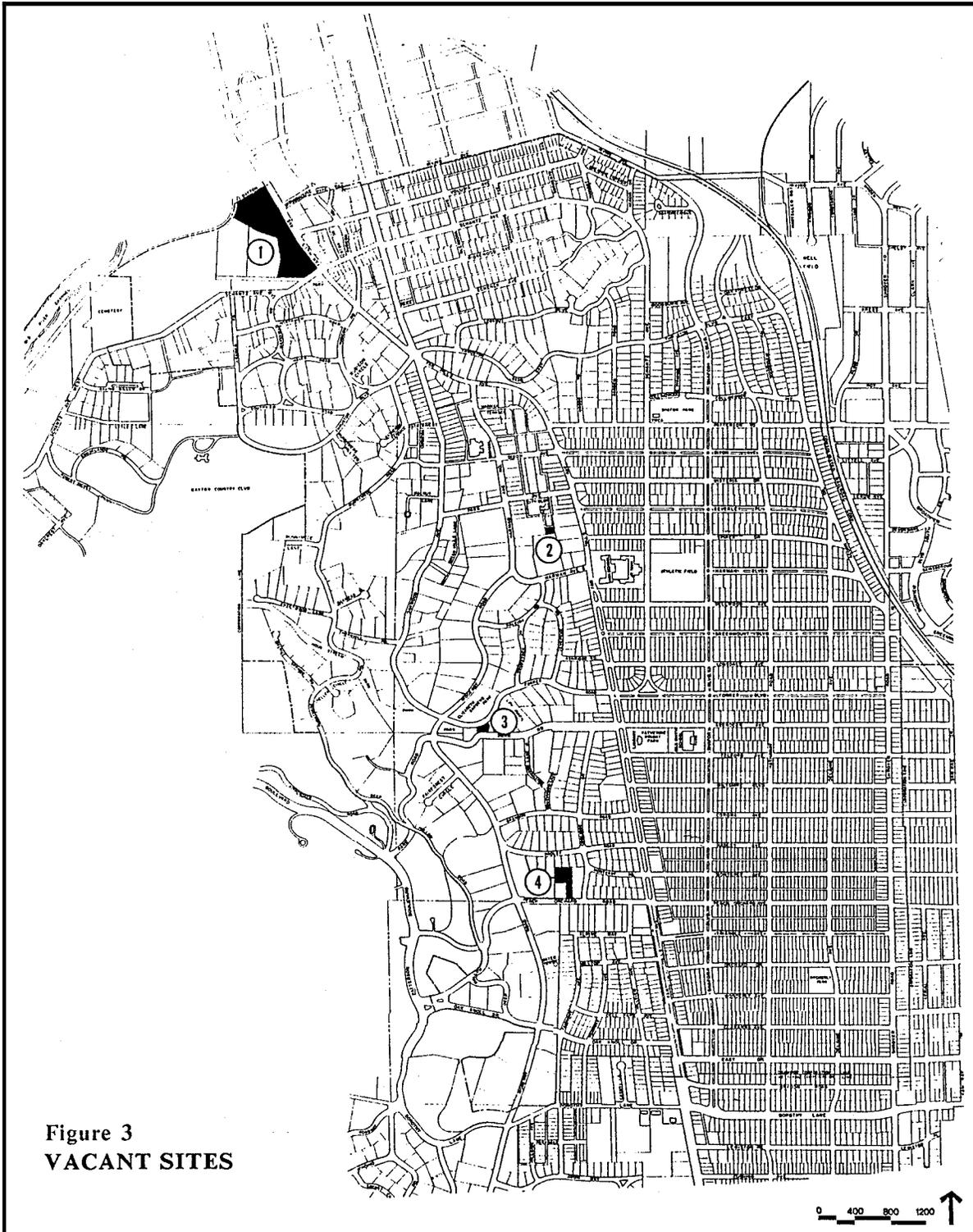


Figure 3
VACANT SITES

OAKWOOD

Comprehensive Plan for the City of Oakwood, Ohio

Prepared by Trkla, Pettigrew, Allen & Payne and Robert J. Boybn and Associates

The 9-acre parcel should be established as a Multi-Use Special Planning District, which would give the City maximum control over the specific type of uses to be located in the area, as well as other aspects of design and development. The area would be guided by an overall site plan to ensure the coordination of land-use areas, building sites, utilities, drainage facilities and open space systems.

The 9-acre parcel would be developed as a “campus-type” environment, with buildings located in a well-landscaped and attractive setting. As much of the existing vegetation as possible should be retained, particularly along the Far Hills and Schantz frontages. While high-quality building and site design is an important objective throughout the City, it is particularly important in this location.

The City will maintain a degree of flexibility in terms of the specific uses or mix of uses that would be acceptable in this location. If carefully designed and developed, either offices or multi-family residential could be appropriate, as well as a mix of these uses. Retail uses could also be acceptable, provided they are secondary to either office or residential development. The site should not be developed as a free-standing retail center. If developed as a mix of office and residential, office uses would be most appropriate to the north, with residential to the south, adjacent to the existing neighborhoods. The southern portion of the parcel could be quite desirable for new moderate-density senior citizen housing, together with related recreational areas and a small retail service facility. Vehicular access to the two new land-use areas should be separate, perhaps with residential access off Schantz, and office access off Far Hills.

New development within the 9-acre parcel would not be allowed to adversely impact the existing single-family neighborhoods to the south or east. A landscaped setback of approximately 40 feet should be provided around the southern and eastern borders of the parcel. Plans for access, traffic circulation, and drainage must demonstrate that existing neighborhood character and quality will not be affected.

The City will work closely with NCR regarding the future status of the vacant property located adjacent to the 9-acre parcel, just north of Oakwood’s corporate limits. It may be desirable to have the entire area developed according to a single, overall site plan coordinating all land-use areas, building sites, and access patterns. If a large enough area can be assembled, it may also be possible to obtain a new community-wide park site for use by Oakwood residents.

Site 2 : Interior of block bounded by Park Avenue, Far Hills, and Harman Avenue.

- o Approximate Size:* 7,000 square feet.
- o Existing Use:* Vacant.
- o Current Zoning:* R-4, Single-Family.
- o Surrounding Land-uses:* Public Service Department to the north; multi-family residential to the east; single-family residential to the south and west.

- o *Special Development Constraints:* Land-locked parcel, with no public access; small size.
- o *Alternative Future Uses:* 1) Single-family residential; 2) public open space; 3) expansion space for Public Service facilities.
- o *Comprehensive Plan Recommendation:* Because of its small size and land-locked location, this parcel will be quite difficult to develop in the future. It would also have little use as a public park or open space area. In all likelihood, the parcel will remain in its natural and undeveloped condition.

Site 3: Between Park Road and Forrer Road, east of Ridgeway.

- o *Approximate Size:* 11,000 square feet.
- o *Existing Use:* Vacant.
- o *Current Zoning:* R-3, Single-Family.
- o *Surrounding Land-uses:* Elizabeth Gardens Park to the north; single-family residential to east, south and west.
- o *Special Development Constraints:* Terrain rises significantly from Forrer up to Park; wooded conditions; small size.
- o *Alternative Future Uses:* 1) single-family residential; 2) open space.
- o *Comprehensive Plan Recommendation:* Because of its small size and difficult topography, this parcel will be quite difficult to develop in the future. In all likelihood, the parcel will remain in its natural, wooded condition. As an alternative, the City might prefer to designate this parcel as public open space, acquire the property, and utilize it in a manner similar to the small existing park to the west. The City already owns a portion of this lot.

Site 4: North side of Peach Orchard Road, west of Coolidge Drive.

- o *Approximate Size:* 44,300 square feet.
- o *Existing Use:* Vacant
- o *Current Zoning:* R-3, Single-Family.
- o *Surrounding Land-uses:* Single-family residential to the north, east, south and west.
- o *Special Development Constraints:* Major portion of parcel is located in interior of block, with limited frontage on Peach Orchard.
- o *Alternative Future Uses:* 1) Single-family residential; 2) open space.
- o *Comprehensive Plan Recommendation:* Because of its limited frontage on Peach Orchard Road, this site will be difficult to develop and could accommodate only one new home under existing zoning. The City might designate this parcel as public open space, acquire the property, and develop a small new protected playground area in this mid-block location.

Design of Exterior Features

Concern has been expressed within the community regarding the impact of the exterior design features of an individual property upon neighboring properties. Although the City should not attempt to dictate architectural style, it should consider establishing design standards and guidelines to be applied to such features as fences, walls, graphics, trees and landscaping.

Consideration should be given both to the preparation of a comprehensive "Exterior Features Design Manual" to serve as a guide to good design, and to the examination and revision of those ordinance requirements that govern size, placement and design of such elements as fences, signs, and landscaping.

A complete and careful re-examination of Oakwood's policy and requirements regarding fences and walls is also warranted. Currently, there are inconsistencies concerning height, location and capacity.

It would seem impractical to attempt to eliminate or prohibit fences due to the great number of existing fences and citizens' desire for privacy, security, demarcation of property limits and ornamentation. However, the City's policy should dictate restrictions as to location, size, degree of screening and basic guidelines for design.

Comprehensive Plan for the City of Oakwood, Ohio
Prepared by Trika, Pettigrew, Allen & Payne and Robert J. Boylan and Associates

OAKWOOD

Transportation



TRANSPORTATION

This section presents the recommended Transportation Plan for the City of Oakwood. It includes a recommended street classification system, other potential traffic circulation improvements, and guidelines regarding public transit service. The Plan is based on previous studies, reports and other information received from the City and the Miami Valley Regional Planning Commission, interviews with local staff, discussions with the Comprehensive Plan Committee, and field reconnaissance undertaken by the consulting team.

TRAFFIC CIRCULATION

Oakwood is served by a diverse system of public streets. The community is bisected by Far Hills Avenue, an arterial street of regional importance which carries relatively high volumes of traffic. The portion of Oakwood east of Far Hills is served by a basic grid system of streets, with most streets aligned east-west and north-south. The portion of Oakwood west of Far Hills is characterized by larger lots and lower densities, and is served by a curvilinear street system which is affected by the area's rolling topography. Very few streets have east-west continuity across Far Hills Avenue.

Oakwood is primarily a mature, built-up community. Transportation concerns within the City will continue to involve maintenance and improvement of the existing system, rather than constructing new facilities or providing expanded service to newly developed areas.

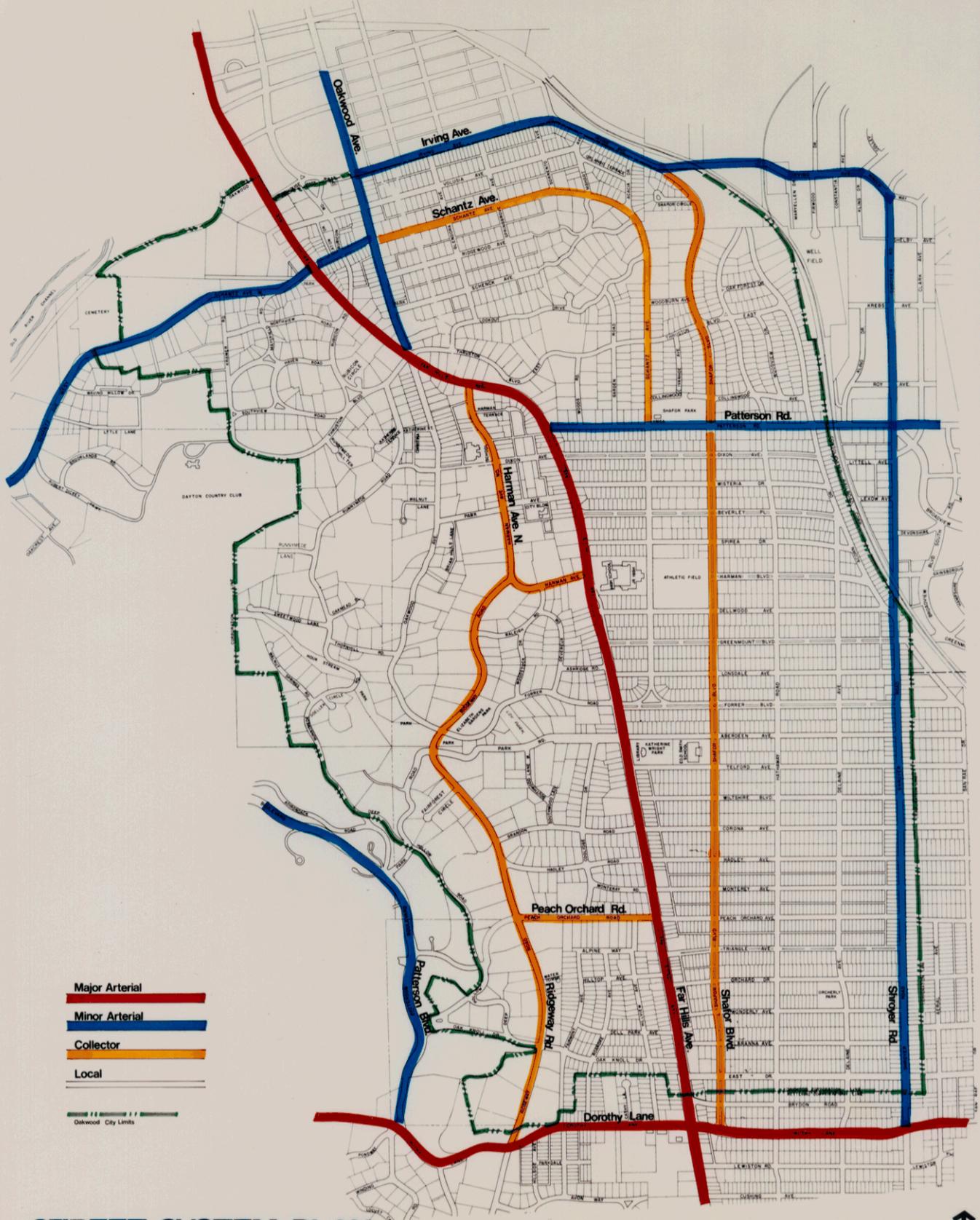
Street Classification System

Streets and related traffic control devices must all be considered as elements of an interrelated system. This approach requires that decisions to modify certain streets or to install traffic engineering measures (e.g., stop signs, left-turn restrictions, traffic signals, etc.) be considered in terms of their impact on adjacent streets, intersections, and neighborhoods. Without a systematic approach, the result can become a mixture of traffic control devices, policies, and operational practices which creates inconvenience, accidents and confusion within the community.

A functional classification of all streets is a necessary step. Each street in a community should be classified according to the function it should perform. Decisions regarding traffic control devices and restrictive measures can then be prescribed in a relatively straightforward manner to assure that the functions are achieved. In addition, this procedure permits the identification of deficiencies in the street system and facilitates the analysis of street system needs.

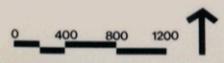
The recommended Street Classification System groups all roadways within Oakwood in four categories, based on the type of service they are intended to provide within the community. The categories include major arterial, minor arterial, collector, and local streets. The recommended system is indicated in Figure 4.

The definition of each category in the street classification system, together with an identification of specific roadways in Oakwood which should fall into that category, are presented below.



- Major Arterial
- Minor Arterial
- Collector
- Local
- Oakwood City Limits

STREET SYSTEM PLAN



OAKWOOD

Comprehensive Plan for the City of Oakwood, Ohio

Prepared by Trkla, Pettigrew, Allen & Payne and Robert J. Boylan and Associates

Major Arterial

A major arterial street is intended to serve vehicle trips oriented beyond the City boundaries. The section of that street within the City should also serve a significant portion of trips generated by land-uses within the City. This type of street has regional importance because of its alignment, continuity, capacity, and its connections with other regional traffic carriers.

Major arterial streets within and around Oakwood include:

- o Far Hills Avenue, for its full length within Oakwood.
- o Dorothy Lane, just south of Oakwood.

Minor Arterial

A minor arterial street is intended to serve vehicle trips generated by land-uses within the City and within adjacent communities. This type of street should not serve long-distance trips, but does have community importance in terms of traffic capacity and service to abutting land-uses.

Minor arterial streets within and around Oakwood include:

- o Schantz Avenue, west of Far Hills.
- o Irving Avenue, east of Oakwood Avenue.
- o Patterson Road, east of Far Hills.
- o Oakwood Avenue, north of Far Hills.
- o Shrover Road, from Irving Avenue to Dorothy Lane.
- o Patterson Boulevard, just west of the City.

Collector

A collector street is intended to serve vehicle trips generated to and from the neighborhood it serves. The function of this type of street is to collect and distribute traffic between neighborhoods and the arterial street system. It has direct access to abutting properties and connects local streets to the arterial streets,

Collector streets within and around Oakwood include:

- o Schantz Avenue, between Oakwood Avenue and Patterson Road.
- o Shafor Boulevard, between Irving Avenue and Dorothy Lane.
- o Ridgeway Road, from its intersection with Oakwood Avenue south to Dorothy Lane.
- o Harman Avenue, between its two intersections with Far Hills.
- o Peach Orchard Road, between Far Hills Avenue and Ridgeway Road.

Several other street segments were considered for designation as collectors, but were not selected. The recommended street system does not include an east-west collector in the southeastern quadrant of the community. Whereas this condition would not be desirable in many communities, it may be preferable in Oakwood. Because of the close proximity of Far Hills and Shroyer, no properties within this part of the City are more than 2 blocks from an arterial street. Each east-west street in this area connects with both arterials. There is no real need to have one east-west street "collect" traffic from other streets in order to carry this traffic to the arterial streets. By designating one street as a collector, and thereby emphasizing its use by traffic control protection, the City would encourage the concentration of east-west traffic, and perhaps also encourage the movement of non-local traffic between Far Hills and Shroyer. Since all east-west streets within this area are residential streets, this condition may not be desirable. For this reason, both Forrer Boulevard and Peach Orchard Road were considered for collector status between Far Hills Avenue and Shroyer Road, but were not selected.

Oakwood Avenue south of Far Hills was also considered for collector status, but was deleted in favor of Ridgeway Road/Harman Avenue. Oakwood Avenue south of Far Hills Avenue is rather narrow, has a brick surface, and is characterized by difficult topography. The classification of this portion of Oakwood Avenue as a collector might also encourage more traffic at the "Five Points" intersection. Harman Avenue is located closer to the major activity areas on the west side of the City, including the Oakwood City Building, the commercial area and Harman School. Peach Orchard Road was also added as a collector in the southwestern portion of the community.

Local

All other streets within Oakwood could be classified as local streets. A local street is intended to serve only vehicle trips generated by land-uses abutting the street. The function of this type of street is local access within a neighborhood.

Factors Affecting Traffic Circulation

Several other factors affect traffic operations within the community. These include traffic volumes, traffic signalization, accident locations, problem intersections and other conditions. These are briefly described below.

Traffic Volumes. Traffic volumes are indicated on the *Street Classification System* map, based on 1984 average daily traffic data provided by the Miami Valley Regional Planning Commission. Far Hills Avenue and Dorothy Lane both carry approximately 20,000 vehicles per day. MVRPC anticipates that the recently completed I-675 may reduce volumes along Far Hills, but any reduction would be slight. Other streets within and around Oakwood which carry relatively high average daily traffic include Shroyer Road, Irving Avenue, Oakwood Avenue, Patterson Road, Park Avenue, and Schantz Avenue west of Far Hills Avenue.

Problem Intersections. Based on discussions with City staff, traffic operational concerns have been identified at several intersections along Far Hills Avenue. These include: 1) Far Hills and Schantz, the intersection of two relatively heavily travelled streets, which is affected by topography, curves in street alignment, and limited visibility on certain approaches; 2) Far Hills and Oakwood Avenue, the so-called "Five-Points", which actually has six intersecting approaches and is also affected by topography, limited visibility and a major crossing for school children; 3) Far Hills and Park Avenue, primarily because of the fact that east-west streets are offset at this signalized intersection; 4) Far Hills and Patterson, a T-intersection affected by topography and limited visibility; and 5) Far Hills and

Orchard, where through traffic conflicts with east-west traffic and with traffic along the business district frontage road. Most traffic accidents within the community occur at these intersections.

Traffic Control. A major project to improve traffic flow and operational conditions along Far Hills and Oakwood Avenue has recently been completed as a part of the Federal Aid Urban System program. This project included upgrading traffic controllers at signalized intersections, computerized interconnection of signals, installation of "prepare to stop" signals at "Five Points" and at Patterson, and upgrading of school zone warning devices. This project should significantly improve operational conditions at several of the problem intersections mentioned above.

Local residents have expressed concern in the past about traffic control at several other locations. These locations include: 1) Hathaway Road and Delaine Avenue, where the speed of motorists is a concern; and 2) the intersection of Shroyer Road and Forrer Boulevard, where a traffic signal was removed several years ago.

Potential Traffic Improvements

Several of the traffic issues and concerns identified above were explored in more detail as a part of the planning program. They include: a) the "Five Points" intersection; b) fast-moving traffic along Hathaway and Delaine; and c) possible traffic control modifications at the Forrer/Shroyer intersection. These are described below.

Hathaway Road and Delaine Avenue.

The amount of traffic and the speed of motorists along Hathaway Road and Delaine Avenue have been mentioned as concerns by local residents. There is also a perception that both of these north-south local streets offer an attractive short-cut for non-local traffic. One major reason for these problems is that the placement of existing stop signs along intersecting east-west streets gives priority to both Hathaway and Delaine for relatively long sections through the residential area. Hathaway offers unimpeded flow for 16 blocks between Patterson and Peach Orchard Road. Delaine offers unimpeded flow for 15 blocks between Patterson and Orchard Drive.

The City's 1971 Traffic Plan proposed the following improvements to discourage use of Hathaway and Delaine by non-local traffic:

1. The intersection of Acorn Drive and Shroyer Road should be closed.
2. A cul-de-sac should be installed on Delaine Avenue at its intersection with Beverly Place and Acorn Drive.
3. The center median should be extended across Delaine Avenue at Greenmount Boulevard, and across Hathaway Road at Harman Boulevard.
4. Stop sign priority at the intersection of Hathaway Road and Greenmount Boulevard should be changed to give east-west traffic the right-of-way.

In the event through traffic continues to be a problem south of Peach Orchard, the 1971 Plan recommended that the existing median strip along Triangle should be extended across the Hathaway intersection, and a traffic diverter should be installed at Wonderly Avenue and Delaine Avenue adjacent to the playground.

Since the improvements recommended in the 1971 Plan would entail major physical design changes at several locations, the City might prefer to take an alternative approach. The City might simply revise the stop sign priority at two or more intersections along both Hathaway and Delaine, giving east-west traffic the right-of-way. For example, along Hathaway, stop sign priorities could be changed at the intersections of Harman Boulevard and Aberdeen Avenue. Along Delaine Avenue, stop sign priorities could be changed at Forrer Boulevard and at Telford Avenue. This approach would be much less expensive, and would not eliminate any potential traffic movements by local residents. Both Hathaway and Delaine should then be closely monitored to determine if the improvements have been effective. If not, the more extensive modifications could then be implemented.

"Five Points"

The so-called "Five Points," which is actually the intersection of six approach routes, has long been a traffic operational concern within Oakwood. This is due to the fact that both Far Hills Avenue and Oakwood Avenue (north) carry relatively high volumes of traffic, and because several approach routes are characterized by steep gradients, curves in street alignment, and limited visibility.

It is anticipated that the traffic signalization program recently completed as a part of the Federal Aid Urban System program will significantly improve traffic flow and operational conditions at "Five Points," as well as at several other signalized intersections along Far Hills Avenue. This project included upgrading traffic controllers at signalized intersections, computerized interconnection of signals, installation of "prepare to stop" signals at "Five Points" and at Patterson, and upgrading of school zone warning devices.

However, even after implementation of the signalization program, Five-Points will still be the intersection of six street segments. Because a great deal of "green time" must still be given to local streets with relatively light traffic volumes, additional modifications might be considered. The 1971 Traffic Plan recommended that Thurston Boulevard East and the southern portion of Oakwood Avenue be closed at this intersection. Closing Oakwood Avenue would eliminate an existing through traffic short-cut. The traffic that is now generated along Thurston Boulevard East would still have good circulation alternatives available and should not be seriously disadvantaged by the closure. The traffic signals at this location should be set so that Far Hills Avenue moves on one phase, North Oakwood Avenue on another, and Thurston Boulevard West on another. Since the existing equipment is traffic-actuated, the Thurston Boulevard phase need only be called when a vehicle is present. The right turn from Far Hills Avenue onto northbound Oakwood Avenue may be allowed on both Oakwood Avenue and Far Hills Avenue phases through the use of green arrows. These street closures and signal modifications should significantly reduce congestion and traffic accidents at this complex intersection.

An alternative approach could be considered which would not entail physical closure of any streets. This would entail the following: a) Thurston Boulevard East would become one-way eastbound between Far Hills and Lookout Drive; and b) Thurston Boulevard West would become one-way westbound between Far Hills and Runnymede. This would eliminate the need for a third through-movement phase on the traffic signal timing, and would allow more "green time" to be given to Far Hills and Oakwood Avenue. This modification, which would not entail significant expense or construction, could be coordinated with the upcoming signalization program.

Intersection of Forrer Boulevard and Shroyer Road

There was previously a traffic signal at the intersection of Forrer Boulevard and Shroyer Road, which was removed several years ago because of relatively low traffic volumes. According to the Ohio Uniform Traffic Manual, intersections must meet certain traffic volume requirements in order to warrant traffic signalization.

Based on our field inspection of this intersection, it does not appear that traffic volumes warrant reinstallation of the traffic signal. In addition, we believe that a signal at this location may in fact be undesirable. A new signal would emphasize Forrer Boulevard as an east-west traffic route. The signal would identify Forrer as more important than any other east-west street between Patterson Road and Dorothy Lane. It would encourage more through traffic to pass through the residential area along Forrer. It would also encourage traffic from east of Oakwood to pass through the community to reach Far Hills Avenue. For these reasons, a new signal is not recommended.

Because of relatively fast-moving traffic along Shroyer, there has also been concern expressed locally about pedestrian crossings. The frontage development along the east side of Shroyer is within the City of Oakwood, but is somewhat isolated from the remainder of the community. Much of this frontage development is multi-family residential. The City may want to consider installation of a pedestrian-actuated traffic signal to facilitate pedestrian crossings at one intersection along Shroyer. Possible locations include either Aberdeen or Telford, which pass by Smith School and the library, or Peach Orchard, which leads into the shopping area, although alternative locations should be evaluated in more detail. It should be noted that a pedestrian-actuated signal may be viewed by some residents as helpful only to immediately adjacent blocks, and the decision regarding location could be quite controversial.

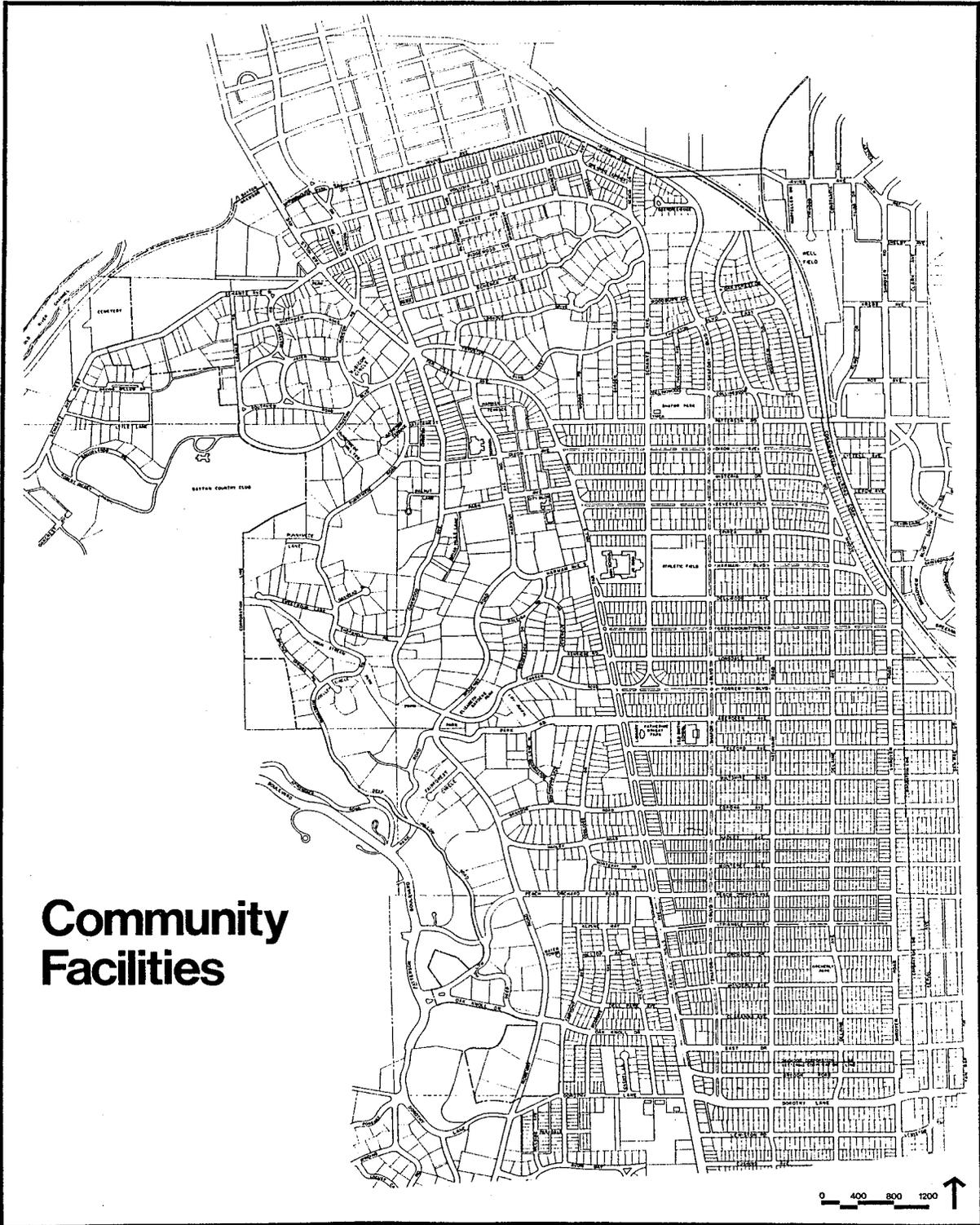
PUBLIC TRANSIT SERVICE

The City of Oakwood is generally well served by public transit. The Miami Valley Regional Transit Authority operates seven regular bus routes which pass through or adjacent to Oakwood, connecting the City with downtown Dayton and most major surrounding activity centers. Buses run every 10 to 20 minutes during rush hours. As indicated on the presentation map entitled *Public Transit*, buses are routed along major streets only, including Far Hills, Shroyer, Oakwood Avenue and Schantz. As a part of RTA's long-range planning activities, there have been discussions of future "park and ride" facilities along major routes within the overall Dayton region. However, alternative locations have not yet been determined.

"Project Mobility" is the RTA special bus service for handicapped residents of Greater Dayton. The definition of handicapped in this case is the inability to comfortably reach an existing bus stop, and this must be documented by a physician before a pass is issued to a resident. The rider can then simply call a special number and a bus will come to the rider's door. The RTA is presently using 32 foot long buses, roughly five feet shorter than normal buses, but realizes the inappropriateness of such buses on side streets. They will shortly be implementing use of large vans that hold twelve riders or six wheelchairs. Project Mobility is so popular that the RTA is presently running at capacity and is suspending the issuance of new passes until the new vans are put in use.

The Regional Plan for the Miami Valley Region, prepared in 1978 by the Miami Valley Regional Planning Commission, includes long-range proposals for development of three light rail transit corridors within the Dayton area. One of these corridors would follow the Consolidated Railroad line which touches Oakwood's eastern corporate boundaries. Under this plan, transit stations were to be located near Irving Avenue and near Dellwood

Avenue. However, because of changes in program funding and priorities at the national level, the proposed rail transit system now appears less realistic, and according to MVRPC staff, will likely be deleted when the Regional Plan is next updated.



**Community
Facilities**

OAKWOOD

Comprehensive Plan for the City of Oakwood, Ohio

Prepared by Trkla, Pettigrew, Allen & Payne and Robert J. Boylan and Associates

COMMUNITY FACILITIES

Community facilities and services are important parts of the Oakwood community. They provide for many of the day-to-day needs of local residents. They include services which affect the health, safety, and well-being of area residents, businesses, and institutions. Some are an absolute necessity, while others are highly desirable. It is critical that these be adequately and effectively provided for in the future.

This section presents recommendations for the following community facilities: parks and recreational facilities, schools, the public safety department, City administrative facilities, the public service department, and the library. Recommendations are based on field surveys, undertaken by the consultant in September, 1986, interviews with representatives of each facility undertaken in November and December, and numerous discussions with City staff and the Comprehensive Plan Committee. The existing and proposed system of Community Facilities is illustrated in Figure 5.

PARKS AND RECREATION

The parks and recreation system consists of sites, facilities, and programs which perform several important functions. The most basic function is the provision of recreational services to local residents, and an effective system can create opportunities for a wide range of leisure time experiences. The system can also help protect sensitive environmental resources, define and delineate neighborhood areas, and be an important visual feature in the community. An effective parks and recreation system is particularly important in a traditionally strong residential community like Oakwood.

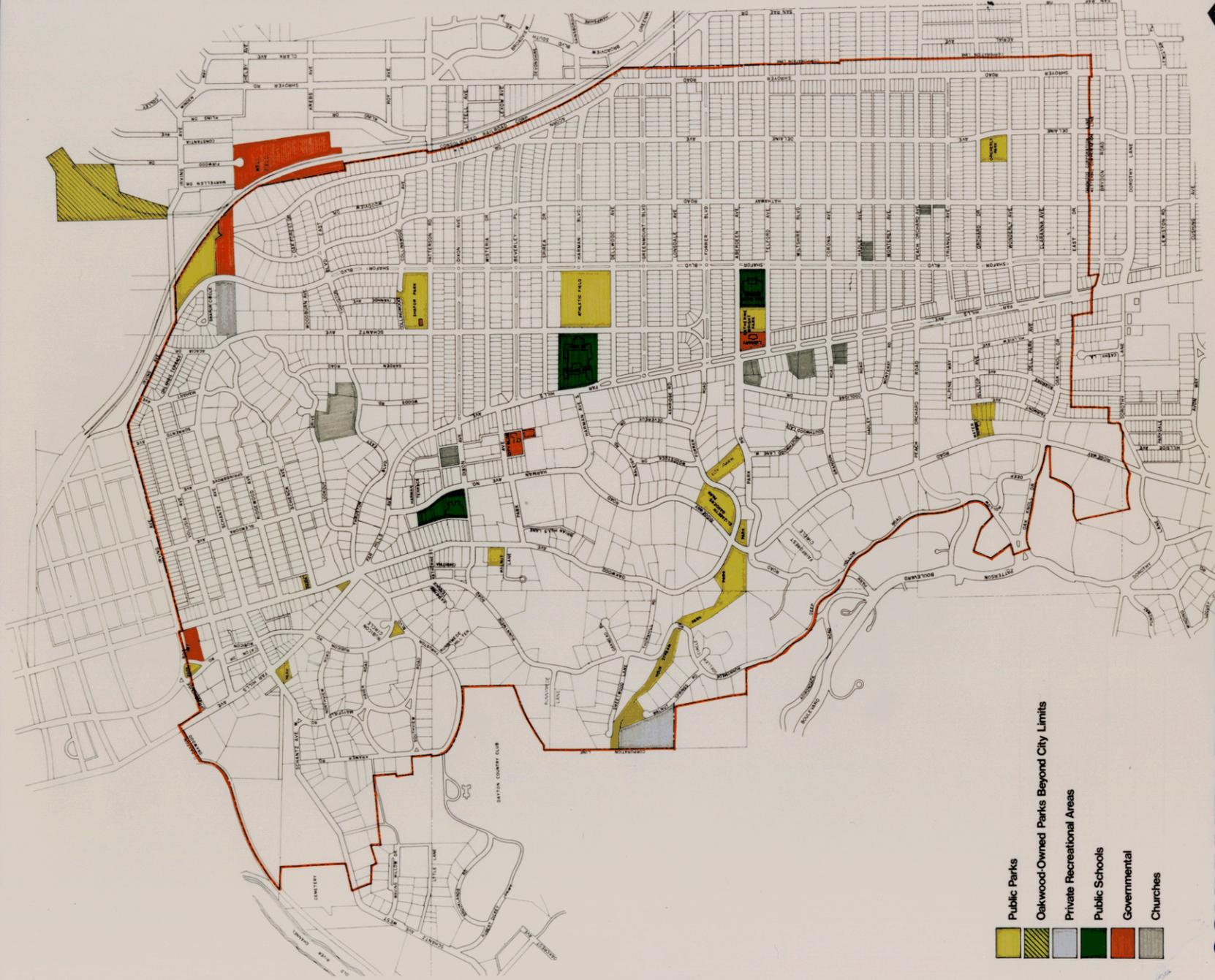
The City completed a major study of recreational needs and facilities in 1985.¹ Much of the information included in this section is taken from that report.

Site and Facilities

The existing public park and open space system is summarized in Table 2. The system consists of eighteen sites totaling 54.36 acres. Fifteen of these sites are owned by the City of Oakwood, while three are Oakwood City School District properties.

Four of the existing sites are classified as "mini-parks". These are not of sufficient size to allow for active recreation, although they do add to the special charm and esthetic quality of an older, mature community such as Oakwood. Five of the existing sites are classified as "neighborhood parks", and are intended to provide active and passive recreational opportunities for the surrounding residential areas. Three of the existing sites are classified as "**community-wide**" parks, and are intended to provide for facilities utilized by the entire community. Other existing sites include conservation and special purpose sites.

¹ Leisure Concepts and Design, Inc. Community Recreation Need and Facility Study for Oakwood, Ohio. April 15, 1985.



- Public Parks
- Oakwood-Owned Parks Beyond City Limits
- Private Recreational Areas
- Public Schools
- Governmental
- Churches

COMMUNITY FACILITIES

OAKWOOD

Comprehensive Plan for the City of Oakwood, Ohio

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Table 2
EXISTING PARKS AND RECREATIONAL
AREAS

Name	Park Type	Site Size	Activities and Facilities															
			Sports and Play						Picnicking		Swim		Other					
			Playground	Ballfield	Basketball	Tennis	Horsehoes	Shelter	No. of Tables	Firegrates	Swim Pool	Wading Pool	Gardening	Passive Recr.	Soccer Field	Conservation Area		
Shafor Park	Neighborhood	3.28 acres	●			●			●									
Orchardly Park	Neighborhood	1.82 acres	●		●	●					●							
Fairridge Park	Neighborhood	.59 acre	●															
4 Mini Parks	Mini-Park	Total .98 acre											●					
Creager Field	Community	3.08 acres		●														
Oakwood Soccer Field	Community	7.07 acres															●	
Katharine Wright Park	Neighborhood	1.31 acres															●	
Smith Gardens	Conservation Area	.83 acre											●					
Houk Stream	Conservation Area	7.68 acres																●
Elizabeth Gardens	Conservation Area	1.60 acres																●
Loy Gardens	Conservation Area	1.58 acres																●
Firwood Well Field	Conservation Area	14.41 acres																●
Smith School	Neighborhood	1.62 acres	●		●	●												
Harman School	Neighborhood	1.14 acres	●		●													
Oakwood High Sch. Athletic Field	Community	7.37 acres		●	●												●	
Huffman Park													●					
Dorothy Patterson Park													●					

Existing neighborhood park sites are generally well located and distributed throughout the community. However, none of the existing neighborhood parks meet the minimum site size standard of 4.0 acres, as recommended by the National Recreation and Park Association. Because of the built-up character of the community, expansion of these neighborhood parks will be quite difficult, if not impossible. Based on the national standard of 6.0 acres per 1,000 population, Oakwood has a significant deficiency in community-wide park land. This severely limits the number and range of recreational and sports facilities available in the community.

Since there are few remaining vacant land parcels within the City which are suitable for recreation, the existing park system must be used most effectively. Several existing park sites should be developed more intensively in the future. New facilities should be developed on existing sites and program offerings expanded. The condition and appearance of all park and open space sites should be adequately maintained. An active land acquisition program should be undertaken by City Council to acquire and develop new sites, perhaps outside of Oakwood's corporate boundaries, as well as continue to develop existing sites all in a fiduciary responsible manner.

General recommendations include, but are not limited to, the following:

1. Orchardly Park should be revitalized, including improved and updated playground equipment, play areas, multi-use court, play pool, tennis court facilities and turf quality. In addition, a new shelter facility should be provided.
2. Shafor Park should be revitalized, including improved tot-lot and advanced play areas, turf quality and landscaping, and additional activity areas.
3. Creager Field should be maintained, revitalized, and expanded (if possible). Turf quality needs improvement. The southern portion of the site will continue to accommodate the City's Public Works activities.
4. The sports and athletic facilities at Oakwood High School should be revitalized, including the facilities for football, track, softball and areas for other outdoor events. The community should explore the possibility of a more efficient use of the land at Oakwood High School.
5. The City should continue to pursue opportunities to acquire and develop a new community-wide park of approximately 15.0 acres in size. Four alternatives have been discussed locally in recent years, although none has yet proved to be satisfactory.

The first alternative is the vacant 11-acre parcel at the northwest corner of Far Hills and Schantz. This is the last remaining vacant parcel within the City of a size even approaching the recommended minimum for a community park. However, this site has several disadvantages for park usage. It is located near one of the City's most congested traffic intersections; its long, narrow dimensions would be difficult for recreational development; it is characterized by steep grades in several areas; and it is below the minimum recommended size. In addition, this site is Oakwood's last remaining vacant parcel of sufficient size to allow for larger scale, mixed-use development. In many ways, park usage would represent an underutilization of a prime future development site.

The second alternative is expansion of the Soccer Field property. There is available open land adjoining the present site. The City has been exploring the possibility of acquiring additional land from the State of Ohio and from the Woodlawn Cemetery Association. Thus far, neither the state nor the cemetery has expressed interest in the

sale of property. The primary disadvantage of this site is that it is located north of the railroad and outside the City of Oakwood, and is not easily accessible from much of the community.

The third alternative is acquisition of all, or a portion of, Hills and Dales Park. This large regional park facility is owned by the City of Dayton. Hills and Dales does present several advantages: it is directly adjacent to Oakwood; it is currently used for recreation; and local ownership and supervision could help eliminate some of the negative impacts generated by the regional park on adjacent neighborhoods. Among the disadvantages are the high cost of acquisition, the cost for maintenance and supervision, and possible deed restrictions on future use and development. Thusfar, the City of Dayton has not expressed interest in selling the property to the City of Oakwood.

The fourth alternative is acquisition of land from NCR north of Oakwood to allow for new park development. In the past, the City has leased land from NCR for local soccer programs. Thusfar, NCR has expressed no interest in selling property to the City. Because of its location, the cost of acquiring this land would likely be quite high.

6. The City should maintain the Oakwood Community Center as a focal point for local recreational services to accommodate a wide range of services and activities for all groups within the community, from children to senior citizens.
7. While the City should give priority attention to improving park facilities for active recreation, small ornamental or "pocket parks" should continue to be considered. However, all such parks should be reviewed on an individual basis. No gift should create an economic burden; therefore, any land gifts to the City should ideally include an endowment for maintenance.
8. The large number of older buildings with local historic or architectural interest should also be considered a part of the City's overall recreational system. The City should cooperate with the Oakwood Historical Society to maintain and preserve these important resources in the future. Special maps, markers and plaques could be used to identify historic structures, and walking tours through certain parts of the City could make these homes more enjoyable for the entire community, while maintaining the rights and privacies of individual owners.
9. Tree-lined streets and landscaped medians and parkways contribute significantly to Oakwood's special image and identity, and should be considered an integral part of the local open space system. As in the past, these should be maintained and protected in the future.

Services and Programs

Recreational services and program opportunities are currently available to Oakwood residents from several different agencies and organizations, both from within and outside the community. The Leisure Services Department, created by the City in January, 1987, is responsible for the care and maintenance of local park facilities. This department also operates the Oakwood Community Center and the swimming pool at Shafor Park. The City recently assumed all of the recreation responsibilities previously handled through contracts with Montgomery County. Finally, the school district provides a number of extra curricular and sports activities which are available to school age children.

Oakwood residents also participate extensively in various recreational programs provided by neighboring communities which are available on a non-resident fee basis. Participation is most significant in programs offered by the City of Kettering, and to a much lesser extent in those offered by the City of Dayton and the City of Moraine.

The Comprehensive Plan includes the following recommendations regarding recreational services and programs:

1. The City should continue to pursue its present course of providing recreational services directly to its residents in the future. To the extent possible, reliance on Montgomery County and other agencies for management should continue to decrease in the future. Most importantly, the City should provide more direct overall supervision of recreational services to insure that a full range of opportunities are available and that local needs are being met in a satisfactory manner.
2. As the City begins more direct provision and supervision of recreational services, local residents should be encouraged to participate in the formulation of new programs and services. Local interest has been expressed for additional programs and facilities for soccer, track, baseball and other activities. Consideration should also be given to providing new services and programs within the community which are oriented to pre-school children, adults and senior citizens. In order for the local recreational system to be truly responsive, local residents should be actively involved in the planning of programs and activities. The Leisure Services Advisory Board, which helps define goals and objectives for local recreational programs and facilities, should be of great assistance in this regard.
3. The City should expand its cooperative efforts with other public agencies and nearby municipalities in the provision of recreational services. Cooperation with the Oakwood School District should be continued to insure the availability of indoor and outdoor facilities for community use throughout the year. Cooperative arrangements with the City of Kettering should continue to be pursued which would allow Oakwood residents to participate in the full range of programs and activities offered in this neighboring community. Oakwood should strive to make its residents more aware of recreational opportunities available elsewhere. The City might also consider joint acquisition and development of new park sites with nearby communities to supplement sites within Oakwood. Because of its size and limited resources, the City of Oakwood will likely never be in a position to provide for the full range of recreational needs generated by its residents. For this reason, the City must actively pursue cooperative arrangements with outside groups to make nearby facilities more available and accessible to Oakwood residents.

SCHOOLS

Public schools are among the most important community facilities, especially in predominantly residential communities such as Oakwood. They not only provide educational services, but also play important cultural, recreational and social roles as well. Quality public schools are among the most frequently mentioned assets in Oakwood.

Oakwood is served by the Oakwood City School District, whose boundaries are coterminous with the City. The school district operates three school facilities within the community, including Edwin P. Smith Elementary, Harman Avenue Elementary and Oakwood High School. A detailed inventory of all school facilities is presented in Table 3.

Existing schools are well located to serve the community. An elementary school is located on either side of Far Hills Avenue, and the High School is near the geographic center of the community. Most parts of the City are generally within walking distance of school facilities. No bus transportation is provided.

**TABLE 3
PUBLIC SCHOOLS**

OAKWOOD CITY — SCHOOLS	DATE BUILT	BUILDING CONDITION	REMAINING USEFUL LIFE (YEARS)	SITE SIZE (ACRES)	AREA AVAILABLE FOR RECREATION	NO. OF CLASSROOMS	CURRENT ENROLLMENT	SCHOOL CAPACITY	EVALUATION						
									ADEQUACY OF SITE SIZE	LOCATION IN RELATION TO SERVICE AREA	CAPABILITY FOR EXPANSION	ADEQUACY OF RECREATIONAL AREA	ADEQUACY OF OFF- STREET PARKING	QUALITY OF ENVIRONMENT	
OAKWOOD JUNIOR/SENIOR HIGH SCHOOL	1922 R-1930 R-1959 R-1966	Good to Ex- cellent	Un- limited	1.28	7.50	64	729	50	+	+	-	-	-	+	
EDWIN D. SMITH SCHOOL	1926 R-1929 R-1966	Good to Ex- cellent	Un- limited	1.62 1.31*	1.50 1.31*	23	3399	400	+	+	+	-	+	+	
HARMAN AVENUE SCHOOL	1908 R-1913 R-1915 R-1922	Good to Ex- cellent	Un- limited	1.14	.50	21	2883	375	+	+	-	-	+	+	

R = Remodeled/Add-on

* = Wright Library area playfield

All existing schools are considered to be in good structural and operational condition. Even though the original portions of the schools are quite old, periodic expansion and remodeling programs have been undertaken. All schools are currently operating at less than capacity.

All schools are located on relatively small sites. While the need for future expansion is not expected, expansion would be quite difficult at both Harman and the High School. Site size also limits opportunities for outdoor recreation space and off-street parking, and recreational areas are considered to be a deficiency at each of the three schools. In addition, there is a shortage of off-street parking at the High School, resulting in usage by students of nearby residential streets.

The school district has been experiencing a steady, although gradual, decline in enrollment during the past few years. Current enrollment is 1,351, which is down from a high of 2,100 in 1971. School district officials expect this decline to continue during the next three to five years, then begin a slow increase. There was consideration of the possibility of closing one of Oakwood's two elementary schools because of enrollment declines, but this is no longer under consideration.

It is important that the City keep abreast of developments within the school district, and cooperate with district officials to ensure continued high quality educational services. The School Board and City Council have been meeting annually to discuss common issues and concerns. They should continue to meet annually and more frequently as necessary.

OTHER PUBLIC FACILITIES

Oakwood also has several other public facilities which serve various City departments and other organizations. In general, these other facilities are considered excellent. Virtually all public buildings, facilities and institutions are in good condition, and no significant building or improvement programs are anticipated for the near future. The other facilities are summarized in Table 4, and are briefly described below.

Public Safety Department

Oakwood is served by the Public Safety Department which provides both police protection, fire protection and rescue services. Sworn officers are cross-trained both as policemen and firefighters.

The Public Safety Department currently consists of 31 sworn officers and six civilians, all of which are full-time employees. Sworn officers operate primarily on a platoon system of three crews, with each crew working 24 hours-on and 48 hours-off. Officers within each crew are deployed 8 of their assigned 24 hours as beat officers. One Chief, one Captain and two detectives work daily 8 hour schedules. Personnel respond to fires and emergency medical calls from both an in-house standby mode, as well as from beats performed while assigned as police officers.

For the purpose of police protection, the department operates six marked vehicles, two unmarked vehicles, and one vehicle for use by the animal control officer. Firefighting apparatus includes two engines and one medic ambulance. The current equipment level is considered adequate, and there are no plans to add new equipment in the future. The Director indicates that long-term needs may include either the addition of a mini-pump or replacement of the older engine for firefighting purposes.

Table 4
OTHER PUBLIC BUILDINGS

Name	Building Function	Date Built	Date of Last Addition	Building Condition	Site Size	Evaluation			Comments	
						Is Site Size Adequate?	Is Location Satisfactory?	Is Parking Adequate?		Is Building Adequate?
Oakwood City Building 30 Park Avenue	Administrative Offices and Safety Department	1920- (Safety) 1961- (Admin.)	1985	Sound	1.03 Acres				Space Inefficiencies Noted Within Public Safety Department	
Oakwood Service Garage 30 Park Avenue	Service Garage & Equipment Storage	1938		Minor Defic.	.50 Acre					
210 Shafor Boulevard	Equipment and Material Storage	1964	1981	Minor Defic.	4.42 Acres					
20 Rubicon Board of Education	Oakwood Board of Education	1910		Sound	.59 Acre					
105 Patterson Oakwood Community Center	Oakwood Community Center	1915	1963	Sound	.35 Acres					
1776 Far Hills Wright Memor. Library	Library and Meeting Rooms	1939	1983	Sound	1.60 Acres	Yes	Yes	No	Yes	Remaining Useful Life 50 Yrs.

All Public Safety operations are conducted from the Oakwood City Building on Park Avenue. According to some within the Department, existing physical accommodations are not totally satisfactory, primarily because of size and space allocation. The department has minor space deficiencies for waiting areas for citizens, record maintenance, training facilities, locker room and conference room space. However, the existing building is in good structural condition and is ideally located to serve the community.

Oakwood does not appear to have any significant crime problems, and the local crime rate compares favorably to communities throughout the State. The City is part of an areawide mutual aid arrangement with all Montgomery County police agencies. In addition, the City is also part of a cooperative arrangement with five other jurisdictions known as the Tactical Crime Suppression Unit.

Oakwood's fire insurance rating is 4th Class, which is one of the better ratings in the County. Local water supply for firefighting purposes is considered excellent.

Public Library

Oakwood has had library service since 1913, and the first library facility opened in a building on Park Avenue in 1923. The present facility, Wright Memorial Library, was constructed in 1937, at Katherine Wright Park. The library also operates a small branch at the Oakwood City Building.

Wright Memorial Library has undergone three major addition and improvement programs, the most recent in 1983. This program included a remodeling and refurbishing of the old building, and reorganization of interior spaces. The building is currently in good structural condition, and no major additional expansion programs are anticipated for the near future.

Library officials see the library's role within the community expanding in the future. In addition to its basic collection of approximately 245,000 items, new materials and services are continually being added and developed. New computer facilities, a video cassette collection, new children's facilities, and new reference and advisory materials have recently become available. The library's goal is to continue to monitor and respond to the needs and desires of local residents. Library officials mention additional services for the elderly as being one area for consideration in the future.

Library officials indicate that there is a shortage of off-street parking to serve the library facility. A recent application for new angle parking along the Aberdeen side of the library was met by considerable neighborhood opposition.

Public Service Department

The Oakwood Public Service Department is responsible for a range of activities including refuse collection, water treatment, water and sewer line maintenance, curb and sidewalk maintenance, erosion control and park and open space maintenance.

The department currently employs 28 full-time individuals, with five to six part-time employees added during peak periods. The department operates a range of vehicles and equipment, including refuse trucks, semitrailers, dump trucks, loaders, and other facilities. According to department officials, current manpower and equipment levels are adequate, and no significant additions are anticipated.

The department is headquartered at the Oakwood City Building, and also operates a service garage adjacent to the City Building, storage facilities at 210 Shafor Boulevard, and a pumping station at 120 Springhouse Road. According to the Director, existing sites and buildings are adequate to serve current needs.

City Building

The Oakwood City Building is a two-story structure located at 30 Park Avenue, which houses all municipal administrative offices and the Public Safety Department. The original portion of the building was constructed in 1920, with an administrative wing added in 1961. The most recent improvement program was completed in 1985, which included the addition of new office space, new elevator service, and general overall remodeling and upgrading of existing space. Parking space, which includes a public lot across Park Avenue, is considered adequate. No major issues or concerns were identified regarding the City Building.

POTENTIAL NEW FACILITIES AND SERVICES

In addition to the maintenance and continuation of Oakwood's excellent existing community facilities and services, two other areas of emphasis were identified as possible.

Day Care Facilities

Within Oakwood, as within most other communities throughout the country, there is an increasing number of families in which two adults work, and in the number of single-parent families. While the Oakwood School District offers an after-school program for "latch-key" children, preschool age children are now served primarily by day care facilities outside Oakwood.

The comprehensive planning program has included a review of the day care issue, together with the larger but related issue of home occupations within Oakwood.

Background

The key person interviews conducted during Phase I of the Comprehensive Plan revealed that the quality of schools is the most cited reason why people choose to live in Oakwood. Other factors which influence the decision to locate or stay in the community include: the level of city services, location, security, and the special image or prestige of Oakwood in the Dayton metropolitan area.

Oakwood's population is distinguished from that of the metropolitan area as a whole by its income and educational attainment. The median family income for 1980, at nearly \$30,000, is **166** percent of that for the metropolitan area, while per capita income, at \$14,000, is 184 percent of the metropolitan average. Thirty percent of the adults were graduated from a four year college, compared with ten percent in the metropolitan area. In two respects, however, Oakwood is quite similar to the region: school age population represents only 25 percent of the city, close to the 28 percent in the region, reflecting an older population base; and nearly 53 percent of all families in Oakwood have two or more members who work at least part-time, compared with 52 percent in the region.

Oakwood's labor force is predominantly while-collar, with 85 percent of those employed in managerial, professional, technical, sales or administrative positions. Based on the income and educational attainment figures, in addition to type of employment it is reasonable to conclude that Oakwood has a significant number of dual career families. Such families require high quality services and are often prepared to pay a premium for them.

In addition to good public schools, level of public services, location and prestige, dual career families require convenient, high quality day care for preschool age children. Day care differs from traditional nursery school in that it may include babies, and toddlers, is offered on a daily basis as opposed to only two or three days a week, and the hours of operation are geared to the working world, rather than to those of a full-time homemaker. Families look for good caretakers, a convenient location preferably close to home, and fair prices when choosing day care. Too often, choices are limited by the lack of day care close to home, and parents must travel far from home or in a direction away from their place of employment to reach the day care center. The price they pay is not only monetary, but includes increased stress and loss of productive time. Eventually, they may reconsider their choice of residence in favor of a location that provides more of the services they require.

The City of Oakwood offers most of the amenities to make it very attractive to young, upwardly mobile, dual career families, with the exception of convenient day care. While the zoning code would permit day care centers as a special use within the business district, no such centers now exist. And, while the home occupation regulations do not preclude day care, they do restrict the hours of operation to after 9:00 A.M., thus making it extremely inconvenient to working parents. The need and demand for day care has resulted at least in certain cases, in home day care being offered in violation of Oakwood's regulations.

Alternative Day Care Facilities

The State of Ohio categorizes day care facilities as follows:

- o Day care center - 13 or more children
- o Type A family day care home - 7 to 12 children
- o Type B family day care home - no more than 6 children, including the provider's own children ages 6 or younger.

Day care centers and Type A family day care homes must meet specific requirements for space, sanitation, and the number of children per caretaker, and must be licensed by the State. The State does not regulate Type B family day care homes.

Recommendations

The provision of high quality, convenient day care in Oakwood should be encouraged in order to attract and keep young families in the community. But, at the same time, it should be recognized that the maintenance of Oakwood as a residential community shall remain primary. The City should promote day care as one or more amenity contributing to the gracious living for which Oakwood is known. Specific recommendations include the following:

1. *Day care centers and Type B day care homes*, as defined by the State of Ohio, could provide for important services within Oakwood and should be encouraged subject to the regulations and requirements as outlined below.
2. *Day care centers* would be allowed as a commercial use within a Business District. *Day care centers* could exist as free-standing facilities or within office or commercial buildings, assuming they meet State licensing requirements and State and Local codes.

3. *Day care centers* could be operated within a municipality-owned facility, but only as a special use. For example, a day care center might be operated in the Oakwood Community Center. This could be either publicly or privately operated, but, because of its location, would be under overall City control.
4. *Day care centers* could be operated within a church, school, or other institution, but only as a special use. This would permit the City to review each individual situation independently, to determine if the proposed day care center would have an adverse impact on the surrounding area.

The City needs to apply conditions to any proposed *day care center* while offering a wide range of potential locations. It is suggested that the City consider imposing higher standards than the State of Ohio regarding the ratio of children to caretakers, space requirements, and outdoor recreational area requirements for all day care centers within Oakwood. The City's Health Department should be included in the development of those standards.

5. *Day care homes* could be operated within residential districts. Day care homes would be defined as those caring for not more than four (4) children, other than the provider's own children, and meeting all pertinent City and State requirements. Day care homes would not be allowed as home occupations and would become allowable only as special uses within the residential districts.

Through the special use device, approval for a *day care home* would require a public hearing and allow the City careful scrutiny of "drop-off" and "pick-up" times and appropriate health and safety features, as well as the potential impact upon neighboring properties, the appropriate number of children to be cared for, the geographic location and distribution of day care homes, and the application of a residency requirement.

FACILITIES AND SERVICES FOR THE ELDERLY

Oakwood is experiencing a significant increase in elderly population. The percentages of Oakwood's population both over 65 years and over 75 years are significantly higher than in surrounding communities. The Comprehensive Planning Program included a preliminary survey of facilities and services which are available to senior citizens in Oakwood and the greater metropolitan area. The survey included housing facilities, recreation programs, and transportation services. The Senior Needs Assessment Program (S.N.A.P.) which the City conducted in August, 1984, was also reviewed as an indicator of Oakwood's seniors' expectations and demands for community services.

Housing

Senior citizens represent the fastest-growing population segment nationally, and one which wields considerable financial and political strength. Accordingly, housing developers, as well as social service providers, recognize the need for various types of housing to serve young seniors (ages 55 to 70), the elderly (70 to 85) and the old-old (age 85+), as well as those with particular health-care requirements. Housing options for the elderly can include the following:

- o Owner-occupied or rental apartments.* Many senior citizens opt to sell their family home when they no longer need the space nor choose to spend time and/or money maintaining it. Condominiums or rental apartments, in non-specialized developments provide one option for senior citizens who are able to live independently.

- o *Apartments for the elderly.* Apartment buildings designed and managed specifically for the elderly (as well as non-elderly handicapped persons) may provide features such as handrails along corridors, grip bars in bathtubs, extra-wide doorways to allow ease of access for wheelchairs, and smoke detectors directly connected to the local fire department. Some senior citizen buildings offer limited social programming, but residents live independently within their own apartments.
- o *Congregate care facilities.* Congregate care facilities are a fairly recent innovation which provide a transition for seniors from totally independent living to limited care. Congregate facilities may offer either full apartments or rooms, and provide at least one meal a day in a communal dining room. Other services may include personal care, housekeeping, laundry, transportation, shopping services, on-site medical facilities and on-call medical staff. Congregate facilities may be free-standing apartment buildings or may be constructed adjacent to traditional nursing homes as a complete retirement community.
- o *Homesharing.* Homesharing is the physical sharing of a dwelling unit by two unrelated households, each having his/her own private space and sharing other common areas. Homesharing may be supervised by a social service agency, or may occur outside without any official sanctions. Local zoning codes may limit the number of unrelated persons living together.
- o *ECHO Housing and Accessory Units (Elderly Cottage Housing Opportunity).* ECHO and accessory units are housing arrangements which allow the senior citizen to maintain privacy while living in close proximity to those who can help maintain independence, most often a relative. An ECHO unit is a small house installed as a temporary structure as an accessory to a single family house. An accessory apartment is a self-contained living unit within a single family house. These units combine the privacy and independence of one's own house with the security of living with one's adult children.

The Dayton metropolitan area appears to offer a number of new congregate care facilities in addition to traditional nursing facilities, several of which are located near, but outside of Oakwood. Apartment buildings and condominiums are also available, although designated senior apartment complexes generally have waiting lists. While seniors reside at 333 Oakwood (rental) and at 1211 Oakwood Manor (condominium), they do not comprise the majority of residents at these Oakwood buildings. For the most part, Oakwood seniors live alone or with a spouse in their own homes.

Recreation Facilities

The Montgomery County Board of Commissioners recently conducted a study of senior citizen centers throughout the county as part of its Community Development Block Grant program. The study excludes the cities of Dayton and Kettering, but does include Oakwood. This study was completed in June, 1987.

The County study notes that 20 percent of Montgomery County residents are over 55 years of age as of 1986, having risen 3 percent since 1980. In contrast, the over 55 population in Oakwood is estimated to comprise 32 percent of the City's total, and is expected to increase only slightly by 1991. The percentage of senior citizens in Oakwood is higher than that of any other political jurisdiction--municipality or township--in the region.

Two senior citizen centers are located near, but outside, Oakwood: the Carl W. Gerhardt Civic Center in Moraine, and the Rose C. Miller Community Center in Kettering. Both centers offer a variety of educational and recreational activities, and the Rose C. Miller center also offers health screening and physical fitness programs. Both centers are private and

not-for-profit, and receive some public support by means of revenue sharing. The Gerhardt Center has 375 members, mostly from Moraine, but also from Miami Township and Miamiburg. The Miller Center serves 1,750 members from Kettering and south Dayton.

According to the S.N.A.P. survey conducted by the City of Oakwood, nearly three-quarters of Oakwood seniors never attend senior centers. This statistic is confirmed by the County study, which indicates that senior centers are generally attended by those who live in the immediate vicinity, who are more likely to identify with the center. The S.N.A.P. study indicates that one-third of the respondents would like to have a senior center in Oakwood, while nearly half were neutral. The County study notes that seniors aged 75 or older are more likely to need the services provided by a senior citizen center.

Health Programs

Because much of Oakwood's senior population is a relatively affluent one, it has access to high quality private medical care. However, many elderly are on fixed incomes. As a supplement, several area hospitals provide services to seniors such as prescription delivery, visiting nurses and other specialized services. While the overview analysis did not reveal a special need for additional programming or services at the municipal level, more detailed study of health services would be required before a definitive conclusion can be reached regarding health care needs.

Transportation Services

Based on interviews conducted during the Comprehensive Planning Program, Oakwood residents seem satisfied with the availability of public transportation. In addition to fixed-route buses, the RTA provides a special dial-a-ride service for physically handicapped people.

The City may wish to consider supplementing public transit within Oakwood by sponsoring a local dial-a-ride service and/or special fare taxi coupons. Such services could be targeted to senior citizens as well as the physically handicapped to provide non-rush-hour transportation from home to shopping or recreation. If there is interest in the possibility of special transit services, we recommend additional study to determine the potential ridership and costs.

Recommendations

The following policies and actions are recommended regarding senior facilities and services within and around Oakwood:

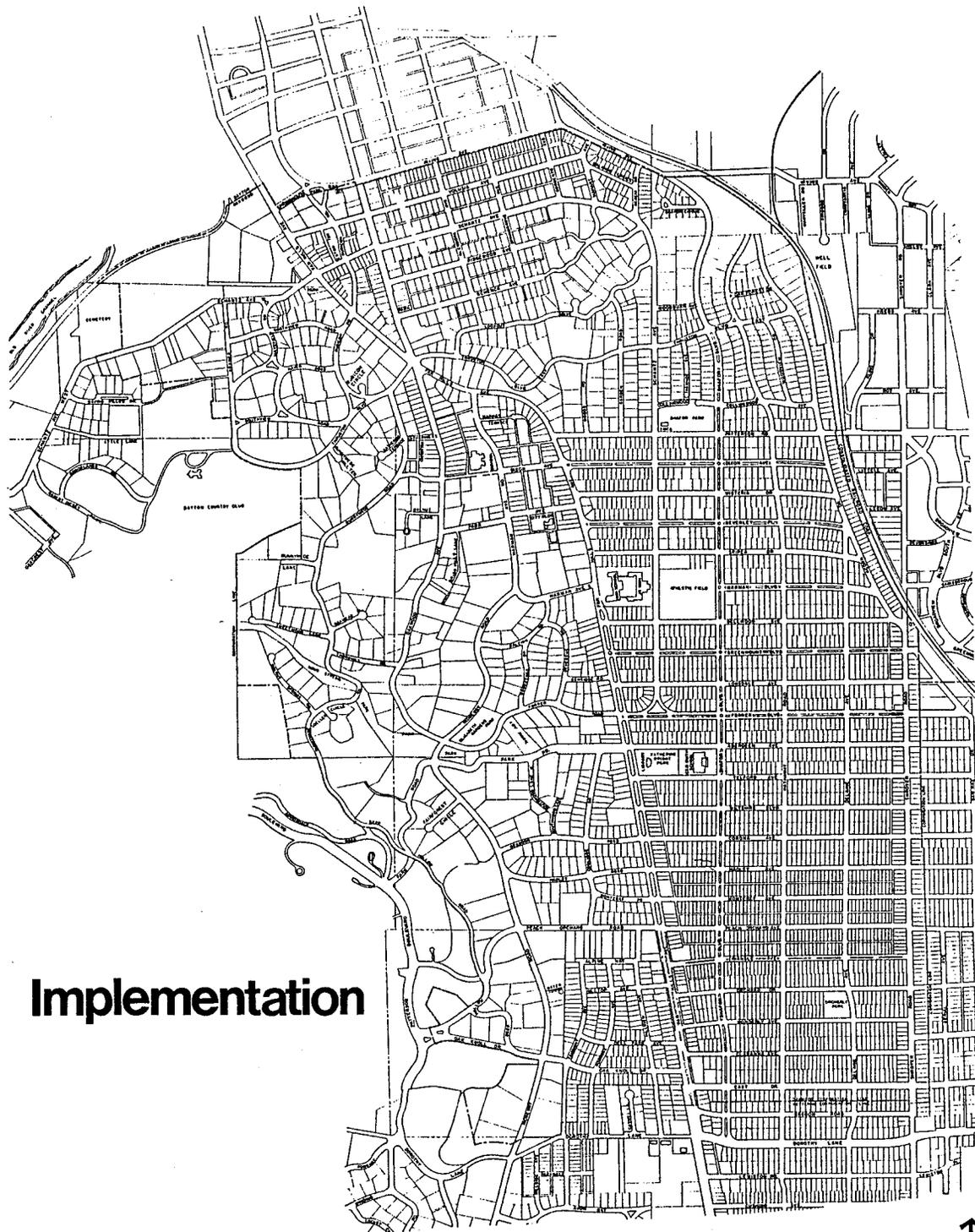
1. The Comprehensive Plan should clearly state that the City recognizes the growing number of elderly residents within the community, and that these residents are viewed as a valued and important component of the local population. The City is committed to considering the special needs and desires of elderly residents in the future.
2. The Plan should identify general locations within Oakwood which would be suitable for new housing for the elderly. This might include condominium or apartment units for the elderly, or congregate housing. Even though the overview analysis did not identify a shortage of such housing within the overall region, the City may still desire to encourage new elderly housing within its borders for its own residents. If attractive new housing for the elderly is provided, many existing single-family homes might be made available for young families without the loss of long-time residents.

3. The desire for new recreational and social programs and services for the elderly within Oakwood should be analyzed in more detail. Most studies suggest that senior centers must be convenient and easily accessible in order to be effective. They must also respond to the special interests of the local population. There may be considerably more interest in Oakwood for senior services and programs than was evident in the City's recent questionnaire. More in-depth personal interviews and workshops with seniors may be necessary in order to measure this interest.
4. To the extent possible, the City should take advantage of the special resources and potentials inherent in its elderly population. Elderly residents represent a pool of talent and experience which could contribute to municipal boards and commissions, staff support, recreational and cultural programming, and special civic events.

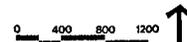
GROUP HOMES

The City of Oakwood is interested in all aspects of citizen well-being. Nevertheless, as a small city, Oakwood cannot provide every possible service to all people. There are many services which the City must and should rely on other governments to provide. Mentally or physically handicapped citizens, or any persons who may qualify for a group home, should be allowed in any community, possibly in group homes but perhaps through other approaches. Oakwood should accommodate those special citizens by encouraging them to assimilate in their community of residence by living with their own families whenever possible. Oakwood's first responsibility is to support the efforts of those families.

If group homes for the mentally or developmentally disabled, or for senior citizens, are to be considered for inclusion in Oakwood, they should be treated as special uses within carefully-selected residential zoning districts. The special use device would allow examination of necessary health and safety features and such issues as the appropriate number of residents per unit.



Implementation



OAKWOOD

Comprehensive Plan for the City of Oakwood, Ohio

Prepared by Trkla, Pettigrew, Allen & Payne and Robert J. Boylan and Associates

PLAN IMPLEMENTATION

The planning process in Oakwood has just begun. In many ways, formal adoption of the Comprehensive Plan is only the first step, not the last. Without continuing action to implement and update the Plan, City efforts up to this point will have little lasting impact.

After acceptance of the Plan as a policy guide by the City Council, there are several critical requirements for effective implementation of the Comprehensive Plan. First, the City should revise several of its regulatory measures, such as the zoning ordinance, subdivision regulations and building codes, in order to enforce effectively the Plan's new policies and recommendations. Second, the City should implement an overall marketing and promotional program to ensure that Oakwood maintains its unique position within the Dayton region. Third, the City should consider utilizing project scheduling devices, such as the Capital Improvements Program, which allow implementation of the most important public improvements on a priority system, while staying within budgetary constraints. Fourth, City officials must ensure that local residents continue to be actively involved in planning discussions and decisions. Finally, the Comprehensive Plan itself should be subjected to a monitoring process and be updated periodically to continually reflect local aspirations and opportunities. Several of these requirements are briefly discussed below.

DEVELOPMENT CONTROLS

The Comprehensive Planning Program has included a detailed review of Oakwood's development control system. Specific recommendations for revising and modifying the zoning ordinance, subdivision regulations, the building code, the fire prevention code, and the housing code have been received from the City's planning consultant. These recommendations will provide a reference in examining the present codes and ordinances following citizen review of the Comprehensive Plan.

The Planning Program has identified the possible need for special additional standards and guidelines related to the exterior design features on a lot. The City should consider preparing a new *Design Standards Manual* as a companion to the property maintenance provisions of the City's existing housing code. This new publication should address such issues as landscaping, screening, buffering, walls and fences, lighting, signs and graphics, and other exterior design considerations. The Manual should also address the preservation and replacement of trees and other vegetation. The new standards should encompass both new construction and major alterations and additions. The purpose of the new standards would not be to control or dictate architectural design or style, but to ensure enhancement and protection of Oakwood's special image, character and high quality physical environment.

The City should also consider techniques for achieving better coordination between the separate codes and ordinances. Many communities are now compiling all previously separate ordinances into a new single, streamlined *Development Control Code*, to ensure the coordination of administrative, enforcement and permit review processes.

Finally, it is recommended that the City consider formalizing (at least in graphic form) the overall development control system. The accompanying two figures should provide municipal officials and citizens alike with a better understanding of the planning and implementation process. Figure 6 illustrates the entire planning and development control system, reflecting the relationship between current technical information, policies and objectives, the comprehensive plan, the capital improvements program, and the regulatory codes

and ordinances. Figure 7 represents a map system, within which all of Oakwood's principal maps are arranged in logical sequence. This "system" could take the form of a portable atlas, or the component maps could simply be arranged in order around the Council Chambers.

CAPITAL IMPROVEMENTS PROGRAM

Another potential tool for implementing the plan is the Capital Improvements Program, which establishes schedules and priorities for all public improvement projects within a five-year period. The City first prepares a list of all public improvements that will be required in the next five years, including transportation and community facility projects. Then all projects are reviewed, priorities are assigned, cost estimates prepared, and potential funding sources identified.

The Capital Improvements Program typically schedules the implementation of a range of specific projects related to the Comprehensive Plan, particularly the restoration and upgrading of existing utilities and infrastructure facilities, including the water system, sanitary sewers, storm sewers, and the street system.

Oakwood's financial resources will always be limited, and public dollars must be spent wisely. The Capital Improvement Program would allow the City to provide the most desirable public improvements, yet stay within budget constraints.

MARKETING AND PROMOTION

The Comprehensive Planning Program identified considerable local interest in pursuing a more active and aggressive marketing and promotional strategy to help insure that Oakwood continues to attract quality new residents in the future. The Comprehensive Plan should be viewed as an important first step in the formulation of an overall marketing program. The Plan defines more precisely the City's official policies and objectives for the future of the community. It strongly confirms City government's commitment to maintaining and strengthening Oakwood as a high quality residential community. It establishes plans and policies for enhancing the community's attractive physical environment and convenient location, and for providing responsive municipal services and facilities.

The Planning Program developed several initial ideas and observations about a new marketing and promotional strategy which should now be pursued in more detail. A range of activities and materials should be considered, including new informational materials for existing and prospective residents; a "development policies kit, describing local development plans, policies, permit and review processes, etc.; a video program; special events and civic activities; special newsletters; and perhaps new professional staff to monitor and coordinate overall promotional and marketing activities in Oakwood.

CITIZEN INVOLVEMENT

The comprehensive planning process has begun to establish a healthy dialogue among local residents concerning the future of the community. Many citizens have thus far been involved in planning discussions. Oakwood has always been characterized by active citizen involvement, and this should continue to be standard policy. The planning process will affect everyone in the community, and everyone should contribute to planning decisions.

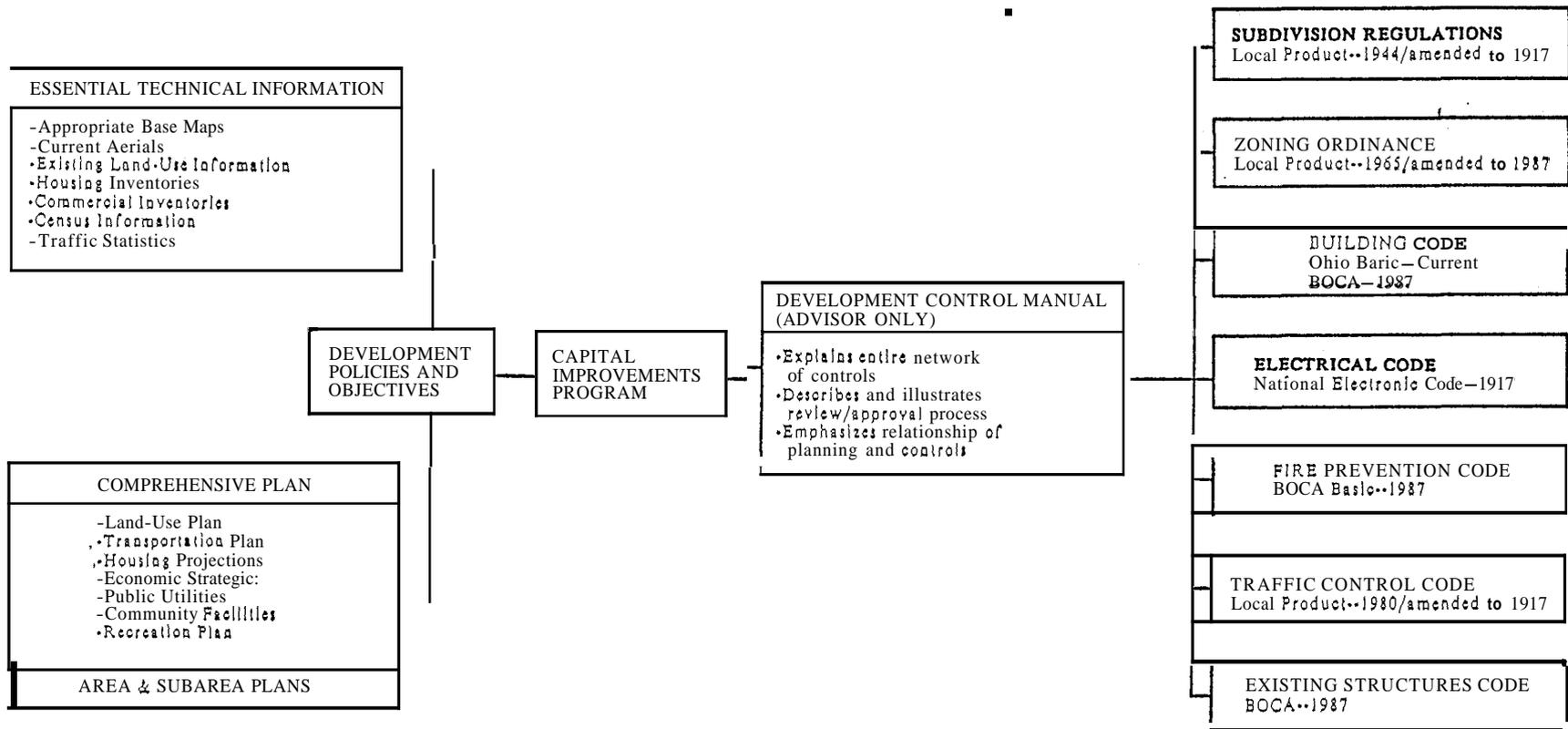


Figure 7
RECOMMENDED DEVELOPMENT CONTROL SYSTEM
Oakwood, Ohio

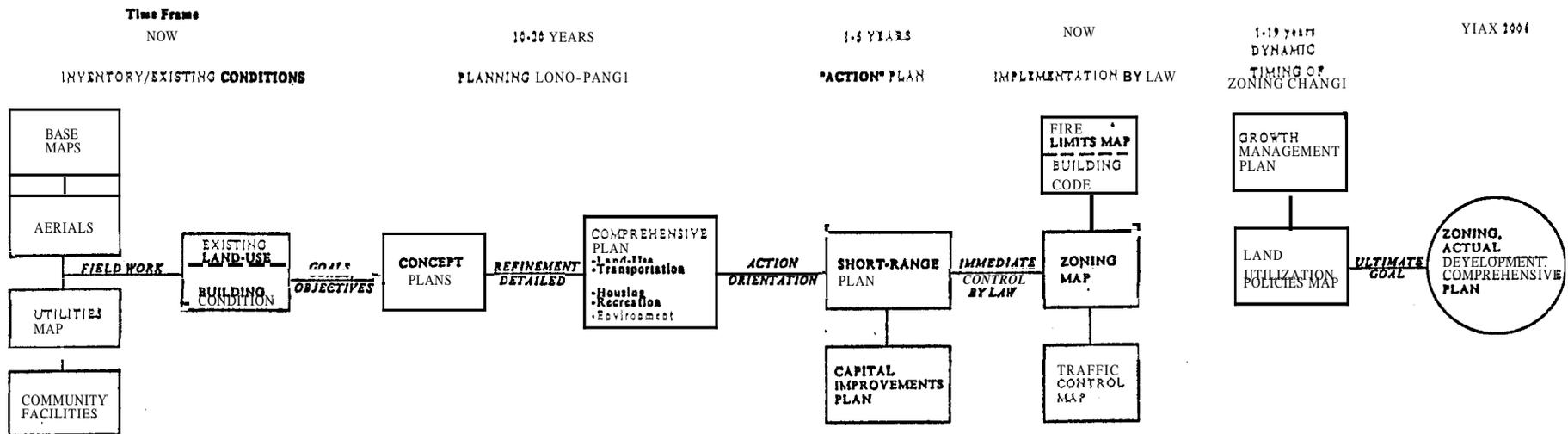


Figure 8
RECOMMENDED DEVELOPMENT CONTROL MAP SYSTEM
 Oakwood, Ohio

REVIEW AND REVISION

The Comprehensive Plan is not a static document. The planning process must be continuous. The Plan should be monitored and updated when necessary. If community attitudes change or new issues arise which are beyond the scope of the current Plan, the document should be reviewed and updated. From time to time, certain changes to the Plan document will be required. The Planning Commission and City Council should carefully review proposed changes and their implications and actively seek citizen comment on such proposals. If changes are found appropriate, they should be formally added to the Plan by legal amendment. Also, at five or 10-year intervals, the entire Comprehensive Plan should be reviewed and modified to ensure that it continues to be an up-to-date expression of community goals and intentions.

Since this is Oakwood's first Comprehensive Plan, much material and information about existing conditions and characteristics within the community has been compiled for the first time. If this information is kept current, it can be useful to the City in numerous other ways in the future. For example, the Existing Land-use Map should be continuously updated to provide an accurate description of existing development within the community at any point in time. It is also recommended that the City conduct a low-level flyover in order to obtain new aerial photographs of the community, as a companion to the Existing Land-use Map.

APPENDIX: POPULATION AND HOUSING CHARACTERISTICS

An overview analysis of population and housing within the City of Oakwood was undertaken as part of the Comprehensive Planning Program, including a review of existing characteristics, emerging trends and projections for the future. Information sources included United States Census Data for 1970, 1980 and 1986; a variety of materials prepared by the Miami Valley Regional Planning Commission; and interviews and discussions with local staff and community organizations.

CHARACTERISTICS AND TRENDS

Oakwood is an affluent, aging community experiencing a rather steady, although slight, decrease in population. It is also a highly educated, family-oriented community with an older but highly desirable housing stock. Even though population totals and characteristics have remained relatively stable during the past few years, several changes are beginning to take place in age, structure, family composition, and certain other aspects which may have important implications for the City in the future.

Highlights of the population and housing analysis are presented below, including population size, future projections, age structure, family characteristics, income, education, employment and housing stock. These provide not only a basic profile of the community as it exists today, but also what changes may be expected for the future. Throughout the analysis, comparisons are made between Oakwood, the neighboring communities of Kettering and Centerville, and the overall Dayton metropolitan area. Even though all of these communities have important differences, the comparisons can be helpful in defining Oakwood's special position within the area.

Population

- Oakwood had a population of 9,372 in the year 1980. This represents a decline of 7.2% from the 1970 population of 10,095. During this same period, population decreased in Kettering by 14.9%, increased in Centerville by 82.8%, and decreased within the overall Dayton metropolitan area by 2.6%. According to the Miami Valley Regional Planning Commission, Oakwood's estimated 1984 population was 9,010.
- e Population projections prepared by the Miami Valley Regional Planning Commission show a continued, although slight, decline in Oakwood's population into the 21st Century. These projections also show slow declines within the City of Dayton and most close-in communities.
- e Oakwood is an aging community. In 1980, 19% of the population was over 65 years of age. This compares with 10% in Kettering, 5% in Centerville, and 10% within the overall metropolitan area. In addition, 8.5% of the population in Oakwood was 75 years and older, also a much larger percentage than in neighboring communities.

- Currently, the 25-54 year age group is the largest in the community, indicating a strong labor force age representation locally.
- The school age population (17 years old and under) in Oakwood represents about 25 percent of the total. In comparison, the school age population represents 24% of the total in Kettering, 31% in Centerville, and 28% in the overall metropolitan area.
- e Household size in Oakwood is decreasing. Even though there was a slight decline in population from 1970 to 1980, the number of households actually increased from 3,713 to 3,719.
- Oakwood is no longer made up primarily of the traditional four-person family consisting of husband, wife and two children. Approximately 61% of Oakwood's population resides in one- and two-person households. This compares with 61% in Kettering, 47% in the Centerville area and 55% in the overall metropolitan area.
- o About 12% of Oakwood's population now lives in single-parent family households, which are most often headed by females. The female headed household represents an increase of 1.0% from 1970 to 1980. Single-parent households account for 10% of the total in Kettering, 7% in Centerville, and 18% in the overall metropolitan area.
- o 56% of Oakwood's families do not have children present. This group includes younger couples, "empty nesters," and other childless couples.
- @ Approximately 28% of Oakwood's households are non-family households, where persons are living alone or with unrelated persons. This compares with 29% in Kettering, 17% in Centerville, and 25% in the overall metropolitan area.
- 6 It is estimated that almost 80% of those living alone within Oakwood are female. In addition, many single householders are elderly. Almost 40% of the total number of people over 65 years of age currently live alone.

Education and Employment

- Oakwood is a highly educated community. Over 30% of the adult population graduated from a four-year college. This compares with 15% in Kettering, 24% in Centerville, and 10% in the overall metropolitan area.
- o About 41 percent of the working age population (16 years old and older) is not in the labor force, with almost 55 percent actively employed and only about 4 percent unemployed in 1980.
- e Oakwood's work force is heavily white collar, with 85% of those employed in managerial, professional, technical, sales or administrative positions. The employed labor force is almost 60% male, but the potential labor pool is more heavily female.
- e Less than one-quarter of Oakwood's workers actually work in the community. More than three-quarters of the working population commute to jobs outside of the community in the Dayton area. Almost two-thirds of these workers drive alone in automobiles to get to work.
- Approximately 53% of all families in Oakwood have two or more members who work at least part-time. This compares with 55% in Kettering, 58% in the Centerville area, and 52% in the overall metropolitan area. The number of school-age children with both parents away at full-time jobs is not as large as in many other communities, although this number may be increasing.

- o Approximately 16% of Oakwood's adult work force is involved in education. This percentage is much higher than in surrounding communities or the region as a whole.

Income

- Oakwood is one of the most economically affluent communities in the Dayton metropolitan area. Median family income in Oakwood is \$29,984, compared with 24,894 in Kettering, \$29,244 in Centerville, and \$20,976 in the overall metropolitan area. Median household income is \$26,087 in Oakwood, compared with \$20,687 in Kettering, \$26,986 in Centerville, and \$18,013 in the overall metropolitan area.
- o Per capita income within Oakwood is also comparatively quite high. Per capita income is \$13,846 in Oakwood, \$9,794 in Kettering, \$10,207 in Centerville, and \$7,511 in the overall metropolitan area.
- Approximately 15% of Oakwood's earning population receives less than \$10,000 per year. This compares to 20% in Kettering, 10% in Centerville, and 26% within the overall metropolitan area. It is believed that many of those earning less than \$10,000 within Oakwood are elderly.

Housing

- o Oakwood has long been known as a highly desirable residential community. Oakwood's 98% occupancy rate is one of the highest in the region.
- o Oakwood is primarily a single-family residential community. Approximately 81% of the total housing units are single-family detached. This compares with 68% in Kettering, 71% in Centerville, and 66% in the overall metropolitan area.
- e Oakwood is a community of homeowners. Approximately 82% of Oakwood's housing units are owner occupied. This compares with 69% in Kettering, 74% in Centerville, and 67% in the overall metropolitan area. The percentage of renter-occupied housing units in Oakwood has actually decreased since 1970.
- Housing values in Oakwood remain relatively high. The 1985 median sale price in Oakwood was \$94,403, compared to \$61,002 in the overall metropolitan area. However, this price has increased at a somewhat lower rate than within the region as a whole.
- Oakwood is characterized by older housing stock. Almost 80% of Oakwood's housing units were constructed prior to 1949, compared to only 22% in Kettering and less than 3% in Centerville. Only 6% of Oakwood's units have been constructed during the past 25 years.
- o More than 3890 of the community's housing units have 4 or more bedrooms. About 70% have 2 bedrooms or more. Oakwood has very few studio apartments (about 1.3 percent) at this time. The average number of rooms per housing unit in Oakwood is 6.8. This compares with 5.7 rooms in Kettering, 7.0 in the Centerville area, and 5.6 in the metropolitan area.
- Many current residents have been long-time Oakwood residents. Over 22% of the current residents lived in their present house prior to 1959. Although 42% of the population has moved in the past five years, many moved from another house in Oakwood.

ISSUES AND CONCERNS

Several issues and concerns related to population and housing have been identified which should be considered as the City continues to plan for the future:

1. Current trends suggest that Oakwood will continue to experience a slow decline in population. This could have an impact on the overall image and character of the Oakwood community in the future, as well as on the local tax base, housing stock, local businesses and municipal services. Even though all indications are that Oakwood continues to be a highly desirable residential community, the City may want to consider a more active marketing and promotion program to insure that the community continues to attract high quality residents in the future.
2. Oakwood is experiencing a significant increase in the elderly population. The percentages of Oakwood's population both over 65 years and over 75 years are significantly higher than in surrounding communities. The City should consider programs and services oriented to the special needs and desires of elderly residents. It should also consider housing alternatives which may be suitable or attractive to the elderly. In addition, the large number of elderly may also represent a potential resource in terms of community service, volunteer or part-time work within the City.
3. Oakwood's gradual decline in total population, coupled with the increase in the elderly population, suggests a decrease in the number of young families within the community. Since Oakwood has always been a very strong family-oriented community, the City's marketing and promotional efforts should focus on attracting new families. This will also have important implications for educational services, park facilities, recreational programs and other services and amenities.
4. Even though Oakwood continues to be a family-oriented community, there is a clear trend toward smaller families and smaller households. This trend may have important implications for the size and type of housing which will be most desirable in the future.
5. There is an increasing number of families in which two adults work, and in the number of single-parent families. Oakwood's schools have recently instituted an after-school "latch-key" program. Very young children are now served primarily by day care facilities outside Oakwood. The City should consider the need for other special services and programs for the children of working parents in the future.
6. The City has a growing number of unattached adults, including singles, divorcees, widows, and widowers. The number of women in these categories is quite high. The City should consider special services and programs oriented to the needs and desires of these residents in the future.
7. Oakwood's housing stock continues to be highly desirable. Housing values remain high and vacancy rates are low. However, compared to other neighboring communities, the housing stock is also quite old. It is essential that the City continue to ensure adequate housing maintenance. As new housing development occurs, either as replacement or on vacant land, new trends in housing needs and preferences should be considered.

8. Oakwood continues to be an affluent community, with income characteristics among the highest in the Dayton area. This suggests not only the continuance of a strong base of support for local businesses, but also the ability to continue providing a full range of high quality community services in the future.
9. The emerging trends in local population suggest that the City may be entering a transitional period. New families may be smaller, with two adults in the work force, although still affluent and highly educated. New families may or may not have roots within the Oakwood area. It is important that the City strive to meet the special needs and desires of new families. At the same time, it is also important that new families be assimilated into the community. Oakwood has always been characterized by a special community pride and spirit, and a willingness to support top quality services. This spirit must be fostered in new residents as well.