



X PLAN



Xenia's Comprehensive Plan



**Adopted by Xenia Planning and Zoning Commission
(May 16, 2013)**

**Adopted by Xenia City Council
(June 13, 2013, Resolution 13-P)**

**CITY OF XENIA, OHIO
RESOLUTION NUMBER 13 - P**

RESOLUTION ADOPTING THE 2013 X-PLAN, THE CITY'S COMPREHENSIVE PLAN, AS A SHARED, COMMUNITY-BASED VISION AND GUIDE FOR LAND USE AND DEVELOPMENT POLICY, BUDGETING DECISIONS, WORK PLANS AND CIVIC PARTNERSHIPS.

WHEREAS, Section 1240.02 of the City's Codified Ordinances states that the Zoning Code is based on a plan, the purpose of which is to lessen the congestion on the public streets, reduce undue hazards due to flooding and promote the public health, safety and general welfare; and

WHEREAS, Section 1240.02 requires that the plan be formulated with due consideration, among other things, to the character of each district of the City and its peculiar suitability for particular uses, to the conservation of property values, to the general trend and character of building and population development, to the prevention of undue concentration of population, to the advancement of social and economic stability, and to the facilitation of adequate provision of public services and infrastructure; and

WHEREAS, the City of Xenia has a 1997 Land Use Plan which has effectively served as a basis for public and private decisions and is the basis for policies that are adopted by City Council; and

WHEREAS, it is important to keep the Land Use Plan, or Comprehensive Plan, current to insure that its recommendations are valid and implementable; and

WHEREAS, the City of Xenia developed X-Plan, the update of the City's Comprehensive Plan, in partnership with Xenia citizens during a year-and-a-half-long process of public meetings, a phone survey, online discussion forums, and Xenia High School class project, and a series of Steering Committee meetings; and

WHEREAS, X-Plan will serve as a leadership document with a management action plan to ensure that its recommendations are reflected in City policies, budgeting processes and departmental work plans; and

WHEREAS, the X-Plan Land Use Plan and Thoroughfare Plan shall serve as the City's Land Use Plan and Thoroughfare Plan for the purpose of guiding zoning and subdivision policies and infrastructure planning; and

WHEREAS, the X-Plan Action plan shall be reviewed annually to track progress and adjust priorities as needed; and

WHEREAS, X-Plan should be reviewed five years after adoption to ensure that its vision goals, objectives and strategies remain relevant; and

WHEREAS, X-Plan should undergo a comprehensive update 10 years after adoption in order to adapt the City's vision to changing conditions and achievement of X-Plan objectives; and

WHEREAS, the Xenia Planning and Zoning Commission has reviewed X-Plan, the updated Xenia Comprehensive Plan, and has endorsed the plan for City Council’s adoption.

NOW, THEREFORE, the City of Xenia hereby resolves:

Section 1. That X-Plan be adopted as the City of Xenia’s Comprehensive Plan, a shared, community-based vision and guide for land use and development policy, budgeting decisions, work plans and civic partnerships.

Section 2. This Resolution shall take effect and be in force from and after the earliest period allowed by law.

Passed: June 13, 2013


Michael D. Engle
President, Xenia City Council

Attest:


Michelle D. Johnson
Clerk, Xenia City Council



Acknowledgements

The City of Xenia would like to extend its utmost gratitude to the large number of citizens and staff who worked together to create X-Plan.

X-Plan Steering Committee

- Chris Berger, City Engineer
- Jim Percival, City Manager
- Brent Merriman, Asst. City Manager
- Steve Brodsky, Development Director
- Mark Bazalak, Finance Director
- Councilman John Caupp
- Mayor Marsha Bayless
- Sarah Amend and Dr. Aaron James, Xenia Planning and Zoning Commission
- Barbara Stafford, Xenia BRACA and Board of Education
- Alan Liming, Xenia Area Chamber of Commerce
- Tim Sontag, Owner, Xenia Shoe and Leather
- David Kell and Missi Frost, Greene Co. Dept. of Development
- Brad Phillips, P.F.D. Development P.L.L.
- Michelle Sivert, PNC Bank
- Joe Kennedy, Kennedy Korner
- Jerry Deding, Athleten in Action
- Deb Piotrowski, Xenia Community School District
- Ron Connovich, Greene Memorial Hospital
- Collett Pierce Burnett/ Jeff Payne, Central State University
- Tiffany Foxx, Xenia YMCA
- Judy Ann Baker, Xenia Adult Recreation and Services Center
- Dan Jordan, Xenia Grace Chapel
- Stephen Anderson, Greene Co. Regional Planning and Coord. Commission
- Martin Kim, MVRPC

Community Organizations

- Xenia Kiwanis
- Xenia Area Chamber of Commerce Board
- Xenia Board for Recreation, Arts and Cultural Activities (BRACA)
- Xenia Tree Committee
- Xenia Rotary
- Downtown Xenia Now
- Greene County Historical Society

Xenia High School Students (X-Plan Classroom Project)

- Brittany Brooks
- Nate Eavers
- Shane Jacobs
- Sean Mangan
- James Mowen
- Que'Shon Payne
- Devon Taylor
- Nikki Wellman
- Teacher: Emily Ryan
- Numerous additional participating teachers, administrators and student survey takers

City Staff and Consultants (not already mentioned)

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- Greene County Regional Planning and Coordinating Commission staff
- Ken Riggsby, Xenia Fire Chief
- Donald (Randy) Person, Xenia Police Chief
- All City Department heads

Xenia Planning and Zoning Commission

- Joshua Long (chair)
- John G. Caupp (past chair)
- Sarah Amend
- Matthew Bennett
- Fred Hall III
- Dr. Aaron James
- Everett Ross (past member)
- Annie Shell

Xenia City Council

- Michael D. Engle, President
- Wesley Smith, Vice President
- Marsha J. Bayless, Mayor
- John G. Caupp
- Joshua Long
- Dale Louderback
- Jeanne Mills
- Michelle Johnson, Clerk

...and most of all...**XENIA CITIZENS!**



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Overview

Xenia’s leaders commissioned a Comprehensive Plan update in order to build a shared vision with Xenia citizens of how to make Xenia the best it can be. The resulting product – called X-Plan – envisions what Xenia will be like in 20 years and provides step-by-step directions on how to turn the vision into reality.

X-Plan replaces the 1997 Xenia Urban Service Area Land Use Plan as Xenia’s official growth and development policy. X-Plan augments and informs Xenia’s development regulations such as Zoning and informs public and private decision-making regarding the location and quality of future land use, development and infrastructure investments. X-Plan also outlines strategies for economic development, downtown and neighborhood revitalization, and image improvement.

X-Plan’s recommendations are directly linked to high-priority planning issues as enumerated, defined and prioritized by residents and stakeholders. This chapter summarizes how X-plan was created, how the public was involved and how policies were developed.

What is X-Plan?

X-Plan is visionary and strategic. X-Plan offers a long-term vision integrated with short-term and action-oriented strategies. This blend gives Xenia

leaders the ability to set priority actions each year that collectively achieve broader X-Plan goals over time.

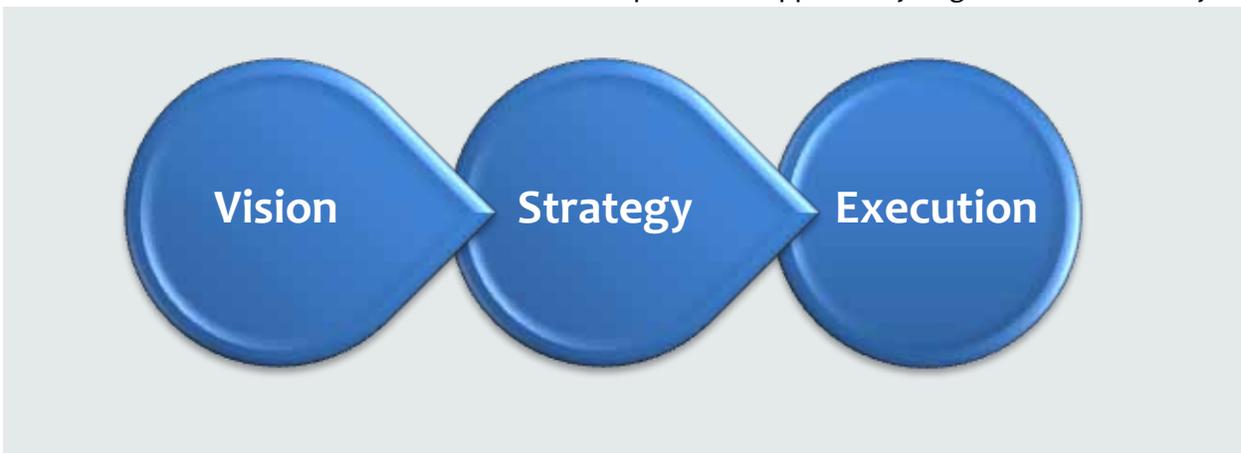
X-Plan is a leadership document. X-Plan vision and strategy was informed by the public; implementation is designed to be led by community leaders. While City officials are the primary audience for subsequent implementation efforts, X-Plan is also directed towards executives with Xenia’s numerous civic-oriented organizations and institutions. Collaboration between partners and pooling of resources – human, financial and political – is essential.

X-Plan requires execution. A deliberate and sustained execution effort is needed to turn X-Plan vision and strategy into reality. To help, X-Plan utilizes strategic plan and management tools to help decision-makers select projects for implementation each year and to execute plan recommendations in the most realistic and efficient manner possible.

Why is X-Plan Needed?

The 1997 Xenia Urban Service Area Land Use Plan has served Xenia well. More recent changes in our national and regional economy and shifting market demand for goods and services, housing, and community facilities all pointed to the need to take a fresh look at community goals and expectations.

City leaders also saw a new comprehensive plan as an opportunity to galvanize community





support for future City initiatives. City Council and administration assigned two overarching objectives to help move X-Plan forward in this regard: (1) significant community participation, and (2) an action plan to guide plan implementation.

X-Plan’s timing coincides with a national economy recovering from a major recession, reduced local government funding and a growing list of infrastructure and community improvement needs. Xenia, like most mature Midwestern communities, has seen significant increases in renter-occupied housing and foreclosures. The Dayton region has lost thousands of jobs in the manufacturing center, impacting several hundred Xenia households.

Xenia is also still recovering from the catastrophic 1974 tornado. This storm reduced a third of Xenia’s building stock to rubble including schools and grand old Victorian mansions and significant, irreplaceable downtown commercial buildings. Their modern replacements stand today as a stark reminder of this event.

Xenia as the county seat historically stood as the center of economic and political importance for many decades. Xenia’s power and prestige have waned since the opening of I-675 to the west. Western Greene County has benefited from its direct access from I-675 and close proximity to Wright-Patterson Air Force Base. The base, as the largest site employer in Ohio and one of the largest beneficiaries of federal research and development funding, drives significant economic impact to its neighbors.

For all of the above reasons, Xenia has not experienced the same amount of success as some other communities in the region over the past two decades. These same reasons point to the need for a unified strategy to move Xenia forward. X-Plan does this by offering community consensus, vision, strategy and actions to proactively propel Xenia confidently into the future.

Xenia is also full of strength and opportunity. Xenia’s population growth outpaced that of the region and reached the highest in the City’s history in 2010. Population growth is perhaps the best indicator of Xenia’s resiliency. Equally important, Xenia has the land and infrastructure needed to continue to grow well into the future.

Xenia is the Bicycle Capital of the Midwest – a claim held due to its unique bicycle path infrastructure. New elementary schools were built in 2012 and talks of a new athletic facility started at the time X-Plan was adopted. Most important, Xenia has a traditional downtown and historic roots from which to grow. Historic infrastructure goes a long way to create a desirable sense of place and belonging. X-Plan builds on these strengths and seeks to leverage existing community assets.

How Was X-Plan Developed?

As directed by City Council, X-Plan was developed for Xenia by Xenians. This “bottom up” approach squarely links plan goals and strategies with public input and priorities. X-Plan reflects community aspirations and gives City leaders a clear mandate for its implementation.

Care was taken to write and organize X-Plan around issues of importance to the community. X-Plan also uses language and vocabulary heard during public workshops. Use of technical planning jargon, while still visible in X-Plan, was avoided in large extent to create a comprehensive plan grounded in community values as expressed in community terms.





This was done as part of a broader effort to promote wide-spread community support and pride in X-Plan.

Members of the public were invited to participate in the planning process through one or more of the following activities:

- **Interviews.** 18 residents and community stakeholders were interviewed early in the planning process to gain insight on Xenia’s strengths, weaknesses, opportunities and constraints.
- **Community Survey.** 400 randomly selected Xenia residents participated in a telephone survey conducted by Wright State University. The results of the survey give City officials a sense of community opinions of public infrastructure and services and community quality of life. The survey also measures support for new policies or projects.
- **Five Public Workshops.** Citizens attended one of five public workshops held specifically to give residents and concerned stakeholders the opportunity to establish X-Plan policies and priorities. Participants identified high priority planning issues and projects, presented ideal land use and transportation scenarios, and reviewed draft plan recommendations at these workshops.
- **Virtual Town Hall Meetings.** The City of Xenia operated two online virtual “town hall” meetings using the Ideascale platform. These online discussion forums allowed residents to post their ideas, discuss

High Priorities from Public Input Process

Residents and stakeholders generated hundreds of great ideas during public workshops and virtual town hall meetings. The following projects were consistently selected by residents as high priorities:

- **Revitalize downtown** by rehabilitating and repurposing vacant buildings. Create a “central entertainment district” and “lifestyle” neighborhood.
- **Redevelop Xenia Town Square** by re-establishing the former street grid and infilling large parking lots with greenspace and buildings that fit with downtown character.
- **Redevelop vacant properties near downtown** like the Eavey Building and former Greene Park Plaza.
- **Preserve historical buildings and “small town” character.**
- **Improve property maintenance** throughout the City and address abandoned housing.
- **Provide more “things to do”** by attracting retail and entertainment uses and enhancing our parks and recreation system.
- **Develop a community recreation center** based on a new YMCA and include other related uses such as a new senior center, youth center, etc; ideally in or near downtown.
- **Improve sidewalk/bicycle path connections** (particularly downtown).
- **Leverage existing bike paths** to Xenia’s benefit.
- **Continue to improve communication** with citizens and among civic organizations.
- **Develop partnerships with higher-education institutions, Greene Memorial Hospital and Athletes in Action** to attract businesses and visitors, revitalize portions of Xenia and improve Xenia’s workforce preparedness.
- **Attract jobs and industry to Xenia**, particularly high-tech firms.
- **Create a business-friendly environment** that attracts businesses and encourages small business growth.
- **Improve Xenia’s image** internally and externally.
- **Improve quality of existing streets and services.**
- **Revitalize the East End.**



ideas with one another, and vote on top priorities. This virtual town hall technique was employed to encourage additional resident participation in X-Plan’s planning process targeting those who prefer alternative outlets to traditional meetings.

- **Community Outreach Meetings.** City staff met with several community-oriented organizations to present preliminary X-Plan goals and objectives. Examples include the Xenia Board for Recreation, Arts and Cultural Activities, Kiwanis, Rotary, Xenia Area Chamber of Commerce, and the Greene County Historical Society. The purpose of these meetings was to raise awareness, generate goodwill and receive feedback.
- **Xenia High School Class Exercise.** City staff collaborated with the Xenia Community School District in developing a high school class project for X-Plan. A Xenia High School

class of juniors and seniors designed an electronic survey instrument with City staff’s guidance and conducted a survey of third, fifth, seventh, ninth and eleventh graders in the Xenia Community School System. The survey asked about students’ opinions about Xenia and priorities for the future. The students administering the survey presented their results to City Council, and their input was incorporated in the X-Plan process.

- **Steering Committee.** A 26-member Steering Committee was created to provide input, guide policy and build partnerships for implementation. The Steering Committee represented a diverse cross section of Xenia’s resident and business community. Representatives from City government also served on the Steering Committee including elected and appointed officials. A total of three Steering Committee meetings were held. These meetings laid groundwork for

<p>Provide more things to do</p> <p>Community recreation center</p> <p>Sidewalk/bike path connections</p> <p>Improve communications</p> <p>Improve image</p> <p>Improve quality of streets/services</p>	<p>Partnerships with higher-education institutions, Greene Memorial Hospital and Athletes in Action</p> <p>Attract jobs and industry</p> <p>Redevelop vacant properties</p> <p>Create a business-friendly environment</p> <p>Improve image</p>	<p>Partnerships with higher-education institutions</p> <p>Redevelop vacant properties</p> <p>Improve property maintenance</p> <p>Provide more “things to do” (neighborhood parks)</p> <p>Improve sidewalk/bike path connections</p> <p>Revitalize the East End.</p>	<p>Revitalize downtown</p> <p>Redevelop Xenia Towne Square/vacant properties near downtown</p> <p>Preserve historical buildings and “small town” character</p> <p>Improve property maintenance</p> <p>Provide more “things to do”</p> <p>Improve bike path connections/leverage existing bike paths</p>
<p>Be a Community of Choice</p>	<p>Grow Our Economy</p>	<p>Make Our Neighborhoods Great</p>	<p>Strengthen Our Core</p>



future individual meetings with stakeholders to discuss X-Plan implementation partnerships.

- **Public Hearings.** Two public hearings for public review and comment of X-Plan final draft were held prior to X-Plan's official adoption.

What's in X-Plan?

Chapters are organized into two key elements: Policy and Implementation.

Policy Element

This element contains five chapters that guide decision-making and explain actions that the community can take to achieve X-Plan goals.

Four of these chapters are named after the four **vision goals** developed during the X-Plan process: **Be a Community of Choice, Grow Our Economy, Make Our Neighborhoods Great and Strengthen Our Core.** These chapters contain **objectives**, which articulate the community's vision in greater detail and respond more directly to priorities expressed during the public input process.

Under each objective are **strategies**, which are detailed policies and projects that the City must follow in order to achieve each objective.

The fifth chapter, **Regulatory Framework**, contains the **Land Use and Thoroughfare Plans.** The Land Use Plan sets public policy for future use of land, growth and physical development in Xenia. The Thoroughfare Plan provides guidance for future improvement and extension of major roadways in coordination with the Land Use Plan.

Implementation Element

This element of X-Plan identifies a process and action plan for making X-Plan a reality. The **Implementation Process** chapter outlines a strategy for incorporating X-Plan into City management processes, as well as guidelines for updating the plan at annual, 5-year and 10-year intervals. The **Action Plan** chapter contains four

tables that list actionable high-priority tasks that the City can undertake within the next three years.

Separate X-Plan Documents

A separately bound **Existing Conditions Report** provides an in-depth analysis of Xenia's existing physical and socio-economic conditions and trends. Meeting minutes and reports that document the **public input process** are also provided separately. These documents are available on the City's website (www.ci.xenia.oh.us) or upon request from the Planning and Zoning Department. The Existing Conditions Report and public input reports together provide a rational, community-based foundation for all X-Plan content.