

ORDINANCE NO. OR02-25

AN ORDINANCE BY THE TROTWOOD CITY COUNCIL ACCEPTING THE RECOMMENDATION OF THE TROTWOOD PLANNING COMMISSION TO REPEAL THE 1999 COMPREHENSIVE LAND USE PLAN FOR THE CITY OF TROTWOOD, OHIO, AND ALL AMENDMENTS THERETO, IF ANY, AND CURRENT SECTION 1103.05 “COMPREHENSIVE COMMUNITY DEVELOPMENT PLAN” OF THE TROTWOOD CODES OF ORDINANCES; AND TO ENACT THE 2025 COMPREHENSIVE LAND USE PLAN FOR THE CITY OF TROTWOOD, OHIO, AND NEW SECTION 1103.05 ‘COMPREHENSIVE LAND USE PLAN’ OF THE TROTWOOD CODES OF ORDINANCES.

WHEREAS, the Trotwood City Council, on January 19, 1999 by Ordinance No. OR03-99, adopted the Comprehensive Land Use Plan of the City of Trotwood, Ohio; and

WHEREAS, the City determined a need to update the Comprehensive Land Use Plan so as to better guide future land use and development decisions in order to achieve the desired outcomes for future development and reinvestment based on what the community envisions for the City’s long-term future; and

WHEREAS, the City secured the services of Compass Point Planning to assist with updating the City’s Comprehensive Land Use Plan, and it initiated the “Trotwood Together” project, which included a series of coordinated events and activities to gather information, ideas, and feedback from Trotwood residents and businesses about the City’s long-term planning objectives and goals; and

WHEREAS, after several public meetings and Steering Committee meetings, the Planning Commission held a public hearing on February 25, 2025, Case #PL-2025-01, after proper notice of said public hearing was given as provided by the City Charter. Following the public hearing, the Planning Commission voted to recommend Council adopt the 2025 Comprehensive Land Use Plan for the City of Trotwood, Ohio, as set forth in Exhibit “A” attached hereto and incorporated herein; and

WHEREAS, City Council, after holding a public hearing on April 7, 2025, accepts the recommendation of the Planning Commission and will adopt the 2025 Comprehensive Land Use Plan of the City of Trotwood, Ohio; and

WHEREAS, Section 1103.05 of the Trotwood Codes of Ordinances must be updated to memorialize the adoption of the 2025 Comprehensive Land Use Plan for the City of Trotwood, Ohio; and

NOW, THEREFORE, BE IT ORDAINED BY THE COUNCIL OF THE CITY OF TROTWOOD, STATE OF OHIO:

SECTION I: The 1999 Comprehensive Land Use Plan for the City of Trotwood, Ohio, and all amendments thereto, if any, are hereby repealed in their entirety.

SECTION II: City Council accepts the Planning Commission’s recommendation and hereby adopts the 2025 Comprehensive Land Use Plan for the City of Trotwood, Ohio, which is attached hereto as Exhibit “A.”

SECTION III: Current Section 1103.05 “Comprehensive Community Development Plan” is hereby repealed in its entirety.

SECTION IV: New Section 1103.05 “Comprehensive Land Use Plan” is hereby enacted as set forth in Exhibit “B” attached hereto and incorporated herein by reference, with additions in **bold** and underscore and deletions in ~~strikethrough~~.

SECTION V: It is hereby found and determined that all formal actions of this Council concerning and relating to the adoption of this Ordinance were adopted in an open meeting of this Council, and that any and all deliberations of this Council that resulted in such formal action were in meetings open to the public, in compliance with all legal requirements, including but not limited to, Section 121.22 of the Ohio Revised Code.

SECTION VI: This Ordinance shall take effect at the earliest time allowed by law.

Passed on this 7th day of April, 2025.

CITY OF TROTWOOD 3035 OLIVE ROAD TROTWOOD, OHIO 45426

ATTEST:

Kara B. Landis
KARA B. LANDIS
CLERK OF COUNCIL

APPROVED:

Yvette F. Page
YVETTE F. PAGE
MAYOR

Tyna R. Brown
TYNA R. BROWN
VICE-MAYOR

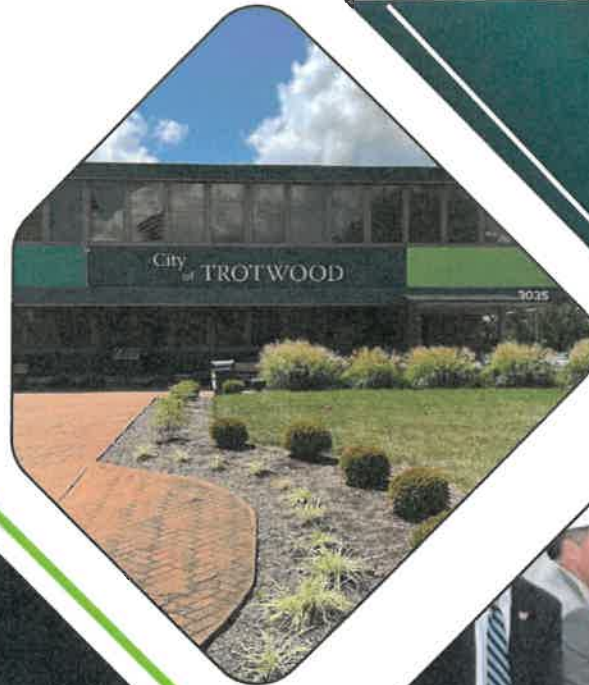
CERTIFICATE OF RECORDING OFFICER

I, the undersigned, hereby certify that the foregoing is a true and correct copy of Ordinance No. OR02-25 adopted by the Trotwood City Council at a regular scheduled meeting held on the 7th day of April, 2025, and that I am duly authorized to execute this certificate.

Signed this _____ day of _____, _____.

CLERK OF COUNCIL

2025



TROTWOOD
GROWING TOGETHER

CITY OF TROTWOOD

COMPREHENSIVE LAND USE PLAN



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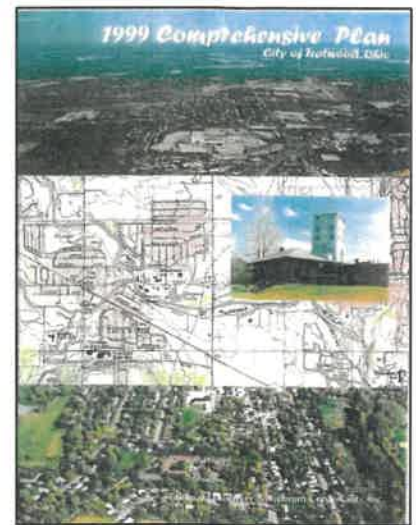


INTRODUCTION

Trotwood Together is a project the City of Trotwood initiated to develop a comprehensive land use plan that could help guide future land use and development decisions through a unified vision for the community's future. The city initiated this planning project for numerous reasons, including increased pressures for the development of uses previous planning efforts had not considered, but also to address questions about the demand and desire for a variety of housing types and the need for investment in critical business areas across the city. This plan is intended to allow the city to take charge of its future and have the critical conversations needed to decide the next best steps for the City of Trotwood. Ultimately, the city needed a plan that identified a desired outcome for future development and reinvestment based on what the citizens wanted for the city's future.

WHAT IS A COMPREHENSIVE LAND USE PLAN?

A comprehensive land use plan is a planning tool that evaluates various aspects of the city and establishes a series of policies to help guide future decisions about the community's physical, economic, and environmental aspects. Comprehensive land use plans are intended to be general in nature. They are also purposely long-term, recognizing that some visions cannot be achieved immediately but take years to accomplish. For example, a land use plan may incorporate higher-density housing recommendations in strategic areas of the city where there currently is no sewer service to accommodate such density. In this example, the plan establishes that the planned development form is appropriate, but only after the infrastructure has been extended to serve that development efficiently. This planning effort will replace the 1999 Comprehensive Plan.



City decision-makers, property owners, business owners, and even regional agencies can use all of the background information, guiding principles, and recommendations to make decisions based on what the community envisions it will be in the long-term future. A comprehensive land use plan can also be an effective tool when considering priorities for spending on capital improvements or seeking funding for various projects. Many state and federal agencies, including the Ohio Department of Transportation (ODOT), prioritize funding of projects identified in current comprehensive land use plans over projects in communities that do not have a plan.

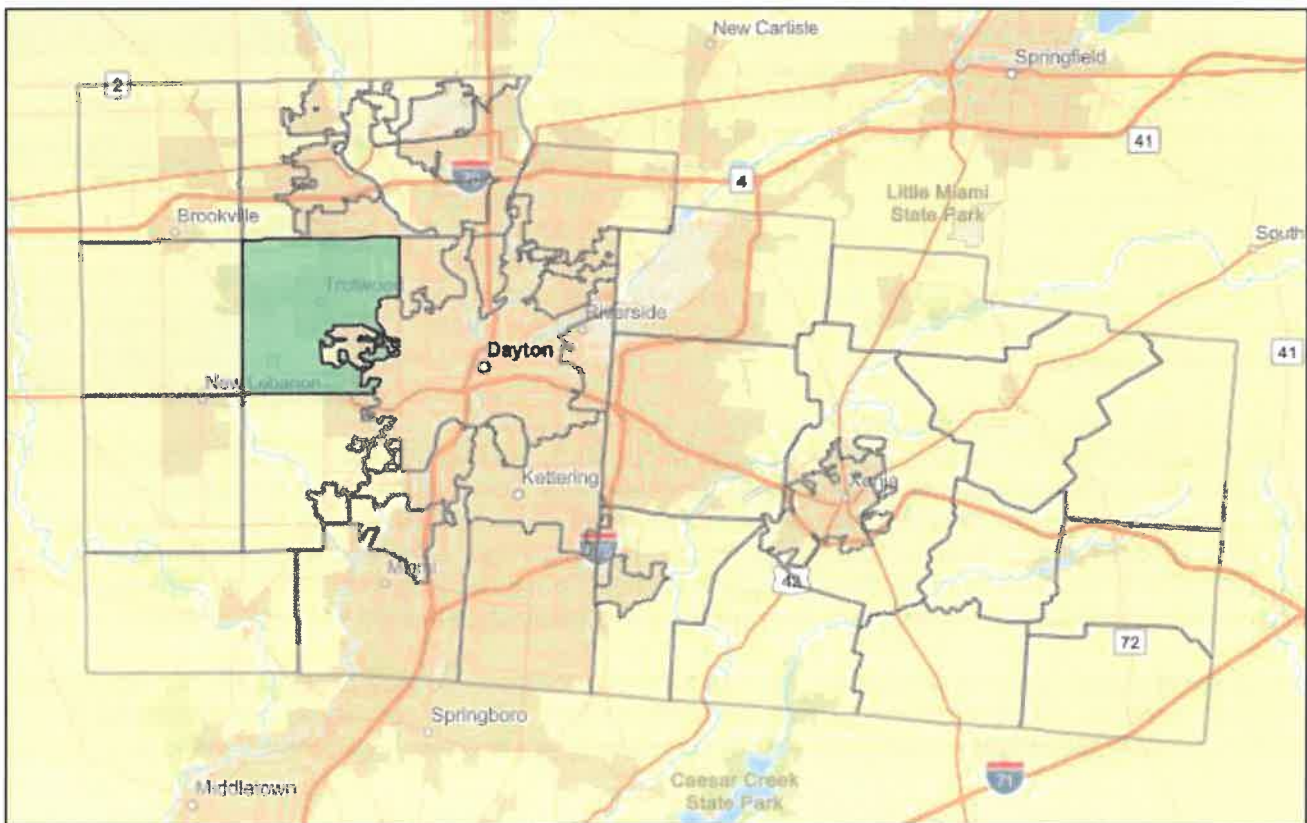
Adopting this plan does not change any laws or zoning regulations as they apply to the city, nor does it mean that the city will aggressively pursue annexation where future growth areas are discussed. It does, however, guide future changes that may be made to city policies, laws, and regulations.



TROTWOOD TOGETHER BACKGROUND

The City of Trotwood is located in the central area of Montgomery County, Ohio, just west of the City of Dayton. As shown in Map 1, the current city boundaries resulted from a resident-approved merger between the City of Trotwood and Madison Township in January 1996. At approximately 30 square miles, Trotwood is the second largest city in Montgomery County, second only to the City of Dayton. Unlike any other city in the county, Trotwood contains a broad mix of agricultural land close to suburban and urban development. The community values that mixture of rural, suburban, and urban development as residents appreciate the rural charm and character with close access to businesses, housing, and commercial activities.

While Trotwood is seeing an influx of economic investment, the city continues serving as a “bedroom” community to the City of Dayton, a primary driver of regional growth. This plan focuses on establishing a vision for future development that will continue to acknowledge the city’s role in the larger region, make the city more self-sufficient, and establish Trotwood as a destination in its own right.



Map 1: City of Trotwood Vicinity Map

THE TROTWOOD TOGETHER PROCESS

In 2024, the City of Trotwood embarked on a process to develop a new comprehensive plan that would focus on identifying ideas for the future of Trotwood and ensuring that the city has an up-to-date direction as it moves forward. To ensure that residents and businesses had multiple opportunities to participate, the city and consultants organized a series of events and activities to gather ideas and feedback throughout the process. The following summarizes the public participation activities that helped shape this comprehensive land use plan.

- **Project Branding and Website:** The City of Trotwood shared the project's branding and began publicizing information about upcoming meetings and existing information. A project website was setup at www.TrotwoodTogether.com to provide a central location to post documents and information about past and upcoming events.
- **Project Public Meetings:** In September 2024, the city hosted two project meetings (afternoon and evening) where over 80 community members came out to show their support and participate in guiding the city's future direction. This meeting set the foundation for big ideas and priorities for the city to evaluate.

Participants took part in two different activities. First, tables of participants were asked to identify the types of housing they felt would be appropriate within the city and identify those areas on a map. During the second exercise, participants were asked to come up with 'Big Ideas,' which were documented on posters for all to review. Each participant was then given four dots with a first, second, third, and fourth priority to post next to what they thought should be the priority issues.



- **Steering Committee Meetings:** Throughout the project, the steering committee met with staff and the consultants to review draft documents and strategies and provide suggestions for crafting this comprehensive land use plan. The committee comprised citizens representing various aspects of the city, including residents of rural and developed areas, long-term and short-term residents, business owners, etc. Their hard work and collective input helped create this comprehensive land use plan.
- **Online Survey:** In the fall of 2024, the consultants developed an online survey to allow the public to engage digitally, answering or expanding on questions posed at the kick-off meetings. Over 50 people participated. The feedback from this survey was incorporated into the final plan.
- **Open House:** On December 3, 2024, the city held an open house, which welcomed residents, past meeting participants, and other stakeholders to learn about the critical recommendations of the planning efforts. Participants were offered an opportunity to provide feedback.
- **Planning Commission and City Council Briefings:** In December 2024, the consulting team and city staff informally presented the draft plan recommendations to Planning Commission and City Council to address questions and take feedback on the draft plan components.
- **Adoption:** The city took the proposed plan through a formal adoption process with hearings in front of the Planning Commission and City Council that resulted in the plan's adoption in March 2025.



THE EVOLUTION OF TROTWOOD

A key component of any planning project is establishing an understanding of how the city has grown and developed into the community that it is now and then determining how the community wants to grow in the future. Evaluating how the city has evolved, including comparing it to communities across the region, creates a foundation for the city to plan for the future. Current trends can result from existing land uses and policies, which have shaped previous development and investment activities. Reviewing existing conditions and trends based on regional context can help the city determine what existing practices and policies are suitable and what policies should be refined or changed to fit the city's future needs. The following sections summarize baseline demographics and land uses critical to the Trotwood Together discussion. Please note that all regional context and trend information is based on the most recent available data, which can vary by the data source.

POPULATION

[Table 1](#) illustrates the historical population trends for the City of Trotwood, Montgomery County, the State of Ohio, and several nearby cities, along with the growth rates over the decades. The table shows what many in the community already know, that the city has been slowly losing population since the 2000s. Trotwood has experienced the impact of multiple trends that include the overall loss of population in the Dayton region, a national trend toward smaller families or households, and the loss of major employers. Even the State of Ohio has not seen significant growth in recent decades. The positive news is that much of the reduced population is due to a natural decline due to people living longer (more single-person households) and families having fewer children (less population in a single home than in previous years).

TABLE 1: POPULATION GROWTH						
	City of Trotwood	City of Dayton	City of Clayton	City of Englewood	Montgomery County	State of Ohio
1980 Population	7,809	193,536	752	11,329	571,697	10,797,630
1990 Population	8,816	182,044	713	11,432	573,809	10,847,115
1980-1990 Change	12.9%	-5.9%	-5.2%	0.9%	0.4%	0.5%
2000 Population	27,420*	166,179	13,347*	12,235	559,062	11,353,140
1990-2000 Change	211.0%*	-8.7%	1,771.9%*	7.0%	-2.6%	4.7%
2010 Population	24,431	141,759	13,209	13,465	535,153	11,536,504
2000-2010 Change	-10.9%	-14.7%	-1.0%	10.1%	-4.3%	1.6%
2020 Population	23,070	137,644	13,310	13,463	537,309	11,799,448
2010-2020 Change	-5.6%	-2.9%	0.8%	0.0%	0.4%	2.3%
2023 Population**	22,940	135,512	13,222	13,249	533,796	11,785,935
2020-2023 Change	-0.6%	-1.6%	-0.7%	-1.6%	-0.7%	-0.1%

Source: U.S. Decennial Census
 * Significant population increase due to mergers or incorporation of unincorporated township land.
 ** U.S. Census Population Estimate



The population of the City of Trotwood will likely continue to lose some population or remain stable in the near future. The Ohio Department of Development provides summary population projections for counties across the state that project potential population shifts through 2050. The state has projected an 8%+ population loss over the next 30 years across Montgomery County, and some of that loss may occur in Trotwood. While this is a generalized projection, there are some things the city can consider as part of this plan to help stabilize the population. These policies can include encouraging development and redevelopment that will bring a broader mix of housing options to the community and facilitate the redevelopment of underutilized properties. Population stability or growth is also closely tied to enhanced economic activity, which the city continues to work toward and is one of the critical themes addressed in this plan. Existing residents are happy to live in Trotwood and want to see it thrive as the small-town community they are familiar with. While few are pushing to see Trotwood grow explosively, many support some level of growth and investment that can support local businesses and bring in well-paying jobs and new convenience businesses (retail and restaurants) while strengthening this tight-knit community.



Age of Population

The age of a population can be an indicator of the city's future needs. As the population ages, there may be a need to shift the focus of services to older adults. In contrast, if there is significant growth in the younger age brackets, then there may be an increased need for enhanced school facilities and the programming of parks. This analysis compares the population of the city and surrounding areas to the State of Ohio. National trends indicate an increase in the number of people who wish to “age in place.” As such, it will be important to consider housing options for a wide range of ages.

The City of Trotwood has a median age that is higher than the median age across the state; however, you can see that it follows a trend that suburban communities tend to have an older population (e.g., Englewood and Clayton) over a major city or a county seat. [Table 2](#) shows that over the last 20 years, the median age in Trotwood has continued to creep up, but so have the median ages for the comparison communities. This slight shift in age seen by communities like Trotwood is on par with the national trend that shows people living longer and family sizes generally decreasing (i.e., large family and household sizes tend to mean a higher number of children).

TABLE 2: MEDIAN AGE			
	2000	2010	2020
City of Trotwood	38.4	42.1	44.4
City of Dayton	32.4	34.1	33.5
City of Clayton	39.2	42.3	47.0
City of Englewood	39.4	39.7	44.5
Montgomery County	36.4	39.3	39.1
State of Ohio	36.2	38.3	39.8
Source: U.S. Census			



Both Trotwood’s population of residents that are 19 years old or younger, and those between the ages of 25 and 54, have seen a significant loss since 2000, as shown in [Figure A](#). The population of residents aged 20-24 has dropped and risen through the years, most likely reflecting the changes in people choosing to remain in the community or move for college or jobs. Decreased population numbers for those under 19 can be tied to the trend toward smaller families (a natural decrease in the number of children) and households leaving the city. The decrease in population for those between 25 and 54 could be a sign of people and households moving away after high school and college and not returning. At the same time, a stabilization of adults aged 25 to 29 while all other age groups show people aging in place.

Like Trotwood, the increasing median age over the last decades reflects a regional and national trend. In response to the change in population demographics, the city must consider the potential need for different services and businesses to support the general aging trend of surrounding communities. Moreover, if the city would like to change the population trend outlook for 2040 and beyond, then the city may want to provide services that accommodate the needs of various age groups that it wishes to attract in order to maintain a balanced population.

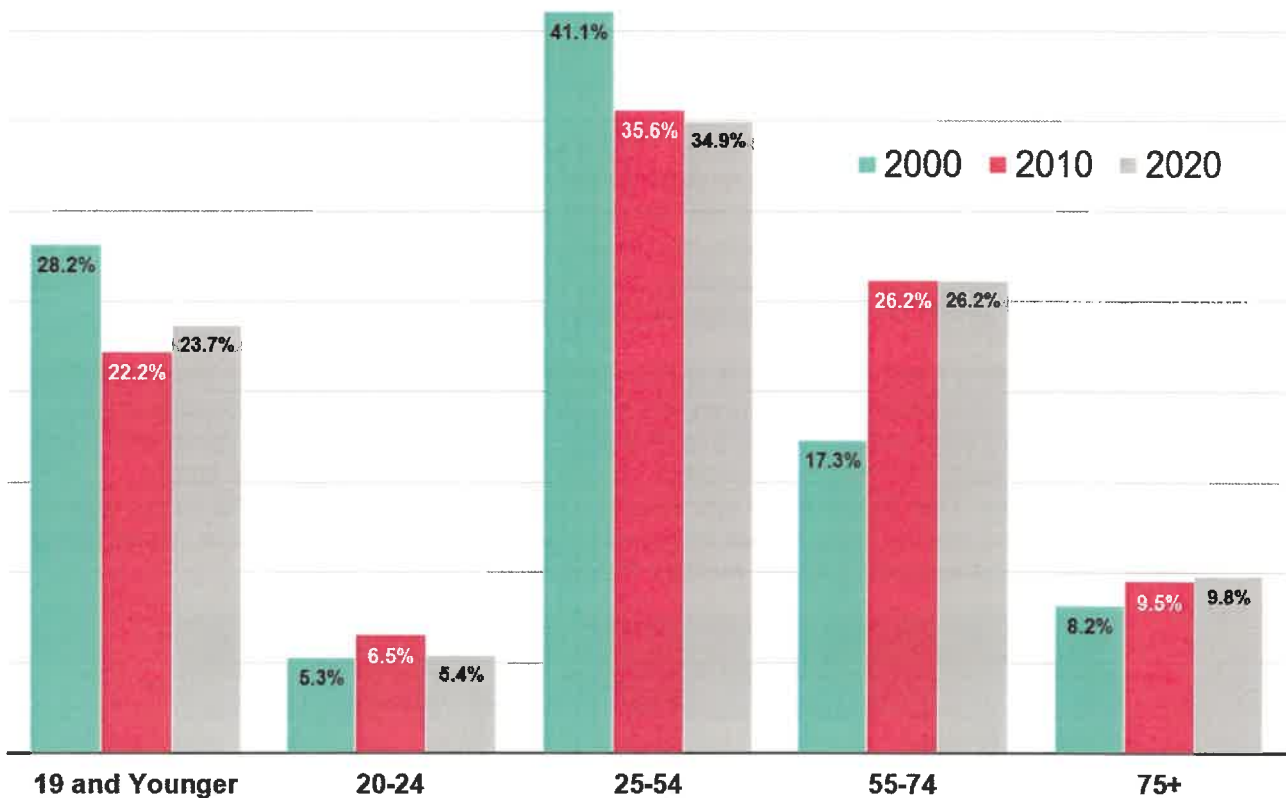


Figure A: Trotwood population shifts by age bracket between 2000 and 2020. Source: U.S. Census American Community Survey



HOUSING

Housing was a critical discussion across the city throughout the planning process. Residents have noted that it is a challenge to find attainable housing options in the city, especially new homes. This same issue is playing out across Ohio and the United States, regardless if you are in a small rural community or a large metropolitan city. The Ohio Housing Finance Agency details how the cost of housing is outpacing incomes, resulting in renters and homebuyers being “severely cost-burdened.” The state and federal governments are actively working to help increase the housing supply and reduce housing costs with various programs, while local communities are taking action with zoning reform and incentives to open up the market for more housing. This section of the plan provides a snapshot of housing data and trends within the City of Trotwood.

Housing Occupancy

[Table 3](#) below illustrates how the various occupied housing units in different communities were occupied, either by renters or owners, in 2010 and 2022. The City of Trotwood’s owner occupancy rate is below the state and county’s numbers but is higher than the City of Dayton and other major cities in Ohio. This is somewhat expected as Trotwood includes a lot of the higher-density, older development that grew out of an expansion of Dayton prior to falling under the control of the city at the time of the merger. Most significant cities will have lower owner-occupancy rates than their own county due to higher owner-occupancy numbers being found in rural and more suburban areas. The current division between owner and renter occupancy remains close to the 60/40 split that many communities strive for when considering a balance between a desire to see home ownership and a recognition of the need and demand for rental housing. It is also important to keep in mind that all of the communities highlighted in the table realized a reduction in owner-occupancy. This is reflective of many communities as there has been an overall shift in the perception of renting, and the younger population continues to capitalize on renting housing due to costs but also due to an increased desire to have more flexibility in their living arrangements.

TABLE 3: HOUSING OCCUPANCY				
	2010		2022	
	Owner-Occupied	Renter-Occupied	Owner-Occupied	Renter-Occupied
City of Trotwood	60.9%	39.1%	58.8%	41.2%
City of Clayton	85.7%	16.3%	81.6%	18.4%
City of Englewood	70.8%	29.2%	69.5%	30.5%
City of Dayton	50.3%	49.7%	48.4%	51.6%
City of Cincinnati	41.2%	58.8%	39.3%	60.7%
City of Columbus	49.5%	50.5%	44.7%	55.3%
Montgomery County	64.5%	35.5%	62.3%	37.7%
State of Ohio	69.0%	31.0%	66.8%	33.2%
<i>Source: U.S. Census – 2010 and 2022 American Community Survey</i>				



Housing Types

Understanding the basic physical characteristics of the existing housing stock is the first step in determining whether changes are needed to any local housing policy. This section provides an overview of the existing housing types in the city and the overall age of the housing stock. This information, coupled with previous analysis of occupancy, lays out the basic housing trends in Trotwood and the region. Housing trends can alert the city if the population is aging and if there will be a larger hurdle for residents to maintain their properties. For instance, the decline in individual owners and the increase in renters can lead to absentee landlords, which could delay property maintenance and cause an increase in code enforcement and property maintenance complaints.

In 2022, the American Community Survey (U.S. Census) estimated that 71.0% of all occupied housing units in the City of Trotwood were single-family detached dwellings. See [Figure B](#) for a breakdown of the number of units in individual structures. This is compared to 63.4% in Dayton, 67.9% in Englewood, 82.2% in Clayton, and 69% across the entire state.

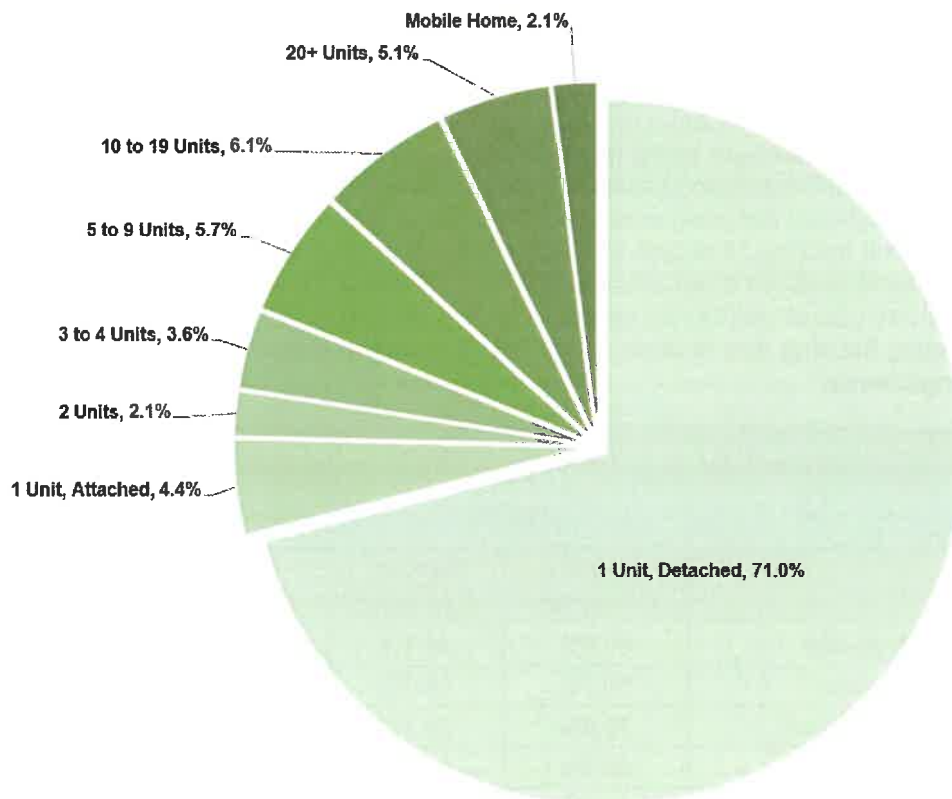


Figure B: Breakdown of the number of units within a single structure in Trotwood. Source: U.S. Census - 2022 American Community Survey

While over 70% of the city's housing stock is comprised of single-family detached homes, those homes only occupy approximately 25% of the land area (See discussion on existing land use in later chapters).

For the city to grow and diversify its housing market while providing more housing options, it will need to undertake a comprehensive review of any barriers within its codes and implement creative growth strategies. These strategies are discussed further in the Plan Implementation section.



Age of Housing

Trotwood had its biggest growth in housing between 1940 and 1980, and ever since, the amount of housing built in the city has slowed, as illustrated in [Figure C](#). This means that more than 80% of the city’s housing stock is at least 45 years old or older. This same issue is seen across the region and the state, with the state having a slightly higher percentage of new homes in more recent decades. Since the 2008 housing bubble collapse, new housing construction has stalled in many communities, even in larger cities like Columbus, which is currently one of the fastest-growing communities in Ohio as far as new housing builds. As noted earlier, there is a push across the nation to facilitate new housing construction because of the lack of housing supply, which directly impacts cost. Additionally, there have been shifts in the desired type of housing where younger generations are not seeking out single-family detached homes on larger lots, which many cities require as part of their zoning. For this reason, many of the housing-related strategies of this plan focus on opening up more opportunities for a variety of housing.

The age of housing is also an important factor because it sheds light on the quality of the homes that were constructed and the types of modern amenities included in the homes. Homes in the pre-war era came from the city, serving as a central community and economic hub for the larger region. These properties tended to be single-family homes on 50 x 100-foot lots, of simple construction, with a range of sizes. Housing built after the 1990s is typically 80% larger than housing built during the 1940s. As the existing housing stock continues to age without new housing being built or home renovations and modernizations being implemented, there may be growing concerns related to the condition of housing in Trotwood and its conformance with the existing building codes and standards.

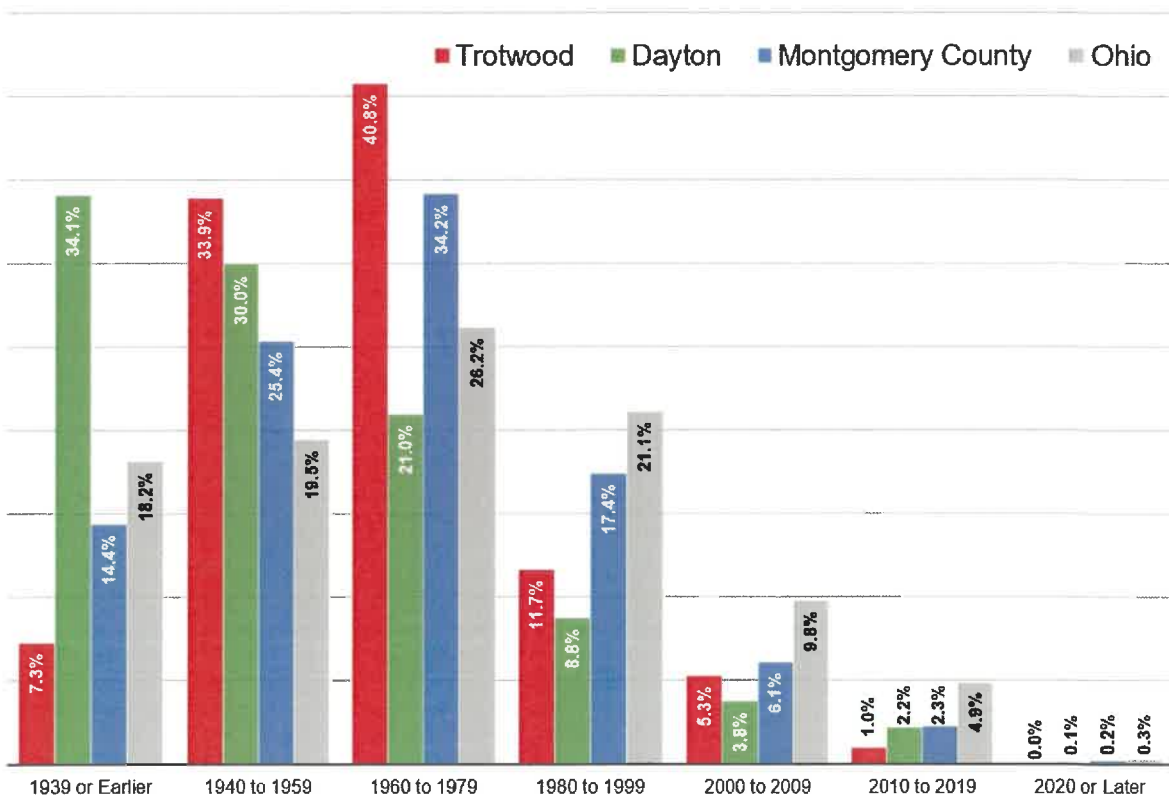


Figure C: The years a structure was built based on the total number of occupied housing units. Source: U.S. Census – 2022 American Community Survey



Cost of Housing

According to the 2022 American Community Survey, the median value of a home in the City of Trotwood was \$91,300 compared to \$154,300 in Montgomery County and \$183,300 in all of Ohio. Strong housing values can contribute to a stronger community and local economy. However, high housing costs can limit housing options and may prevent people who work in Trotwood from actually living in the city. The median cost for rental properties is \$898 per month, less than the median rents in Montgomery County (\$925) and Ohio (\$945).

Census data is based on values reported as part of the U.S. Census gathering efforts and is not always completely reflective of actual values and costs. In order to provide relevant information regarding current home prices, a basic search of homes for sale was conducted using realtor.com in February 2025. The search captured a sample of real-life housing availability within the city. The search resulted in 79 listings of homes or land for sale within the municipal boundaries of Trotwood. [Table 4](#) illustrates the breakdown of prices of the available housing stock within the city in February 2025. Nearly half of the homes available were priced between \$100,000 and \$250,000, which is often seen as a reasonable cost for homes, but a spot check of such homes also shows many are being sold for investments that will require additional costs for improvements and maintenance. Several of the homes that exceed \$250,000 appear to be some of Trotwood’s newer homes or, in several cases, were duplexes.

TABLE 4: TROTWOOD REAL ESTATE PRICE SNAPSHOT	
Listing Type/Value	Number of Listings (% of 61 Listings)
Land Only	15 (19.0%)
Under \$100,000	13 (16.5%)*
\$100,000 to \$250,000	40 (50.6%)
\$250,000 to \$400,000	9 (11.4%)
Greater than \$400,000	2 (2.5%)
<i>Source: Realtor.com – February 2025</i>	
<i>* Three homes in this category were sold as foreclosures.</i>	

While this analysis is just a snapshot of housing availability at one time of year, it shows that less than 1% of the total housing stock in Trotwood is available for consideration to purchase. This is not terribly out of line with the tight housing market in other areas of the state or nation, nor is it out of line with the vacancy rates of owner-occupied and rental-occupied housing units, as identified by the U.S. Census. It is, however, a percentage that is significantly less than the 12.2% vacancy rate of all housing units that the U.S. Census identified in 2023. Every community is going to have a much higher total vacancy rate than what is actually on the market because the total vacancy rate includes properties that are in foreclosure, tied up in legal questions, or abandoned. A significantly high vacancy rate can be a signal of blight, absentee landlords, and other housing issues that the city will have to tackle.



ECONOMY

The economy in Trotwood was an important discussion among members of city leadership, existing business owners, and residents alike. People want to see stability in the job market on top of the growth of businesses, especially those with well-paying jobs. Residents expressed their excitement for several recent industrial projects under development in Trotwood. Participants in the planning process expressed an interest in seeing more homegrown businesses, more activity downtown and in other business areas, and an expansion of service businesses that will minimize the need for residents to leave the region to shop or seek specialized services. The focus of this section is on current economic indicators related to those who live and work in the City of Trotwood.

Employment Locations

One evaluation of the economic vitality of a city is to consider where residents work and where workers with jobs in the city live. This analysis was conducted using U.S. Census estimates derived from payroll tax and unemployment insurance payment records maintained by each state through a program called OnTheMap to establish a baseline of residential and workforce commutes. The following is data related to employment commuting patterns:

The 2022 OnTheMap data estimates that there were approximately 3,772 private primary jobs within the City of Trotwood. Approximately 324 of those jobs were for people who both lived and worked in the City of Trotwood, while 7,354 residents left the city to work elsewhere, primarily in Dayton and other areas of the county. At the same time, 3,448 people who reside outside of Trotwood have jobs in the city. See [Figure D](#), [Table 5](#), and [Table 6](#).

These numbers show a decrease from the 2002 estimates (earliest data available) when there was a total of 5,643 private primary jobs in the city. A significant number of the jobs that were lost were in the retail, accommodation, or food service industries, which occurred with the loss of the Salem Mall, Hara Arena, and multiple other major retailers in the area. However, the percentage of industrial jobs has remained the same while the number of people who work in health care has increased.

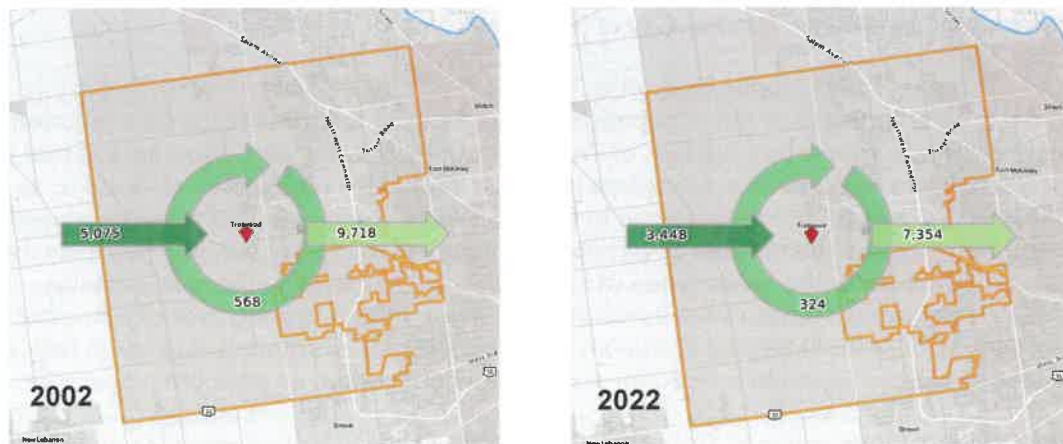


Figure D: Illustrations of the inflow (people commuting to a job in Trotwood) and outflow (residents commuting to work outside of Trotwood), as well as the number of residents who live and work in the city for both 2002 and 2022.



TABLE 5: COUNTIES WHERE RESIDENTS WORK	
	# of Employed Residents
All Counties	7,678
Montgomery County, Ohio	61.3%
Hamilton County, Ohio	5.7%
Greene County, Ohio	5.0%
Franklin County, Ohio	4.7%
Butler County, Ohio	3.7%
Warren County, Ohio	3.5%
Miami County, Ohio	2.6%
All Other Counties	13.5%

TABLE 6: COUNTIES WHERE EMPLOYEES RESIDE	
	# of Workers
All Counties	3,722
Montgomery County, Ohio	51.5%
Greene County, Ohio	4.6%
Butler County, Ohio	4.0%
Franklin County, Ohio	4.0%
Lucas County, Ohio	3.9%
Miami County, Ohio	3.9%
Hamilton County, Ohio	3.5%
All Other Counties	24.6%

Source: U.S. Census OnTheMap for the year 2022

Employees and Occupations

Beyond the total number of employees, it is important to have an understanding of the occupation of the employees. Additionally, it is important to have a comparative understanding of the occupations of residents who largely work outside of the city. These analyses were conducted in order to establish a side-by-side understanding of the potential mismatch between jobs in the community and the occupations of residents. The occupation of residents (who are 16 years and older and employed in the civilian sector of the labor force) was categorized by the U.S. Census based on the industries in which residents were employed. The information was compared to the OnTheMap data regarding the occupations of people who work in the City of Trotwood.

In 2022, an estimated 3,772 people worked in Trotwood, and 22,939 people lived in the city. [Table 7](#) breaks down the percentages of the occupations of residents in the labor force as compared to the occupations of people who reside outside of Trotwood but work in the city. You can see that there is an obviously strong base of jobs in the education or health care fields, commonly referred to as the “Eds and Meds” industry, with 27.4% of residents in the labor force working in that industry. However, you can also see that a significant number of people who work in the city but are not residents are commuting to Trotwood for the same types of jobs (29.2%). On the opposite side of things, 16.7% of the labor force residing in Trotwood have occupations in the manufacturing industry, but that industry comprises only 4.0% of the total jobs in the city. These examples of where a mismatch between jobs and residents exists can illustrate a need for changes to balance out an economic policy. For example, there may be a need for a wider range of housing types and values to encourage more people who work in the Eds and Meds to live in Trotwood. Conversely, there is likely a need for growth in certain industries, such as manufacturing, to offer more jobs within the city that fit the occupations of its residents.



TABLE 7: INDUSTRIES OF EMPLOYEES AND RESIDENTS IN TROTWOOD (2022)

Industry	Industry of Employees	Industry of Residents
Agriculture, forestry, fishing and hunting, and mining	0.0%	0.0%
Construction and utilities	8.0%	3.0%
Manufacturing	4.0%	16.7%
Wholesale trade	10.7%	2.9%
Retail trade	17.3%	10.4%
Transportation and warehousing, and utilities	6.5%	6.4%
Information	7.9%	0.5%
Finance and insurance, and real estate and rental and leasing	2.3%	4.6%
Professional, scientific, and management, and administrative and waste management services	6.4%	11.6%
Educational services, health care, and social assistance	29.2%	27.4%
Arts, entertainment, and recreation, and accommodation and food services	5.3%	8.5%
Other services, except public administration	2.4%	4.6%
Public administration	0.0%	3.5%

Data Source: U.S. Census OnTheMap for the year 2022 and U.S. Census 2022 American Community Survey





Workers and Household Income

The incomes of residents in Trotwood are less than those of the surrounding region, with the exception of Dayton, and significantly lower than the state median incomes. This is important when considering the cost of housing and the disposable incomes of community members. [Table 8](#) below compares the median income of all households and family households for multiple communities in the region. The median income is the income of a resident in the financial middle of the rest of the community, meaning half of the households in the jurisdiction make less than the median income, and the other half of residents make more than the median income. It is also important to consider future economic policies on the types of businesses the city wants to encourage to operate in Trotwood. Some communities establish policies where the creation of any job is considered good, regardless of whether there are few jobs on a site or if they pay minimum wage. Other communities focus incentives and efforts only on job development, which will be a boon for the overall community. The table includes the median income for both family households and all households. Family households are those with two or more people related by birth, marriage, or adoption, plus potentially other non-family members. This means that single-person households are only included in the “all household” calculation. For a community with a generally older population, this can include people who are in retirement or small households, which is why the median income is usually smaller than family households.

TABLE 8: MEDIAN HOUSEHOLD INCOMES		
Community	Median Income of All Households	Median Income of Family Households
City of Trotwood	\$46,442	\$58,540
City of Clayton	\$89,282	\$95,053
City of Englewood	\$67,769	\$67,578
City of Dayton	\$41,443	\$52,599
Montgomery County	\$61,942	\$81,910
State of Ohio	\$66,990	\$86,508

Data Source: U.S. Census 2022 American Community Survey

In addition to evaluating the income of households, the U.S. Census provides information on the general income of employees in Trotwood through the OnTheMap program. [Table 9](#) illustrates the income for employees in Trotwood as compared to other places in the region. Workers in Trotwood tend to make more money than workers in Englewood but less than that in the state and county.

TABLE 9: INCOME OF EMPLOYEES		
Community	Total Workers in 2022	% of Workers Making \$3,333 per month or more
City of Trotwood	3,722	46.5%
City of Clayton	3,953	47.9%
City of Englewood	4,035	41.6%
City of Dayton	61,357	59.6%
Montgomery County	211,770	54.9%
State of Ohio	4,224,550	50.9%

Source: U.S. Census OnTheMap for the year 2022



EXISTING LAND USE

How land in the city is currently used is an important piece of information that needs to be evaluated to understand 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 multiple dwelling units are attached to one another and 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, and city parks. 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, or 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 E](#), 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 23.2% of housing only occupies a little more than 2% of the total land in the city.

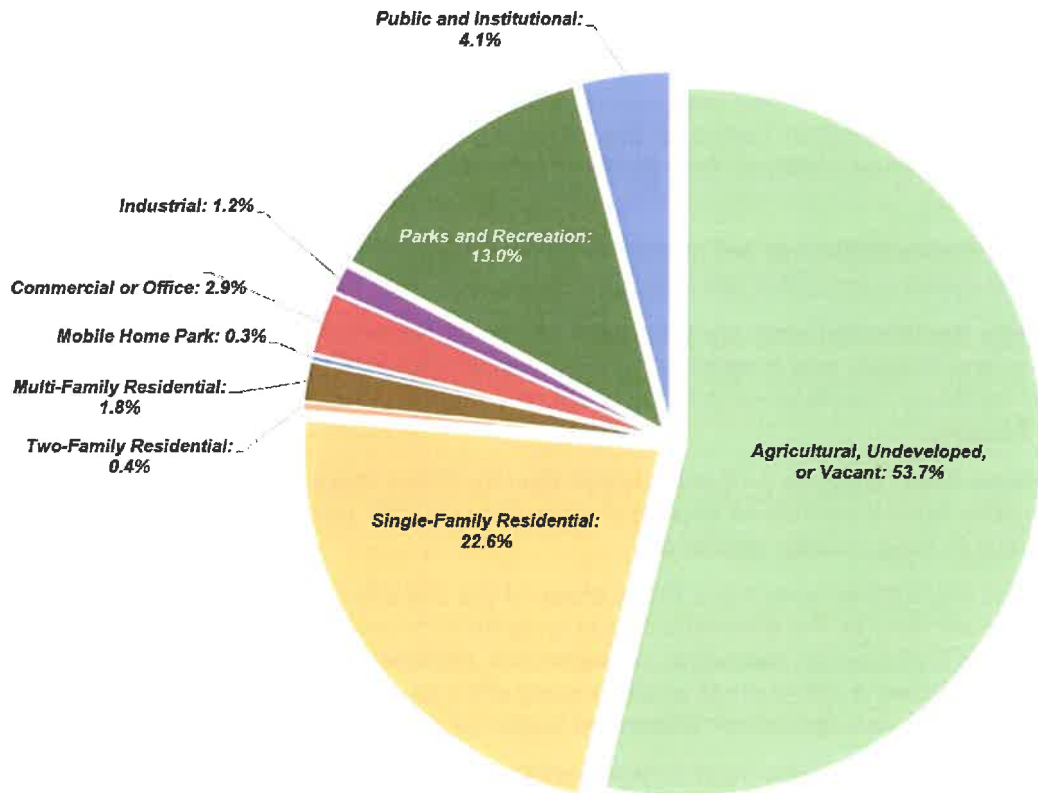
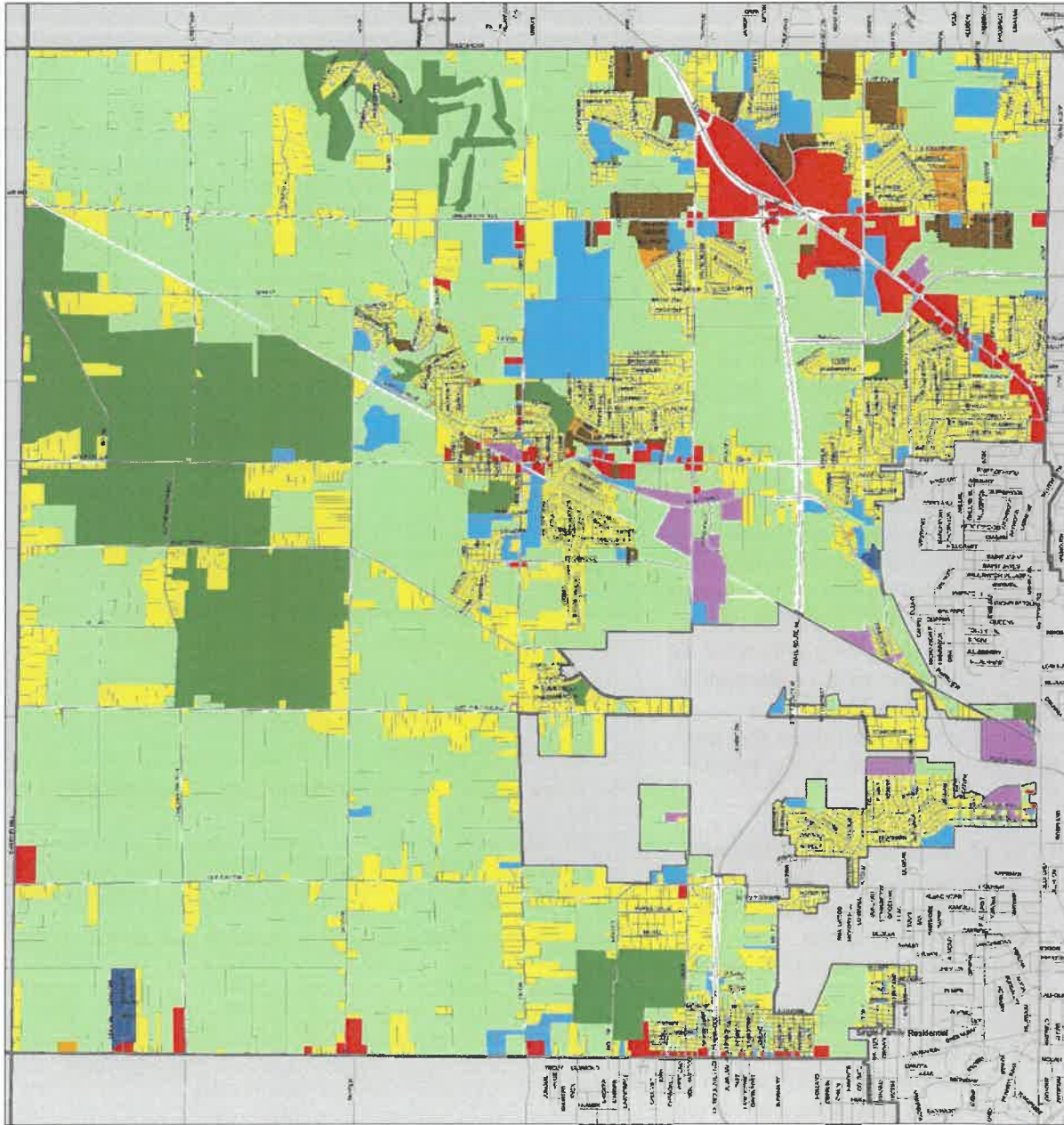
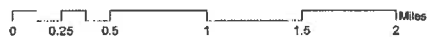











Figure E: Distribution of existing land uses in 2024.



Trotwood Together Existing Land Use



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





GUIDING PRINCIPLES

The overall purpose of a comprehensive land use plan is to 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 were critical for the future, 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 provides for programming and partnerships that can elevate work undertaken by the school district.

As the City of Trotwood moves forward, the guiding principles establish the overall policy considerations for when the city makes decisions on projects, development tools, investment activities, and new development. 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.

TROTWOOD TOGETHER GUIDING PRINCIPLES

1. Trotwood will encourage sustainable types of investment and development that continue to foster equity, environmental justice, and a 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 costs 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. At the same time, the city will encourage the development of housing that will promote home ownership.
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. Such development should help support a resilient economy while minimizing impacts on nearby housing through the encouragement of clean industries, enhanced pollutant controls, and screening.
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.



FUTURE LAND USE PLAN

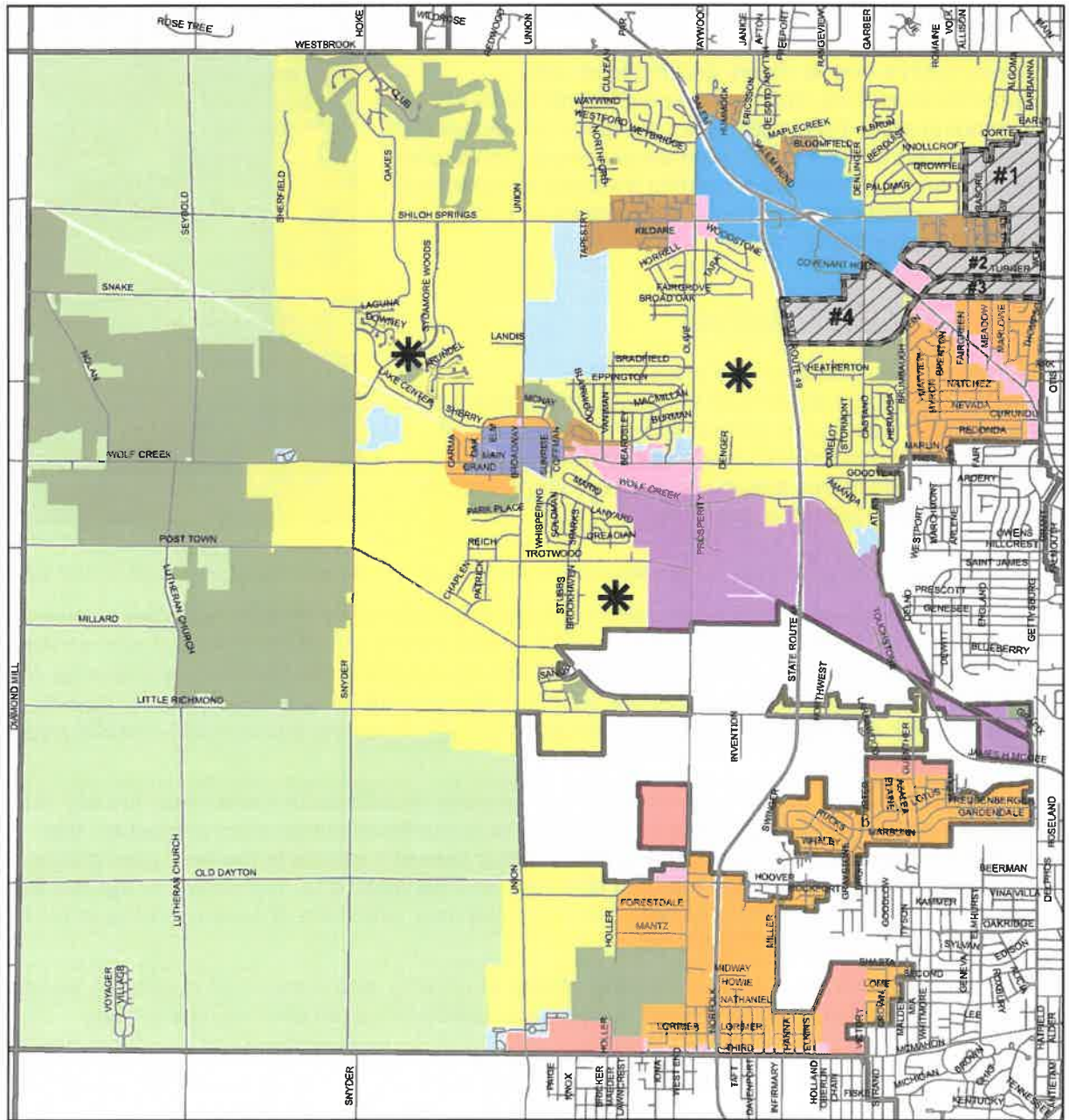
This future land use plan establishes the desired future land use types and characteristics for properties throughout the city based on the community's overall vision, existing land uses, environmental conditions, and general development patterns of the surrounding area. This section will help guide 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.



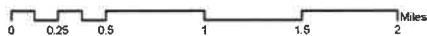
- The future land use plan map is not intended to provide parcel-specific land use recommendations.
- The future land use plan map is intended to serve as a broad guide for continued development and redevelopment within the boundaries of Trotwood. The map is not a zoning map. It only serves as a general 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.
- 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). However, the guiding principles of this plan establish that the city wants to move toward more sustainable development opportunities that promote equity and environmental stewardship for the betterment of the entire community.



Trotwood Together Future Land Use

- Rural Conservation
- Traditional Neighborhood
- Core Neighborhood
- Business and Commerce Flex
- Low-Intensity Multi-Family
- Mixed-Use Core
- Neighborhood Mixed Use
- Olde Town Trotwood
- Industrial and Commerce
- Parks and Recreation
- Public and Institutional
- Special Areas

* Mixed-Residential Opportunities





FUTURE LAND USE CATEGORIES AND SPECIAL AREA RECOMMENDATIONS

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

RURAL CONSERVATION

Trotwood still has an extensive amount of rural and agricultural areas that will likely remain rural in the long term due to a lack of sanitary sewer services, rural roads, and general distance from more intense development. The intent of this plan is 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 are where the density reflects two units per acre across the entire project (gross density), but 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 developments to ensure that they fit 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 discussed on the following page.





- **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 a greater emphasis on community amenities and recreational opportunities, including enhanced improvements with common open spaces.
- **Senior Living Developments:** Residential developments that contain a mix of detached and attached living options for seniors are 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.

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 into what was formerly Madison Township, now Trotwood.. These neighborhoods 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 with 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 compared to the single-family housing that is predominant in the area.



- The primary areas for attached residential uses should be located along 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 on 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 the 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 at the key locations where they are currently found on the future land use plan, but the expansion of these areas is not suggested as part of the future land use plan.





NEIGHBORHOOD MIXED USE

The City of Trotwood has several clusters and corridors of 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. These include convenience stores, offices, restaurants, and retail space that is often in buildings of less than 20,000 square feet. This small-scale commercial and office mix should continue with a focus on maintaining a quality appearance, especially with screening from nearby residential uses, and the 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 that will primarily serve local or regional residents (e.g., general, day-to-day retail sales, medical or professional offices, personal services, etc.). 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. Lots would ideally be no more than a few acres in size, with no big box or significantly dense/intense development.
- 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, as well as a 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. New reinvestment in this area should be within the context of the existing lots so as to prevent the development of a large-scale building or development. However, development proposals that would result in the redevelopment of multiple lots, within one development, should be encouraged.





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 minimize 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 dwellings and 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 office uses on the first floor, and residential or office space on the upper floors should be allowed a gross density of up to 30 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 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 office 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.

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, and 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, which undertakes its 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, or townhomes. The maximum gross density for these areas should be six units per acre.



SPECIAL AREAS

The Future Land Use Plan includes the identification of several special areas. 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. Below is a summary of each area and the land uses (marked with an “X”) that would be appropriate for each area.

	Traditional Neighborhood	Core Neighborhood	Neighborhood Mixed Use	Mixed-Use Core	Business and Commerce Flex-Space	Industrial and Commerce
Special Area #1: The former Hara Arena site and nearby vacant land poses a significant opportunity for a range of development types. Any new development outside of the traditional or core neighborhoods should be buffered from the adjacent, existing residential areas.	X	X	X	X	X	X
Special Area #2: The Turner Road corridor poses an interesting issue for development along the corridor due to limited access from the street to the adjacent properties. This will require that any future development of the properties will be accessed from adjacent development or existing roads that do not connect directly to Turner Road.	X	X	X ^[1]			
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.		X	X ^[1]			
Special Area #4: is comprised of a large area of agricultural or undeveloped land south 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.	X	X		X	X	



PLAN IMPLEMENTATION

As stated throughout this plan, the primary focus of recommendations is to identify appropriate land uses for future development and redevelopment throughout the city. The primary tool for implementing the land use element of a plan is through regulatory changes. As such, the implementation of this plan includes supplemental information on critical regulatory changes the city should consider to allow for the desired land uses. However, as part of the planning process, several other ideas arose that can supplement the regulatory changes. The purpose of this section of the plan is to expand on those strategies and provide sufficient guidance for city leaders to take the next steps.

“RIGHT-SIZE” THE CITY’S ZONING REQUIREMENTS

Like numerous other communities, the City of Trotwood has encouraged the development of single-family detached homes, with a preference for larger, more suburban lots. To accomplish this, the city amended its zoning ordinance some time ago to establish a base minimum of 10,000 square feet for any lot in the city’s highest-density single-family zoning district, the RSF-H District (Residential Single Family-High Density). This would allow over four units per acre, which was part of the envisioned density for new development. However, this zoning district was applied to large swaths of neighborhoods that have long been platted with smaller lots that typically range between 6,000 and 7,500 square feet, many of which have existing homes on them that reflect the scale of the smaller lots. This has resulted in hundred, if not thousands, of lots that do not comply with zoning and are considered legal, nonconforming lots because they were established before the zoning was applied. The nonconforming status protects the properties and allows their continued use, but it makes it challenging for anyone to invest in their own land because building expansions and infill development have to go through additional levels of review that most new developments do not have to go through.

In order to encourage more investment in the existing housing stock, the city should reconsider some of the zoning that applies to existing neighborhoods where there are significant numbers of nonconforming lots. This may mean adjusting the existing RSF-H District to reduce the minimum lot size to a square footage similar to what is platted, or the city might consider adding a new zoning district for those neighborhoods that reflect the predominant form of existing development. This review should apply to all residential zoning districts as other areas of the city have zoning that requires larger lots or wider setbacks than what is in place. The city can still maintain its current lot area requirements of 10,000 square feet, 16,000 square feet, and 20,000 square feet in some existing areas, but the focus of those districts should be on vacant or undeveloped land where a subdivision will be required for new lots.

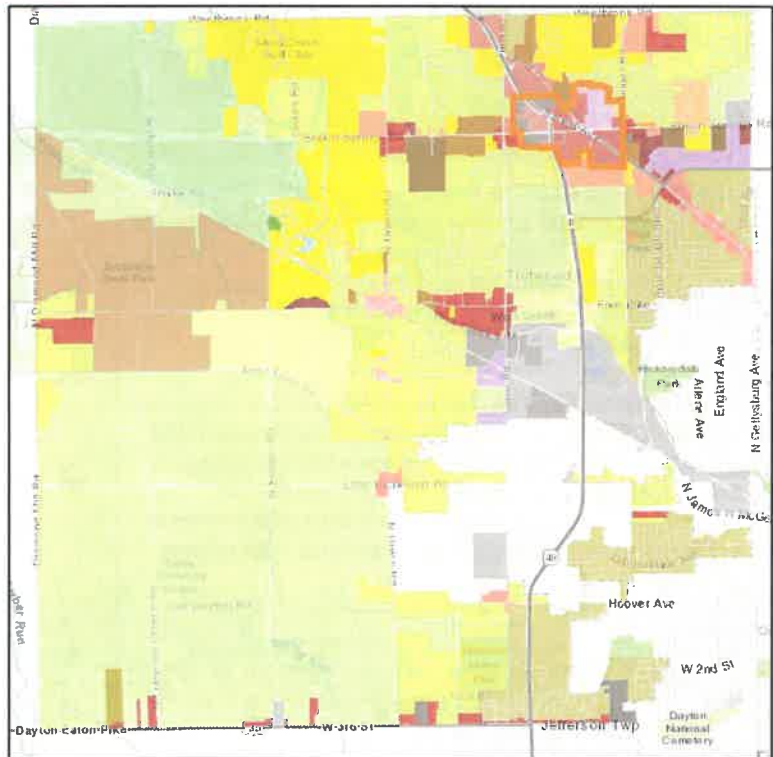


Figure F: Trotwood Zoning Map



ALLOW FOR ACCESSORY DWELLING UNITS

Due to the ever-increasing cost of housing, a growing number of people are looking for options, which has resulted in more demand for the construction of accessory dwelling units (ADUs), which are smaller, secondary units located on lots with a principal single-family dwelling. They are often referred to as granny flats, in-law suites, or secondary dwellings and can be attached to a principal building with a separate entrance or can stand alone as a detached accessory building in a rear yard. A growing number of communities across Ohio and the nation have begun to allow for these units, provided they comply with certain standards that keep them truly secondary to the principal dwelling. Years ago, there were concerns that such units doubled the density of neighborhoods and promoted additional rental units, but that generally has not been the case. Even in cities that allow them across the board, in all single-family residential districts, there has not been an overwhelming number of them installed because, for the most part, they have been naturally used by family members. While the city cannot dictate that an ADU cannot be leased out as a rental unit or that it can only be occupied by family members, some communities have opted to require that ADUs are only permitted on lots where the property owner lives in one of the dwelling units. This encourages home ownership and prevents institutional corporations from buying up a property in order to have two rental units. Furthermore, communities often establish other standards as they relate to maximum size, requirements for the ADU to be attached, detached, or either, parking spaces, and other standards to ensure that the dwelling is compatible with the neighborhood.



Figure G: Example of a detached ADU (top image) and attached ADU (bottom image).

EXPAND HOUSING OPTIONS TO INCREASE THE POTENTIAL FOR HOME OWNERSHIP

Trotwood, like many other communities, has strongly emphasized the desire to see an increase in homeownership and, as a result, has tended to focus on encouraging single-family detached housing as a way to increase the chances that it will be owner-occupied. While single-family detached housing is a housing choice that does offer an opportunity for ownership, more so than apartments, there are other housing types that provide ownership opportunities. Multiple residents have encouraged more condominium developments, which is a method for ownership of attached housing options. This is a popular approach to senior housing, low-intensity residential attached patios homes, etc. In those cases, the dwelling units are located on what appears to be a single lot or development, but the units are individually owned. Another change to consider is the allowance of zero-lot-line developments, especially in the core neighborhood areas where lots are significantly smaller. There are multiple variations of zero lot line developments, but essentially, it allows for a single dwelling unit to be constructed on an individual lot where there is no minimum side yard setback. This approach can allow dwellings to be built in an attached fashion, but each unit can be individually owned. A common approach for this is a zero-lot line duplex where there are two units with a shared wall along a lot line. The building then has one side yard setback on the adjacent lot line to provide driveway access or a connection to the rear yard. Zero lot line developments can also be used to accommodate rowhouses and other attached housing with increase ownership opportunities. Again, changing the zoning does not guarantee that the homes will be owner-occupied, but it increases ownership opportunities for attached housing units.

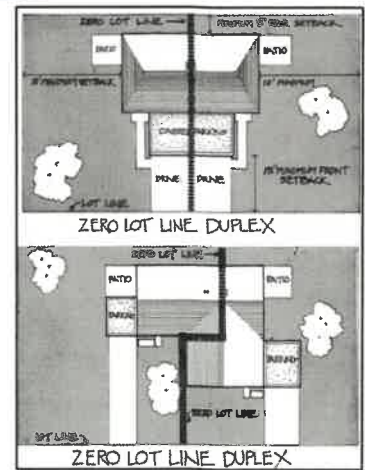


Figure H: Zero lot line duplex example graphic from Douglas, Oregon zoning code.



ADJUST ARCHITECTURAL REQUIREMENTS FOR NEW HOUSING

During the city's last comprehensive zoning code update, the city established a baseline requirement for architectural design for all new single-family homes and other residential uses. The current standard requires that 50% of all facades need to be constructed with brick, stone, or other natural materials. While the desire to improve the quality of residential design is understandable, this requirement is one of the most restrictive in the state for a number of reasons, including:

- The requirement for brick, stone, and other natural materials is extremely costly and does not accommodate brick or stone veneers or modern cementitious and composite materials that can achieve the same appearance goal but are far more cost-effective.
- The requirement is a challenge for infill development in older neighborhoods where such materials are not common. In these cases, a largely brick or stone house is required when all other homes may have vinyl or aluminum standards.
- Because these requirements are far more restrictive and costly than those of other communities in the region, they deter housing developers from building new homes in the city because building in an adjacent community will be less expensive for the same housing product.

The city does not have to abandon the requirement completely, but the city should consider adjustments. Adjustments include eliminating the standards for one-off infill builds in well-established neighborhoods or, at least, consider establishing compatibility standards that allow new builds to use materials reflective of existing housing along the same block face. For new developments that are of the lowest density allowed in a district, the city could consider focusing the 50% facade coverage along the front facade, a common approach in many communities, and remove the requirement for side and rear facades. Then, if a developer proposes an increased density or attached housing options, the city can require additional facade coverages as a trade-off for allowing the higher density. In addition to these adjustments, the city should expand the list of materials that would be allowed to include wood, cementitious siding (e.g., Hardiplank), and brick or stone veneers, which can achieve the desired goal for enhanced aesthetics at less cost.



Figure 1: New housing development in the Dayton region utilizing a combination of cementitious siding, wood, and stone veneer. Note that the homes have attached garages, accessed from the rear.

ADJUST DWELLING SIZE REQUIREMENTS

At the same time, the city increased the architectural design standards for residential uses, they also established minimum dwelling size requirements for the single-family zoning districts. Currently, the city requires that any new single-family home in the RSF-L (Residential Single-Family – Low Density) District have a minimum dwelling area of 2,000 square feet. That size decreases to 1,600 square feet in the RSF-M (Residential Single-Family – Medium Density) District. These are extremely large homes, but not outside the realm of what developers are building in the region. At the same time, a 2,000-square-foot home is much larger than most patio homes, which is a desired single-family housing type in Trotwood, particularly for young people and seniors. The minimum dwelling size requirement also plays into increasing the cost of housing. A quick survey of new homes being built in the region by national housing developers shows the typical cost of new housing in the area, as identified in [Table 10](#). Costs can vary based on the builder and amenities provided, however, these examples are typical home developments without the architectural or design requirements applicable in Trotwood.

TABLE 10: SAMPLE COST OF NEW HOUSING IN THE DAYTON REGION		
Community	Home Size	Asking Price
Brookville	1,730 Square Feet	\$414,900
	1,842 Square Feet	\$339,900
Clayton	1,498 Square Feet	\$364,900
	2,053 Square Feet	\$360,000
Dayton	1,296 Square Feet	\$289,000
	1,903 Square Feet	\$319,990

The price of these homes would generally require a person or household to have a minimum income of approximately \$100,000 for purchase. This is twice the median household income in Trotwood. However, the city has been successful in recent years at attracting new, better paying jobs where such homes may be attainable, at the same time, many may choose smaller, more affordable homes for a better income to housing ratio. For this reason, the city should consider reducing the minimum dwelling size in conjunction with other changes, such as expanding attached housing options and adjusting the architectural standards to make the city more attractive for housing developers to build a wide array of new housing options in the city. It is important to note, that the current housing market is driving the current home sizes as the City of Clayton does not appear to have any minimum dwelling size and Dayton only has a minimum requirement of 600 square feet, per unit, for some multi-family uses.

REMOVE GARAGE PARKING MANDATES

One final requirement the city has that can increase the cost of housing is that every new single-family home must have a two-car attached garage. For the most part, the market for new housing is more than likely going to result in the incorporation of two-car garages on most homes without the city requiring it as part of zoning. However, there are some housing types that the city may want to encourage where a one-car garage or no garage (driveway parking) will be a better option, again, based on what the market demands. For example, the zero lot line developments discussed previously may be housing types where a single-car garage or no garage parking will work well due to the type and size of the housing. The city can still maintain a requirement for off-street parking to minimize congestion on streets, but there is no strong need to require that a home be built with an attached garage.

EXPAND ALLOWANCES FOR VERTICAL MIXED-USE IN COMMERCIAL AREAS

Many community members spoke up about the need to encourage the redevelopment of key commercial areas that have suffered over the years as retail business left and both Salem Mall and Hara Arene were demolished. These areas make up a considerable amount of the city's business areas. While the same residents would generally like to see more restaurants and retail commercial options built in Trotwood, they also support the idea that these areas, close to major streets and infrastructure, are those best situated for higher-density housing and mixed-use (commercial, office, and residential uses in the same building or development). However, the current zoning ordinance is not written in a way to allow such mixed-use buildings. As part of any future planning and zoning code updates, the city should consider adding provisions that would allow mixed-use buildings by right (no special reviews in most commercial zoning districts. For areas along Salem Avenue, near Consumer Square and the old Salem Mall, this may be much higher density than in other



Figure J: Photo of a modern live/work unit in a townhome setting.



areas, as outlined in the future land use plan. In other areas, small-scale mixed-use buildings, including live-work units, may be an option. These types of units reflect historical trends where a person could live above or behind their business operation. Now, these types of units are considered an intense form of home occupation where the business is the predominant use, but there is an attached residential unit. Expanding the opportunity for all forms of mixed-use will ultimately increase the opportunity for housing options while expanding opportunities for reinvestment in the city's business areas.

UPDATE THE PLANNING AND ZONING CODE TO BE CLEAR AND PREDICTABLE

All of the previous recommendations speak to very specific regulatory changes the city should consider when addressing future development in Trotwood. These previous recommendations are fairly significant policy shifts for the city. However, there are a number of other changes that the city should consider to help implement this plan that will make it easier for developers, residents, and businesses to invest in the community when in compliance with this plan's guiding principles while also making it clear and easy to understand the specific zoning requirements that apply to any form of development. Some changes the city should consider are:



- Establish and update the current set of zoning tools to set out incentives for higher-density housing that are balanced and clear regarding the city's expectations. The current Planned Unit Development (PUD) language offers developers the opportunity to propose unique development ideas to the city, who can then opt to approve the ideas based on general review criteria. However, the current PUD language is not expressly clear on certain items that the city would want to see in order to approve such developments. For example, there is a standard that prohibits the development of 100% of a site, which could be interpreted to be a requirement for open space, but there is no guidance on the type of open space or the standards for maintenance. Instead of the open-ended set of standards, the city might consider a menu approach to PUDs that is explicitly on the trade-offs the city is willing to accommodate in exchange for certain uses or densities. For example, if a developer wants to build a large-scale mixed-use development on the former Hara Arena site that will have significant commercial space and a density of 15-20 dwelling units per acre, the city might specify building material requirements and specific open space requirements that would mandate that a certain amount of land be dedicated to improved open space. Improved open space would mean the creation of community gathering spaces, playgrounds, or other community amenities that are necessary for higher population densities. For residential developments that are primarily single-family, the open space requirement may be to encourage the preservation of natural areas.
- As noted in the introduction and throughout this plan, the city has rural, suburban, and urban areas. However, the current zoning ordinance sets out a one-size-fits-all approach to landscaping, signage, and parking requirements. The city can incorporate provisions into its zoning code that make more adjustments to each standard based on the location and density of development. Large-scale parking lots in urban areas may need a different approach to screening than those in rural areas. The zoning might provide for an expanded set of options or choices for how to comply with buffering requirements between residential and nonresidential uses that will all accomplish the same goal but give the developers a choice based on the individual design of the subject lot.

All of this should be balanced with an overall cleanup of language that will help the average person understand what is required by zoning, whether they are simply installing a new fence or pool or they want to build a large-scale development. Creating flexible yet predictable standards make it easier for code users and city decision-makers to interpret and administer the zoning code.



INCREASE COMMUNICATIONS AND CHANGE THE NARRATIVE

Communication with residents and businesses is vital to maintaining solid relationships. While many residents are happy with the level and types of services provided by the city, it is also clear from the surveys and public meetings that they want open lines of communication between themselves and city officials. They want to be a part of the community and community decisions. The city has made great strides in its approach to communications, including utilizing the HyperReach systems to allow citizens to sign up for critical communications, including city communications, severe weather, and general alerts. Even with these opportunities, residents and businesses continue to want to make sure they are up-to-date with activities. As such, the city needs to continue to work toward increasing communication across all formats: digital, print, and in-person.

In addition to communication strategies with locals, one issue that arose out of the planning process is related to the perception of Trotwood by people outside the city. Residents feel that the “outsiders” have negative views of the city due to rumors and general misinformation. When people actually get to know what the city is all about, that perception swiftly changes to a positive view of Trotwood. In order to help resolve this issue, the city needs to take charge of its own narrative and start promoting the city to the region, state, and nation, in addition to communicating with citizens. The simplest method for tackling the issue is for the city to spread all the positive news about what is going on in the city outside of websites and local newsletters. Ideas for this include a range of opportunities, including:

- Issuing more press releases to local news outlets about major development projects and investments;
- Identifying a staff member to serve as a designated public relations manager who is responsible for frequently documenting and promoting events, activities, and projects on the city’s website and on all social media forums. Social media is increasingly a way for communities to tout themselves and attract new residents and businesses.
- Request that each city department, on a rotation, produce some form of promotional article, blog, or post that will showcase all aspects of the city, not just community events or meetings.
- Utilize online mapping sources to better promote sites and buildings that are available for new businesses or developments where new housing developments are being constructed.

EXPAND ON THE CITY’S PARTNERSHIPS TO ACHIEVE COMMUNITY GOALS

The city operates as efficiently as possible to keep costs down for residents. This means that Trotwood does not have an extensive staff to offer every service other communities may have, but Trotwood has had the benefit of having wonderful local partnerships to help provide the desired services. For example, the city does not have a full-scale parks and recreation department, but between a combination of existing staff and other agencies and groups in the area, the city has been able to team up to provide events and activities that are part of a large-scale recreation system. Similarly, as noted in the introductory sections of this plan, the city does have a say in the local school system’s activities, but they do work closely with the schools to ensure increased educational opportunities for all ages. The city needs to continue to seek out these partnerships to expand the services it can offer to residents and businesses alike.

MOVE TOWARD CITY-OWNED WATER

One of the long-term goals set out by this plan is for the city to move toward taking control of its own water system. Currently, Trotwood relies on the City of Dayton for the majority of its built water system. This is a costly venture, but it will be the initial investment for the city to move to having its own system. That initial investment cost may be steep, but in the long run, costs will be less for residents of Trotwood. The city should just continue to explore the steps necessary to establish a local water system.

1103.05 COMPREHENSIVE ~~COMMUNITY DEVELOPMENT~~LAND USE PLAN.

The Comprehensive ~~Community Development~~Land Use Plan for the City of Trotwood (also known as the ~~1999~~2025 Comprehensive Land Use Plan-Update) as set forth in Exhibit "A" attached to Ordinance No. ~~OR02-253-99~~, and incorporated by reference herein as a part hereof, is hereby approved, adopted, and enacted as the Comprehensive ~~Community Development~~Land Use Plan for the City of Trotwood (the ~~1999~~2025 Comprehensive Land Use Plan-Update).