

GUIDING PRINCIPLES

The overall purpose of a comprehensive land use plan is to help guide future development in the City of Trotwood over the next 10-20 years. The city wants to encourage investment in a manner that will achieve a unified vision established through the following series of guiding principles. These principles are based on an understanding of what residents, community leaders, local organizations, and business owners want to see Trotwood become, balanced with an understanding of where the city has the most authority to direct development. For example, it was clear during the public meeting process that schools and education was critical, but the City of Trotwood does not undertake planning or curriculum development for the school district. The city can, however, serve as a partner in educational efforts. For this reason, the guiding principles do not speak to changes to the educational system, but rather providing programming and partnerships that can elevate work undertaken by the school district

As the City of Trotwood moves forward, the following guiding principles will serve as the overall policy considerations for when the city makes decisions on projects and development reviews. When new ideas and development opportunities arise in Trotwood, the City should first consider how any proposed action will fit within the context of these guiding principles. If the proposed action generally works in support of the principles, then the action will likely result in furthering the city's achievement of the vision of this plan.

- 1. Trotwood will encourage the types of investment and development that continue to foster the sense of connection between neighbors and the community, which makes Trotwood a place for everyone to feel a sense of belonging.*
- 2. Trotwood will provide opportunities for a range of housing in size, type, and affordability that will focus the density around areas with existing infrastructure and transit while targeting conservation of the rural areas where necessary infrastructure is not fully available.*
- 3. Trotwood will seek new job development opportunities that will increase the number of well-paying jobs in a more diverse array of industries, creating a more stable economic environment for the city and the region.*
- 4. Trotwood will forge its own identity, targeting investment and activities that can set itself apart from other communities, creating a community that is a destination, that will help boost the amount of pride residents have in their community.*
- 5. Trotwood will broaden its communication with residents, businesses, and stakeholders to help take control of its own story and highlight its history, its amenities, and the positive characteristics of the community that those who live here have come to value.*
- 6. Trotwood will provide critical services to its residents and businesses that include basic city services and infrastructure, but also recreational opportunities, events for community gatherings, and public spaces that will elevate Trotwood's identity from within and to the greater region.*
- 7. Trotwood will be a critical partner in its own future; leading some projects and activities where the city has the most authority, but also serving as a supporting partner where other agencies are better situated to achieve a specific objective of this plan or other planning efforts that benefit Trotwood including opportunities with schools, sports groups, and other recreational activities.*
- 8. Trotwood will expand opportunities for new leadership within the city and with partnering organizations as well as support volunteer activities that can expand opportunities for education, recreation, health, and career growth that will further leverage the efforts and resources the city government invests into the overall community.*
- 9. Trotwood will enhance its transportation linkages through the physical improvement of streets, transit, and trails, to provide for internal connectivity within the city, and also to provide easier linkages to the surrounding region.*

EXISTING LAND USE

How land in the city is currently used is an important piece of information needs to be evaluated to have an understanding of historic development patterns including where there is a need for new development and where there is a need for reinvestment. Map <> Existing Land Use was created using property tax information, cross-referenced with aerial photography, Google Street View, and field verifications. The land use map documents how properties are currently being used in the city. A land use map differs from a zoning map with zoning showing how land can legally be used, but not necessarily how it is currently used. There are instances in which properties may be currently used for residential housing but are zoned for commercial purposes and vice versa.

The Existing Land Use Map classifies properties in Trotwood under one of the existing land use categories. The map and related data do not focus on individual vacant lots within a subdivision or large-scale development but rather on the broader use of land within the city. For this reason, an entire subdivision may be shown as single-family residential even though several lots may remain vacant or there might be one or two duplexes mixed into the subdivision. The purpose of the existing land use analysis is to establish the basic trends of the city thus far in its development history.

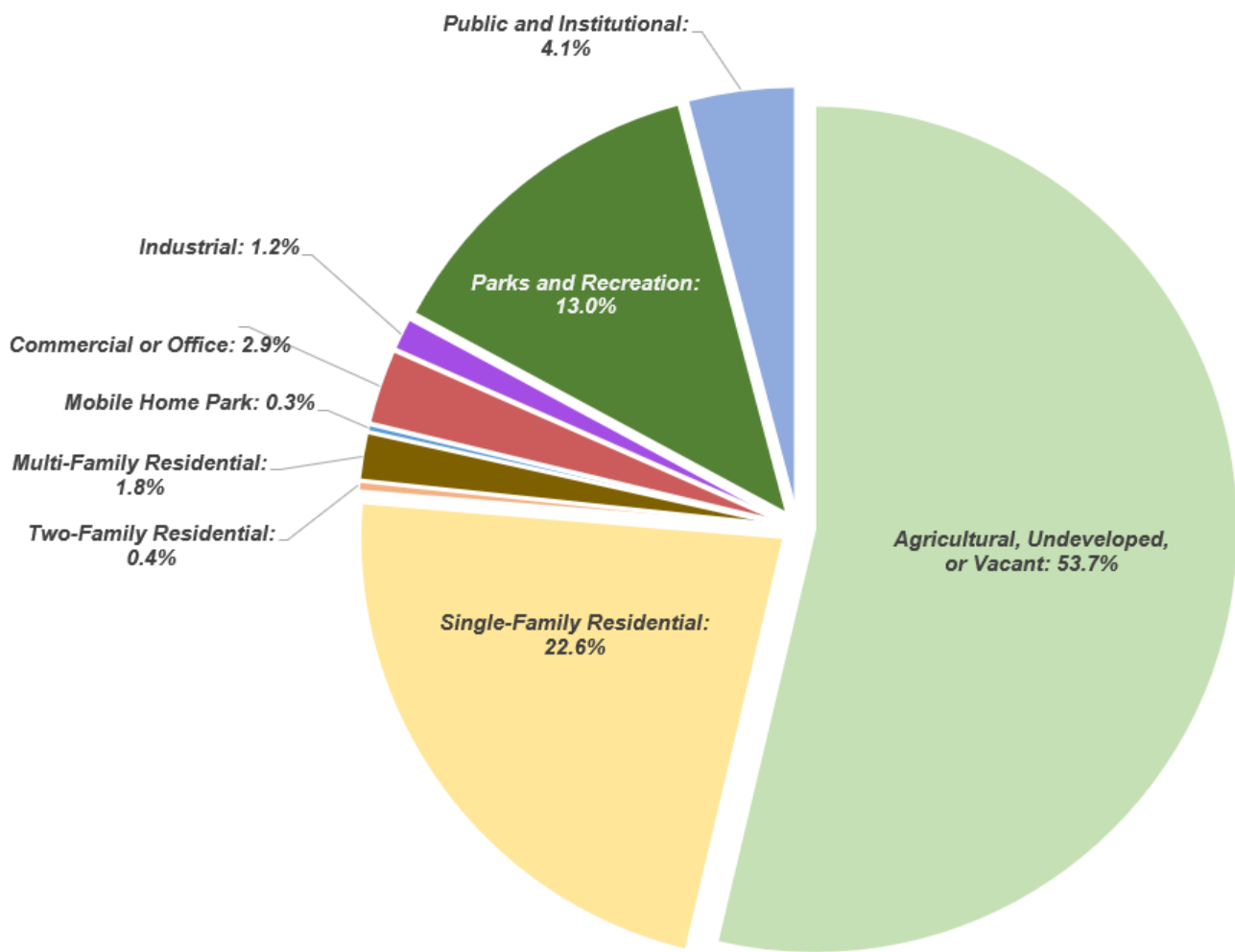
Existing Land Use Categories

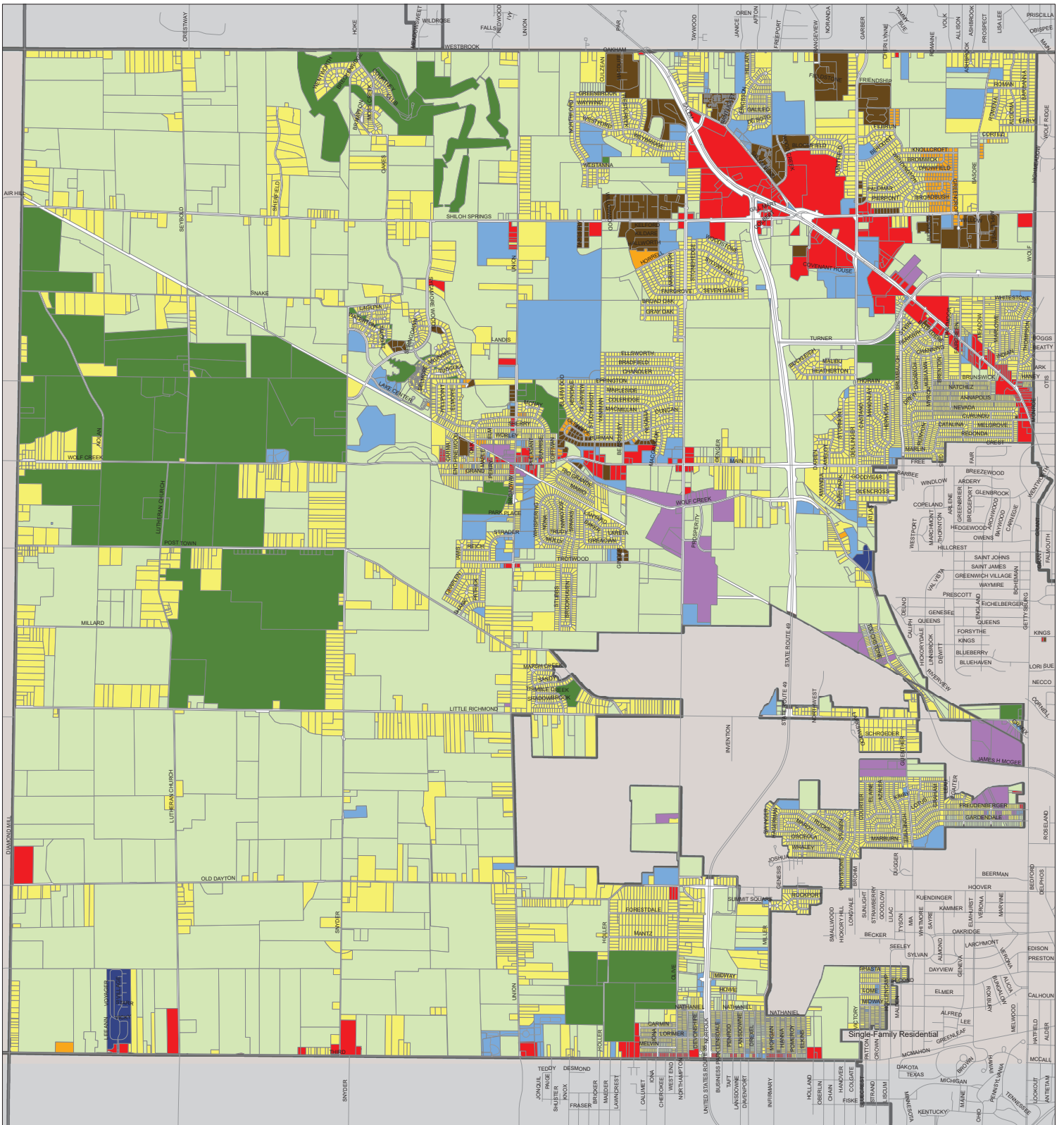
- **Single-Family Residential** uses are properties within the city with one detached dwelling unit located on a single parcel. In Trotwood, the older neighborhoods of single-family residential may also include occasional duplexes (two-family structures) or triplexes (three-family dwellings) within a single block.
- **Two-Family Residential** uses are properties within the city where there is one structure that contains two dwelling units that are attached, often referred to as duplexes.
- **Multi-Family Residential** uses are properties within the city where there are multiple dwelling units attached to one another, located on a single parcel. This land use category may include apartment buildings, townhomes, condominium complexes, retirement or nursing homes, and other attached housing.
- **Mobile Home Park** uses are properties within the city where there is a single lot that contains multiple mobile homes on individual pads. Areas where mobile homes are placed on individual lots are classified as single-family residential.
- **Commercial and Office** uses cover those areas of the city where the primary use is the provision of goods and services to the general public in a commercial setting or where there are establishments that provide executive, management, administrative, medical, dental, or professional services in either small or large-scale office buildings. This category can include mixed-use buildings with a residential component on upper floors.
- **Industrial** uses are properties used for the manufacturing, assembly, or distribution of goods or services that do not typically include the retail sale of such goods or services except as a minor accessory to the industrial use.
- **Parks and Recreation** uses are properties used for public or private open space and recreational uses such as playgrounds, ball fields, including city parks and the Marietta Country Club. There are some examples of parks being located on properties with city services, which may be classified as Public and Institutional uses.
- **Public and Institutional** uses are properties and structures used for the provision of services related to the general public (e.g., city offices, public utilities, or fire stations) or institutions such as schools, hospitals, and places of worship.

- **Agriculture, Vacant, or Undeveloped** uses are areas of the city that are maintained as farmland, fields, large tracts of properties that are not currently being used for any category listed above, or have not been developed for a permanent use.

The Existing Land Use Map illustrates land uses across the city. Figure <>, below, illustrates the ratio of land uses across the city. The 1999 Comprehensive Plan for Trotwood included a similar analysis and a comparison of the two shows that there have been some slight shifts with a slight increase in the amount of single-family residential and parks and recreation that is reflective of some residential growth since the last plan. However, there has been a loss of commercial and office uses due to the demolition and related vacancy of large tracts of land including the former Salem Mall and Hara Arena.

As noted earlier in the analysis of housing data, approximately 23.2% of the city's dwelling units are located in some form of multi-family housing from duplexes to apartment buildings, but that 23.2% of housing only occupies a little more than 2% of the total land in the city.





Trotwood Together

Existing Land Use

- Agricultural, Undeveloped, or Vacant
- Single-Family Residential
- Two-Family Residential
- Commercial or Office
- Multi-Family Residential
- Industrial
- Parks and Recreation
- Public and Institutional
- Mobile Home Park



FUTURE LAND USE PLAN

This future land use plan establishes the desired future land use types and characteristics for properties throughout the city based on the community's overall vision, existing land uses, environmental conditions, and general development patterns of the surrounding area. This section will help guide the decisions of the Trotwood Council, Planning Commission, departments, and other boards and commissions regarding a variety of issues such as rezonings, capital improvements, development of public facilities, and similar decisions.

General Land Use Guidance

The future land use categories and special area recommendations are described on the pages that follow the Future Land Use Map, but in general, there are a number of broad guidelines the city should use when considering land use and development decisions based on the future land use map and other recommendations of this plan.

- The future land use plan map is not intended to provide parcel-specific land use recommendations.
- The future land use plan map is intended to serve as a broad guide for continued development and redevelopment within the boundaries of Trotwood. The map is not a zoning map. It only serves as a general basis for the decision-making bodies of the city. Adopting this plan does not change any zoning in the city unless the City Council, Planning Commission, or a private property owner initiates a zone change that requires a separate and distinct hearing process with specific public notice requirements.
- In making any decisions around the boundaries between recommended land uses, the city should consider existing land uses in the area, the use and character of surrounding properties, the proposed development, and the general goals of this plan as it relates to the land use categories shown on the map to determine the best land use for a particular site. This is due to the fact that the land use plan is broader than a parcel-specific zoning map and there are many on-the-ground variables that will affect each decision.
- Several special areas have been identified on the map. These areas have unique qualities that create the possibility for the appropriate siting of multiple land use categories. It is the intent of this plan to allow the market to help decide appropriate land uses within these special areas while still establishing limits on what the city feels are appropriate land uses and densities for each of these areas. These special areas are described in more detail in the pages following the Future Land Use Map.
- Public and institutional uses (e.g., schools, places of worship, and community buildings), as well as parks, recreational facilities, and open spaces, are appropriate in all land use categories.
- This plan is not designed or intended to prevent anyone from reasonably developing their private property unless state or federal laws prohibit development (e.g., no development allowed in the floodways).

Future Land Use Categories and Special Area Recommendations

The following are the descriptions of the future land use categories identified in Map <>¹

RURAL CONSERVATION

Trotwood still has an extensive amount of rural and agricultural areas that will likely remain rural in the long-term due to lack of sanitary sewer services, rural roads, and general distance from more intense development. It is the intent of this plan to protect these areas for rural and agricultural uses, which would also accommodate larger residential lots. These areas should not be targeted for substantial development; however, the following development options may be appropriate in these areas:

- **Conservation Subdivisions:** Conservation subdivisions where the density reflects two units per acres across the entire project (gross density), but where the subdivision may be designed to reduce individual lot sizes for the protection of the remainder of the land for open space. Essentially, the same number of homes may be constructed, but clustered into smaller areas. These subdivisions are contingent on the ability to provide on-site septic or alternative sewer service that will allow for the smaller lots.
- **Limited Commercial:** Uses near the intersections of county roads, where there are existing commercial activities. Appropriate commercial uses include agricultural product sales or services, small-scale convenience uses, and other uses that will benefit residents and farmers in this area of the community.
- **Low-Impact Industrial:** While there is a lack of public sanitary sewer service in the rural conservation areas, the southwestern portion of Trotwood is at a critical juncture of other major infrastructure services including major gas transmission lines, high-voltage power lines, and close proximity to public water, that could open up the potential for some low-impact industrial development. Examples of this development include data centers, commercial solar, and commercial greenhouses where there is high investment in the property but little-to-no impact on surrounding properties, especially if sited properly with appropriate buffering. These uses can bring major revenue to the city without the impacts of more traditional industrial development. The city should consider allowing for such uses with some careful review of proposed development to ensure that it fits within the rural character of the area.

TRADITIONAL NEIGHBORHOOD

Trotwood has a mixture of neighborhood types that include older, core neighborhoods built around the grid street system, and several newer areas of development that reflect a suburban development pattern with primarily single-family homes in neighborhoods with curvilinear streets and cul-de-sacs. The traditional neighborhood areas should continue to be primarily single-family homes with a density of up to four units per acre or less with provisions for higher-density housing and limited commercial uses, as follows:

- **Moderate Density Housing:** A slightly higher density of up to eight units per acre may be appropriate in limited areas, if designed for patio homes or cottage housing (single-family detached) surrounding small courtyards or open spaces. The higher density may also be appropriate for some small-scale attached housing, such as rowhouses, townhomes, and attached patio homes, as part of a larger planned development or mixed-residential development where the predominant land use is single-family residential. Such uses shall be located in areas that serve as a transition between commercial areas and lower density residential uses or along arterial or collector streets. Higher density developments shall have

¹ In the final plan format, we will include an image or group of images for each of these categories.

greater emphasis on community amenities and recreational opportunities, including enhanced improvements with common open spaces.

- **Senior Living Developments:** Residential development that contain a mix of detached and attached living options for seniors is appropriate for traditional neighborhood areas.
- **Limited Commercial and Office Uses:** There are several examples of neighborhood commercial and office uses within the traditional neighborhood areas that should be allowed to continue but with minimal future expansion and appropriate buffering for any infill development.
- **Low-Impact Industrial:** Because of the confluence of infrastructure, the area of traditional neighborhoods south of Post Town Road and west of North Union Road may also be appropriate for well-designed low-impact industrial uses as described under the Rural Conservation category. For this area, any development should be located as far south, toward Little Richmond Road, as possible with increased screening and site design to protect nearby residential areas.

CORE NEIGHBORHOOD

Many of Trotwood's eastern and southern neighborhoods are older neighborhoods that grew out of the expansion from the City of Dayton. These neighborhoods are those that reflect historic urban development patterns that are traditionally focused along a grid street pattern, with a higher density of development than other residential areas in the city. It is not uncommon to find two- and three-family dwellings, and some limited commercial uses mixed into the fabric of these neighborhoods, especially at major intersections and along collector and arterial corridors. This plan encourages the continuation of the neighborhoods, including the range of uses that are located throughout. The primary land use in core neighborhoods is, and should continue to be, single-family detached homes with a density of up to six units per acre. The following are additional land use considerations for these neighborhoods:

- **Moderate Density Housing:** A slightly higher density of attached residential uses ranging from duplexes to townhomes and other attached housing types are common to many of the core neighborhoods, especially along the edges of the neighborhoods and in areas close to business districts. The city should allow for this broader mix of housing types in these core neighborhoods by preserving existing multi-family uses and allowing for the creation of new uses with the following considerations:
 - The density and design of the proposed residential use should blend in with the character of the surrounding neighborhood, with the potential for a slight increase in density than the single-family housing that is predominant in the area.
 - The primary areas for attached residential uses should be located along collector or arterial streets (major corridors).
 - Attached residential uses should be allowed in areas adjacent to nonresidential uses to serve as a land use transition or buffer between the more intense nonresidential use and nearby residential properties.
 - In no case should attached residential uses exceed eight units per acre.
- **Commercial and Office Uses:** The Core Neighborhood areas were constructed in an era when there was less separation of residential uses and nonresidential uses resulting in small neighborhood business districts and commercial areas. These districts and areas should continue with the following considerations:
 - The creation of new neighborhood commercial uses should be focused toward buildings originally designed for nonresidential uses, mixed-use buildings (nonresidential first floors), along existing neighborhood business districts, or at the corners of major roadways. While these areas are located in more walkable areas of the city, this plan recognizes the

continued reliance on cars for transit and as such, new nonresidential uses will require better access.

- Uses should be limited to neighborhood scale development such as small retail shops or offices. Along existing neighborhood business districts, higher intensity uses such as restaurants are appropriate.
- The density and design of any new nonresidential building should blend in with the character of the surrounding neighborhood in scale and massing. Big box stores or similarly large scale commercial or office buildings should be prohibited.
- Where there is a larger redevelopment project that contains some nonresidential uses, consider utilizing multi-family housing options as a transitional use between the nonresidential uses and nearby single-family homes.

LOW-INTENSITY MULTI-FAMILY

These areas of the city are where multiple dwelling units are attached to one another, located on a single parcel. This land use offers housing at a higher density than the single-family residential neighborhoods that are found in the traditional and core neighborhoods. This category of multi-family, attached residential is considered low-intensity because of the scale of building, typically one to two floors, with up to eight units per structure, as compared to a large scale, apartment building. This land use category may include small apartment buildings, townhomes, duplexes, two-family homes, and other attached housing with a density of no more than 11 units per acre. These areas are encouraged to remain as key locations for a mixture of housing options.

NEIGHBORHOOD MIXED USE

The City of Trotwood has a several clusters and corridors of small-scale commercial and office uses that are of a size and nature that are compatible with surrounding residential uses and often provide services to those local residents. This small-scale commercial and office mix should continue with a focus on maintaining a strong aesthetic with small-scale development connected to surrounding neighborhoods. Neighborhood mixed use business areas should be allowed under the following considerations:

- New uses should be small-scale commercial retail, office, and service uses. Live/work units and small mixed-use buildings (apartments on the second floor) should also be allowed.
- Buildings should be limited to a footprint of less than 20,000 square feet.
- Pedestrian connections to surrounding neighborhoods are important but otherwise, uses should be screened from adjacent neighborhoods with vegetation and decorative fences.

OLDE TOWN TROTWOOD

Olde Town Trotwood is the central core, or central business area, for the community and is the historic center of the community that formed when Trotwood was originally incorporated as a village in 1901. Like many other villages, this central hub of activity contained the whole range of land uses in a tight hamlet setting with access to the rail line. Today, that history remains evident with the older buildings and continued mixture of land uses. This area should continue to serve as a central mixed-use area for Trotwood with allowances for the existing industrial uses to continue, and the mixture of commercial and residential uses. New infill development should be in keeping with historic development patterns where buildings are often built closer to the street, on smaller lots, to retain a compact development form.

INDUSTRIAL AND COMMERCE

The industrial and commerce category is a designation for areas that will contain employment-oriented land use types that are predominantly non-retail. These areas should continue to be focused on non-retail-oriented jobs. These developments should also be focused on light industrial uses, including clean manufacturing centers, technology/data centers, distribution centers, supporting offices, research facilities, and other similar uses where business activities take place indoors. Buffering and good site design will be necessary to accommodate heavier truck traffic and minimization of impacts on any adjacent neighborhoods.

BUSINESS AND COMMERCE FLEX-SPACE

The City of Trotwood has a number of areas that would benefit from redevelopment due to vacancy, blight, or underutilization where there isn't necessarily one appropriate future land use. It is not the intent of this plan to dictate a singular land use that would be appropriate for these areas but to allow for flexibility to accommodate development based on market demands. However, there is a recognition that these business and commerce flex areas could contain a range of uses from low-intensity office and commercial to moderate scale industrial uses with operations that are entirely indoors. The focus of development in these areas should be on building appropriately scaled buildings with enhanced landscaping and screening to support a compatible proximity to residential uses.

MIXED-USE CORE

The area of Salem Avenue from Shiloh Springs Road to Olive Road has long been a regional commercial center within Trotwood. However, with the demolition of Salem Mall, nearby Hara Arena, and the loss of many commercial tenants, this area has become a mix of commercial activity and underutilized properties. Fortunately, there is a significant amount of available infrastructure in this area and access to public transit making this an ideal area to encourage investment in more intense activity with a focus on a mixture of commercial, office, and the highest density of residential uses allowed in Trotwood. Development in these areas could include the continued development of regional commercial activities but mixed-use development with apartments and commercial uses designed around public amenities and open spaces should also be allowed. For this area, density incentives should be provided in exchange for mixed use development that contains commercial or office uses in addition to residential as well as community amenities, such as improved parks and gathering spaces. The following is some general guidance for density incentives when there will be a residential component to development:

- Development that will include vertical mixed-use development with commercial or offices uses on the first floor and residential or office space on upper floors, should be allowed a gross density of up to 30² units per acre would be appropriate. This development should include some improved common areas to create attractive pedestrian amenities or recreation activities.
- Development that will include a mixture of uses, but where there are separate areas of residential and commercial development, should be allowed a gross density of up to 18 units per acre. In such cases, commercial and offices uses should be located closest to the major corridors and residential uses should be developed as a land use transition between the nonresidential uses and adjacent residential areas. These developments should also include improved common areas that provide community amenities beyond general open space.

² We will include photographic examples but this is reflective of three- or maybe four-story developments that contains smaller buildings. Something you might see in a small downtown. The densities of mixed use or apartment buildings that are being constructed in or around downtown Dayton are closing in on 60+ units per acre.

PARKS AND RECREATIONAL

The parks and recreational category designates property currently used for public or private parks and recreational uses. This category includes, but is not limited to, city and county parks, playgrounds, open space, walking trails. While the future land use map only designates parks and recreational uses that existed at the time the plan was developed, such uses may also be appropriate in other areas of the city, regardless of the future land use category.

PUBLIC AND INSTITUTIONAL

The public and institutional uses shown on the future land use plan only identify existing major public and institutional sites that include school campuses, hospitals, libraries, and larger city or institutional-owned properties. While the future land use plan only designates the larger, existing public and institutional uses, other public and institutional uses such as future schools, government uses, and churches may also be appropriate in other areas of the city, regardless of the future land use designation. This plan does not intend to identify potential future school sites as that falls under the authority of the Trotwood-Madison City School District, who undertakes their own planning efforts to determine the future need for new schools. The uncertainty of determining future school sites is also compounded by state requirements. For this reason, any significant developments, including large-scale planned developments, should include a dialogue with the school district to determine if the dedication of a new school site would be more appropriate than the improvement of the land for common open space.

MIXED-RESIDENTIAL OPPORTUNITIES

There are several areas within the city that provide the best opportunity for new residential development that either contain a current mix of residential types or, due to their proximity to business areas and infrastructure, would be appropriate for future mixed-residential development. Mixed-residential developments in these areas should contain a minimum of 75% of housing units that are single-family detached but could contain up to 25% of housing units that could include attached housing options including duplexes, attached patio homes, townhomes, or low intensity attached housing. The maximum gross density for these areas should be six units per acre.

SPECIAL AREA #1

The former Hara Arena site and nearby vacant land poses a significant opportunity for a range of development types that could be appropriate. In this area, any of the following land use categories described in this section would be appropriate provided the new development has appropriate buffering from adjacent residential uses:

- Traditional Neighborhood
- Core Neighborhood
- Low-Intensity Multi-Family
- Neighborhood Mixed Use
- Mixed-Use Core
- Business and Commerce Flex-Space

SPECIAL AREA #2

The Turner Road corridor poses an interesting issue for development along the corridor due to limited access to the adjacent properties. This will mean that any future development will require access from adjacent development or existing roads that do not connect directly to Turner Road. For Special Area #2, the following land use categories described in this section would be appropriate:

- Traditional Neighborhood
- Core Neighborhood
- Low-Intensity Multi-Family
- Neighborhood Mixed Use limited to the area near the Salem Road Intersection

SPECIAL AREA #3

Similar to Special Area #2, this area south of Turner Road will be limited to access from the south, generally through existing residential areas. For Special Area #3, the following land use categories described in this section would be appropriate:

- Core Neighborhood
- Low-Intensity Multi-Family
- Neighborhood Mixed Use limited to the area near the Salem Road Intersection

SPECIAL AREA #4

Special Area #4 is comprised of a large area of agricultural or undeveloped land sought of the United Theological Seminary and the Maria Joseph Nursing and Rehabilitation Center. This area has the potential for the widest range of development options that will ultimately be driven by the market. The following land use categories described in this section would be appropriate:

- Traditional Neighborhood
- Core Neighborhood
- Low-Intensity Multi-Family
- Neighborhood Mixed Use
- Industrial and Commerce
- Mixed-Use Core